

C-1903/140

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for January 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
<u>1. National Labour Legislation.</u>	
(a) The U.P. Trade Disputes Conciliation Bill, 1938.	1-2
(b) The U.P. Maternity Benefit Bill, 1938: Referred to Select Committee on 18-1-1938.	2
(c) The Cochin Maternity Benefit Bill, 1937.	3
(d) The Central Trade Union Regulations, 1938: Draft Notification of Government of India.	3-4
(e) Poisoning by Nitrous Fumes classed as Occupational Disease: U.P. Government Notification.	4
(f) The Bengal Shop Hours and Shop Assistants Bill, 1938: Non-Official Bill to regulate Conditions of Shop Assistants.	4-4
<u>2. Conditions of Labour.</u>	
(a) Working Class Cost of Living Index Numbers for Various Centres in India during October 1937.	7
(b) Minimum Wages for Vacuum Pan Sugar Factory Workers in U.P.: Government's Suggestion to Factory Managers.	7-8
(c) Minimum Demands of Press Workers of Patna.	8
(d) Demands of Cawnpore Shop Assistants: Shop Assistants' Conference, 12-1-1938.	8-9
(e) Grievances of Anamalai Plantation Workers: Labour Union's Memorandum to Minister for Labour.	9-10
(f) 8-Hour Day introduced in French India.	10
(g) Minimum Monthly Pay of Rs. 25/- for Municipal Employees: Recommendations of Standing Committee of Municipal Corporation, Bombay.	11
<u>3. Enforcement of Conventions.</u>	
Factory Administration in the N.W. Frontier Province, 1936.	12-13
<u>4. Industrial Organisation:</u>	
<u>Workers' Organisations.</u>	
(a) All India Railwaymen's Federation: First Zonal Conference held at Calcutta, 18-12-1937.	14-15
(b) Recognition of Registered Trade Unions in C.P.: Informal Conference under Government Auspices with Mill Managements.	15
(c) 4th Bengal Provincial Labour Conference, Kankinarah, 8 to 11-12-1937.	15-16
(d) 15th Half-Yearly Meeting between A.I.R.F. and the Railway Board, 26 and 27-1-1938.	16-18
<u>5. Economic Conditions.</u>	
Economic Conditions in Assam Tea Plantations, 1936.	19

6. <u>Employment and Unemployment.</u>	
(a) Unemployment in Bombay: Resolution in Legislative Council regarding the Appointment of Enquiry Committee accepted.	20
(b) Dacca University establishes Employment Bureau.	20-21
(c) Facilities for Indian Apprentices: Bombay Legislative Assembly Resolutions.	21
(d) Reducing Unemployment in Bihar: Principal Measures taken by the Government.	21-22
(e) New Scheme for Recruitment to Government Services: Qualifying Examination at Age 17: Government of India's Proposals.	22-24
(f) Unemployment in Bombay: Resolution adopted by Legislative Assembly.	24
(g) Resolution re: Unemployment Bureaus: Bombay Legislative Assembly rejects non-official Suggestion.	24
7. <u>Public Health.</u>	
Provincial Health Ministers' Conference, Madras, 29-12-1937.	25-26
8. <u>Co-operation.</u>	
(a) Co-operation in Baroda State, 1935-36.	27-28
(b) Progress of Co-operation in the Punjab, 1935-36.	28-30
9. <u>Women and Children.</u>	
12th Session of All-India Women's Conference, Madras, 28 to 31-12-1937.	31-32
10. <u>Education.</u>	
(a) Reorganisation of Indian Education: Zakir Hussain Committee's Report.	33-34
(b) Vocational Education in Bombay: Government appoints Advisory Committee.	35-36
(c) Adult Education in Bombay Presidency: Bombay Government appoints Advisory Committee.	37-38
(d) Educational Reform in Bihar: Government appoints Enquiry Committee.	38
11. <u>Agriculture.</u>	
(a) The Bombay Moneylenders Bill, 1938.	39
(b) Extension of Punjab Relief of Indebtedness Act, 1934, to Delhi Province: Delhi Debt Conciliation Rules.	39-40
12. <u>Maritime Affairs.</u>	
1st Patna Divisional Nawak (River Workers) Conference, Dehri-on-Sone, 12-1-1938.	41
13. <u>Migration.</u>	
(a) Indians in Fiji in 1936: Report of Secretary for Indian Affairs, Fiji Government.	42-43
(b) Labour Troubles in Mauritius: Statement by Imperial Indian Citizenship Association, Bombay.	43-44
(c) Indian Workers in Burma: Government decides on appointment of Agent.	44

91

National Labour Legislation.

The U.P. Trade Disputes Conciliation Bill, 1938.

The Government of the United Provinces will be introducing in the forthcoming session of the U.P. Legislative Assembly the U.P. Trade Disputes Conciliation Bill, 1938, to make provision for the prevention and settlement of trade disputes by conciliation. (The text of the Bill is published at pages 5-12 of the U.P. Gazette Extraordinary dated 12-1-1938). The following is a summary of the statement of objects and reasons of the Bill:

In view of the important place of labour in organised industry and the desirability of dealing with labour problems and difficulties in a systematic manner, the U.P. Government consider that steps should be taken to set up some regular machinery for looking after the interests of labour and promoting close contact between employers and employees. They consider that the best system to adopt for this purpose is to appoint a Labour Officer. He will in the first instance try to get at the root of troubles by detecting abuses and bringing them to the notice of employers; he will look after the interests of the employees and act as a welfare officer in the broadest sense of the term. If he is satisfied that they have grievances, it will be his business to represent them and try to get them redressed; if possible he will negotiate a settlement. He is, of course, not intended to replace the efforts of workmen themselves; it is probable that as a result of his activities, representational organisation will be fostered and growth of healthy trade unions accelerated. In short, the functions of the Labour Officer will be to promote harmonious relations between employers and employees, create mutual understanding and goodwill and prevent disputes.

In addition, it is also proposed that Government should have the power to appoint a suitable person as Conciliator when a dispute arises which cannot be settled by the Labour Officer. He will bring the parties together, suggest possible lines of compromise and induce them to arrive at an amicable settlement. Even if his efforts are unsuccessful, he should, as pointed out by the Royal Commission on Labour in India, "be in a position to give wise advice to Government as to the stage at which it could bring its influence to bear either privately or by the appointment of a Statutory Board or Court."

The best means of establishing this system appears to be by means of an Act of the Legislature describing the duties of the Labour Officer, and of the Conciliator and the methods by which the employers and the workmen could approach ~~for~~ them for conciliation when disputes may arise. Accordingly the present Bill provides for the appointment of a Labour Officer and Conciliators if necessary, in order to prevent and settle trade disputes by conciliation. (Extracted from pages 5-12- of the U.P. Gazette Extraordinary dated 12-1-1938).

Bill Introduced in U.P. Assembly.- Dr. K.V. Katju, Member for Industries, introduced the Bill in the U.P. Legislative Assembly on 22-1-1938 and moved that the Bill be referred to a Select Committee. Sir Maharaj Singh, while agreeing with the general principle of the Bill, moved an amendment to the effect that the Bill be circulated. Dr. Katju, on behalf of the Government, accepted the amendment. Opinions on the Bill are to be submitted by 21-2-1938.

(The Leader, 25-1-1938).

The U.P. Maternity Benefit Bill, 1938:
Referred to Select Committee on 18-1-1938.

The Government of the United Provinces introduced the U.P. Maternity Benefit Bill, 1938, on 18-1-1938 in the U.P. Assembly; it was referred to a Select Committee the same day. The text of the Bill is published at pages 13-17 of the United Provinces Gazette Extraordinary dated 12-1-1938. The main features of the Bill are summarised below:

No employer shall knowingly employ a woman in a factory during the 4 weeks immediately following the day of her delivery. Every woman employed in a factory shall be entitled to the payment of maternity benefit at the rate of her average daily earnings calculated on the total wages earned on the days when full time work was done during a period of three months preceding the date on which she gives notice of her confinement or at the rate of 8 annas per day, whichever is less, for the actual days of her absence (but for a period not exceeding 4 weeks) during the period immediately preceding her delivery and for the 4 weeks immediately following her delivery. The maximum period for which a woman worker can be entitled to benefit is 8 weeks, namely, the 4 weeks preceding and the 4 weeks following the day of delivery. Benefit can be claimed only by those women workers who have been in continuous employment in a factory for at least six months immediately preceding the date on which they give notice of confinement.

The Bill stipulates that any notice of dismissal given by an employer to a woman worker during the period of confinement shall be unlawful and inoperative.

The Bill lays down that, if any employer contravenes the provisions of this Act, he shall, on conviction, be liable to payment of a fine which may extend to Rs. 500/- for the first offence and Rs. 1000/- for a second or subsequent offence.

(Extracted from pages 13-17 of the U.P. Gazette Extraordinary dated 12-1-1938).

3

The Cochin Maternity Benefit Bill, 1937. +

The main provisions of the Cochin Maternity Benefit Bill, 1937, which was introduced in the Cochin Legislative Assembly on 3-12-1937, and referred to a Select Committee on the same date (vide page 11 of our December 1937 report), are as follows:

Rate of Benefit: It is provided that every woman worker in a factory, not being a seasonal factory, shall be entitled to the payment of maternity benefit at the rate of three annas a day for the actual days of her absence during the period immediately preceding her confinement and for the four weeks immediately following her confinement.

Period of Benefit: The maximum period for which any woman shall be entitled to the payment of maternity benefit is fixed at seven weeks, that is to say, three weeks up to and including the day of her confinement and four weeks immediately following that day. If a woman dies during this period, the maternity benefit shall be payable only for the days up to and including the day of her death.

Method of Payment: The amount of maternity benefit for the period up to and including the day of confinement is to be paid by the employer to the woman within forty-eight hours of the production of such proof as the Government may, by rule, prescribe that the woman has been confined. The amount due for the subsequent period shall be paid punctually each fortnight in arrear.

(Summarised from copy of the Cochin Maternity Benefit Bill, 1937, forwarded to this Office by the Government of Cochin.)

(A copy of the Bill was forwarded to Geneva with our minute ~~xxx~~ D.1/62/38 dated 13th January 1938.) +

The Central Trade Union Regulations, 1938:

Draft Notification of Government of India. +

Attention is directed to pages 31-38 of Part I of the Gazette of India dated 8-1-1938 where is published the draft (Notification No.L.1785, dated 4-1-1938 of the Department of Labour, Government of India) of certain regulations which the Central Government proposes to make in regard to trade unions

whose objects are not confined to one province. These regulations relate mainly to the registration and audit of such unions. The draft, it is stated, will be taken into consideration on or after 8-4-1938. †

Poisoning by Nitrous Fumes Classed as Occupational Disease: U. P. Government Notification. †

Attention is directed to Notification (Miscellaneous) No. 3372/XVIII -489 dated 13-12-1937 of the Industries Department, U.P. Government, published at page 31 of Part I of the U.P. Gazette dated 8-1-1938, whereby the Government has added "poisoning by nitrous fumes or its sequelae", as an occupational disease under Schedule III of the Workmen's Compensation Act, 1930. †

The Bengal Shop Hours and Shop Assistants Bill, 1938: Non-Official Bill to regulate Conditions of Shop Assistants. †

Mr. Humayoon Kabir, a non-official member of the Bengal Legislative Council, has given notice of the introduction of a Bill, the Bengal Shop Hours and Shop Assistants Bill, 1938, in the current session of the Council. The principal provisions of the Bill are summarised below:

Working Hours of Shops. - (1) A shop shall not be open to the public (a) on Sunday, a day fixed for general rest or leisure, (b) before 9 A.M. in the morning and after 6 P.M. in the evening, on first four days of the week, (c) before 2 P.M. and after 6 P.M. on Friday, half day provided for Mohamadan subjects to say their prayers, (d) before 9 A.M. and after 9 P.M. on Saturday, as long day provided for the people working in offices and mills, to enable them to make their purchases,

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(e) or on such days which may be fixed by the Government of Bengal as gazetted public or general holidays and announced in the local press or in the Gazette of Calcutta. (2) All shops shall remain open from 9 A.M. in the morning up to 9 P.M. in the night on 10 days preceding each of the three main festivals, known as Durga Puja, Id-ul-Fitr, and Christmas, but shall remain entirely closed on the festival days mentioned in this clause.

Exempted Places.- The provisions of the Bill shall not apply to the following: (a) government offices, public utility concerns, pharmacies, establishments for care of the sick, restaurants, fuel shops, newspaper stalls, ice depots, hotels, railway station stalls, etc., and partial exemption shall be granted to meat and fish stalls, pastry shops, etc.

Hours of Work of Shop Assistants.- (a) No shop assistant shall be employed in any shop for a longer period than 8 hours a day for the first four days of the week, or for a longer period than 48 hours per week. (b) No shop assistant shall be employed continuously for more than five hours without interval for rest or meals. (c) There must be allowed for every shop assistant for meals during the daily employment, not less than one hour, either at the same time or at different times; but it shall be before 2 o'clock in the afternoon. (d) No shop assistant shall be allowed or made to sleep in the shop or place of business during the night.

Minimum Wages.- (a) No shop assistant in a shop shall be paid less than Rs.30/- in case of persons of 21 years or over, Rs. 25/- in case of persons between 18 and 21 years, and Rs.20/- in case of persons between 15 and 18 years. (b) The minimum wages fixed in this Section shall not be subject to any abatement by individual or collective agreement. Employers shall pay net wages to employees at not less than the minimum wage clear of all or any deductions.

Date of Payment of Wages.- All wages payable to a shop assistant earned in any month, shall be payable not later than the 10th day of the following month.

Leave Facilities.- (a) Any shop assistant who has been engaged to serve for a period of one year or over or has been in continuous service for the same period shall be entitled to - (a) sick leave for one month on half pay on production of a proper Medical certificate, (b) privilege leave for 15 days on full pay per each year of his service.

Compensation for Accidents.- In case of any accident happening to a shop assistant while on duty, he or his legal nominee shall be entitled to a compensation which must be decided by a court of law properly constituted, which shall be authorised

to settle such claims taking into consideration the salary, status and position of the injured or deceased.

Minimum Age.- No person below the age of 15 shall be employed in any shop for any purpose whatsoever.

Definition of Shop Assistant.- Shop assistant means any person of either sex employed for hire in a shop as clerk, accountant, typist, salesman, window-dresser, travelling representative, in the town or in any part of the whole province of Bengal, or hawker engaged solely for the purpose of selling in or out of the shop-premises or employed for any purpose whatsoever in the shop, but not the night watchman specially engaged for the purpose of safeguarding shop-premises in the night.

Scope of Application.- The proposed legislation, it is provided, shall in the first instance apply to areas recognised as municipalities in terms of the Bengal Municipal Act, 1932, but the Government may ~~be~~ by notification extend its application to any other area within the province.

(Summarised from copy of the Bengal Shop Hours and Shop Assistants Bill, 1938, forwarded to this Office by the General Secretary, Shop Assistants Association of Bengal, Calcutta.)

7/15

Conditions of Labour.

Working Class Cost of Living Index Numbers for Various
Centres in India during October 1937. +

The cost of living index numbers for working classes in various centres of India registered irregular changes during October 1937 as compared with the preceding month.

Bombay.- The index number (Base: ~~year~~ year ending June 1934) of the cost of living for working classes in Bombay in October 1937 remained unchanged at 108. The average in the year 1936 was 104.

Ahmedabad.- The index number (Base: year ending July 1927) of the cost of living in Ahmedabad in October 1937 fell by 1 point to 76; for 1936 the average was 71.

Sholapur.- The index number (Base: year ending January 1928) of the cost of living in Sholapur rose by 1 point to 72. The average for 1936 was 71.

Nagpur.- The index number (Base: January 1927) of the cost of living in October 1937 rose by 1 point to 66.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in October 1937 declined by 5 points to 60.

(Extracted from the Monthly Survey
of Business Conditions in India,
October 1937 issue). +

Minimum Wages for Vacuum Pan Sugar Factory Workers in U.P.:

Government's Suggestion to Factory Managers. +

According to a press note issued by the Government of the United Provinces in the third week of January 1938, the local Government has requested the managers of all vacuum pan sugar factories in the province to give effect to the decision of the representatives of such factories, who were present at the sugarcane conference convened by the Government of the United Provinces and Bihar in September 1937, that the wages of labourers employed in these factories should not be less than 5 annas a day. They have also suggested to the managers that, instead

of dispensing with the services of technical staff during the off season, they may at least be kept on half pay, as is being done at present by some factories.

(The Leader, dated 22-1-1938). +

Minimum Demands of Press Workers of Patna. +

At an extraordinary meeting of the Patna Press Workers' Union held at Patna on 11-1-1938, a resolution was adopted declaring that the existing Factory Act does not adequately safeguard the interests of press workers, and urging the Bihar Ministry to amend the Factory Rules so as to include provision for the following:

(1) A seven-hour working day and a 40-hour week, (2) 15 days' casual leave and one month's sick leave with full pay in the year, (3) leave on all gazetted holidays, (4) double wages for over-time, (5) unemployment, sickness, old age and accident insurance, (6) minimum wages of Rs. 30 per month, (7) payment in the first week of every month, (8) security of service, (9) compulsory recognition of Trade Unions, (10) registration of collective agreements, (11) a graded scheme of increments, and (12) bringing under the Factory Act presses employing five or more workers.

(The Amrita Bazar Patrika, 13-1-1938). +

Demands of Cawnpore Shop Assistants:

Shop Assistants' Conference 12-1-1938. +

A Conference of the shop assistants of Cawnpore was held at Cawnpore on 12-1-1938, Acharya Narendra Deo presiding. (At pages 33-34 of our December 1937 report reference was made to a meeting of shop assistants of Cawnpore held on 1-1-1938 under the auspices of the Karamchari Mandal, a rival organisation.)

Dr. K.N. Katju, Minister for Labour and Industries, U.P., opening the Conference, advised shop assistants not to lean too much on the Government, but to organize to increase their bargaining power, and referred to the Bill that was being moved in the provincial Assembly by Mr. Rajaram Shastri seeking to obtain prescribed hours of work and fixed holidays for shop assistants.

Acharya Narendra Deo, in his presidential address, deplored the extremely unsatisfactory working conditions of the 25,000 odd shop assistants of Cawnpore, and asserted that Shop Acts, like those in force in European countries, should be immediately passed.

Demands of Shop Assistants.- Resolutions were adopted demanding (1) the introduction of a 48-hour week, (2) observance of Sundays as holidays and closure of shops on gazetted holidays, (3) framing of regular leave rules, (4) grant of an hour's rest-interval in the day, and (5) ensurance of a rule to the effect that no shop assistant should be normally made to work later than 8 p.m. It was also demanded that shop-keepers infringing these rules should be made laible to fines ranging from Rs. 100/- to Rs. 500/-.

(The Statesman, 13-1-1938 and the
Hindustan Times, 15-1-1938.) +

Grievances of Anamalai Plantation Workers:

Labour Union's Memorandum to Minister for Labour. +

The Hon. Mr. V.V.Giri, Minister for Industries and Labour, Madras Government, who was on tour in the Anamalai tea plantations towards the middle of January 1938, was presented with a memorandum embodying the grievances of the plantation workers by the Anamalai Labour Union.

Bad Housing Conditions.- The memorandum drew the attention of the Minister to the poor housing conditions of workers on some of the estates. It was pointed out that the houses provided were not sufficiently spacious and did not afford necessary privacy. Again, the water-supply was defective and it was demanded that attention should be directed to this problem urgently, since malaria and other diseases were rampant. It was also pointed out that no reliable figures were available of mortality rates, as the birth and death registers were in the hands of planters. These, it was urged, must be transferred to the Panchayat Board.

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Payment of Wages.- The rates of daily wages were unsatisfactory and each adult male must receive not less than Rs. 20 per mensem and each adult female Rs. 18. Wages must be paid fortnightly, directly to the labourers. The memorandum drew attention to the unsatisfactory nature of the supply of rice, the way the labourer got indebted to the maistry and the unsatisfactory system of weighing of ~~the~~ leaves which caused loss to the worker.

Medical Relief and Welfare Work.- The memorandum also dealt with the inadequacy of medical aid and pleaded for recreational facilities, sickness insurance, health inspection of workers at least once a year, maternity benefit, leave on festival occasions, compulsory education for workers' children and care of destitutes.

Free Assignment of Lands.- It was urged that the plantation workers should be given free assignment of sites on Government lands in villages adjoining the plantations, and should be encouraged to settle down on such lands.

Permission to visit Estates.- The authorities of the Anamalais Workers' Union should be permitted to visit ^{and inspect} the estates and in this behalf they should be given statutory powers and privileges ~~according~~ accorded to jail visitors.

(The Hindu, 19-1-1938) +

8-Hour Day introduced in French India. +

At pages 26-29 of the report of this Office for June 1937 a summary of the provisions of the new Labour Code for French India was given. In respect of hours of work, the Code provided that in all industrial and agricultural establishments in French India the hours of work should not exceed 9 hours per day up to 31-12-1937 and that from 1-1-1938 the hours should be reduced still further to 8 hours per day and the working week to 48 hours. According to the Karaikal (a French possession in India) Correspondent of the United Press, the Governor of French India has issued an order in January 1938 fixing the working hours of operatives in textile mills in French India at 8 hours a day.

(The Hindustan Times, 22-1-1938.) +

11 12

Minimum Monthly Pay of Rs. 25/- for Municipal
Employees: Recommendation of Standing Committee of
Municipal Corporation, Bombay.

A proposal to give a minimum salary of Rs. 25/- per month to municipal employees, exclusive of benefits such as house rent allowance or free quarters, was approved by the Bombay Municipal Standing Committee on 26-1-1938. The minimum scale will not apply to women, children and men on daily wages.

The proposal came before the Committee in the form of a report by a sub-committee of the whole Standing Committee to which the question was referred on the strength of a resolution passed by the Corporation on 31-3-1937, suggesting a minimum salary of Rs. 30/- per month for municipal employees.

The Municipal Commissioner, Bombay, in his letter dated 10-5-1937 commenting on the resolution of 31-3-1937, had stated that he could not support the proposal as the extra liability could not be borne out of current revenue, and increased taxation would be unwelcome. He therefore suggested that the pay grades of municipal staff (excluding men, women and children on daily wages) should be fixed at Rs. 20- $\frac{1}{2}$ -25 per month, exclusive of benefits like house-rent allowance, free quarters, etc., wherever provided. The number of employees whose scales of pay had to be revised by the acceptance of the scales he proposed, the Municipal Commissioner pointed out, was 7,230 and the extra cost involved Rs. 186,959 (including Rs. 14,387 on account of Provident Fund).

In place of the Rs. 20- $\frac{1}{2}$ -25 per month minimum pay proposed by the Municipal Commissioner, the Standing Committee has recommended a minimum pay of Rs. 25/- per month. The recommendation has yet to be sanctioned by the Municipal Corporation. The scheme, if accepted, will take effect from 1938-39.

(The Bombay Chronicle, 21-1-1937 &
The Times of India, 28-1-1938). .

Factory Administration in the N.W. Frontier Province, 1936*.

Statistics of Factories.- During 1936 the total number of factories subject to the Factories Act was 28 as compared with 29 during 1935. No new factories were added to the register during the year, while one factory was removed from the register. Of the 28 factories on the list 27 worked during the year under report.

Number of Operatives.- The total number of operatives employed in all factories during the year was 1,149, as compared with 1,147 in 1935. Of the 1,149 operatives employed, 1,061 were males, and 16 females, as compared with 1,115 and 32 respectively during the previous year. The decrease in the number of women workers during the year 1936 is reported to be due to very little cotton ginning being done in factories. 72 adolescents - persons between the ages of 15 and 17 years - presented themselves for certification; all were found fit and were permitted to work in factories as adults.

Hours of Employment.- It is pointed out that most perennial factories kept well within the ~~xx~~ statutory 54-hours week; the majority, particularly military factories, found a 48-hours week sufficient for their requirements.

Wages.- The report points out that there was little change during the year in the wages paid to skilled and unskilled labour. The average wages of unskilled labour for ~~x~~ males remained Rs. 0-8-6 per day, and Rs. 0-4-6 for females (cotton gin workers) per day, the same as in 1935.

Water Supply, Lighting and general Sanitary Conditions.- Water-supply both for drinking purposes and for the efficient running of factory plants was found to be sufficient and good in all factories throughout the year. Lighting arrangements in factories were also proper. Sanitary conditions in factories were generally well maintained and sufficient to assure the good health of factory workers.

* Government of the North-West Frontier Province - Annual Report on the working of the Indian Factories Act in the North-West Frontier Province for the year 1936. Manager, Government Stationery and Printing, N.W.F.P., Peshawar. Price 0-5-0 or 0-0-6 pp. 6 +viii

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Accidents.- Only 1 accident, and that a minor one, occurred in the year, as compared with 4 in the previous year.

Inspection.- Of the 27 factories which worked during the year under report, 19 were inspected once, and 5 twice. 3 factories remained uninspected, due to the fact that they were not found working at the time of the Inspector's visit. The total number of inspections carried out during the year was 29. -

Workers' Organisations.

All-India Railwaymen's Federation:

First Zonal Conference held at Calcutta, 18-12-1937..

The 1st Zonal Conference of the All India Railwaymen's Federation, as was previously decided (vide page 61 of our July 1937 report), was held at Calcutta on 18-12-1937, Mr. Jamnadas M. Mehta presiding. Prominent among those present were Messrs. N. M. Joshi, V. V. Giri and Sibnath Banerjee.

Resolutions adopted: The Conference adopted several resolutions; ~~a summary of~~ the more important of them ^{are} ~~is~~ given below:

(1) "This Conference endorses the protest made by the Convention of the All-India Railwaymen's Federation against the continued default of the Government of India in respect of implementing to the full the International Labour Convention about hours of employment on railways (vide pages 59-61 of our July 1937 report) ratified by them more than sixteen years ago in spite of the fact that they have been twice censured by the International Labour Organization, Geneva, and assures the Federation of its strong support in pressing it once more on the attention of the authorities both in India and at Geneva.

(2) "This Conference considers the report of the Indian Railway Enquiry Committee (Wedgwood Committee) as reactionary and one-sided, particularly in its amazing accommodation of an increasing number of fat jobs for Europeans and in totally ignoring the workers' point of view.

(3) "This Conference invites the attention of the Railway Board to the very illiberal attitude adopted by certain railway Agents in the matter of recognizing the unions of workers and urgently demands that the recommendations of the Whitley Commission made in this behalf as early as 1931 may be implemented at an early date.

(4) "This Conference condemns the recently introduced new scales of wages which have led to a further reduction in the already low standard of wages existing on the railways, and requests that the old scale may be immediately restored.

(5) "This Conference is of opinion that the exclusion of 65 per cent. of the railway workers from the benefit of provident fund contributions leaves large numbers of workers unprovided for in old age and on retirement, and urges that, in view of the

1523
improved finances of the railways, this long-delayed measure may be introduced at an early date."

(The Trade Union Record, Bombay,
December 1937.).

Recognition of Registered Trade Unions in C.P.:
Informal Conference under Government auspices with
Mill Managements. .

An informal meeting attended by the Prime Minister, the Minister for Industries, the Secretary, Commerce Department, and the Registrar of Trade Unions, C.P., as also by representatives of the textile mill managements of the province was held at the Government Secretariat, Nagpur, on 13-1-1938.

The principal subject discussed was the question of employers according recognition to registered trade unions. The representatives of mills expressed the opinion that they had no objection to recognising genuine trade unions, but that they were opposed to accord recognition to unions whose activities were controlled, not by workers, but by outside agitators. It is understood that the representatives of the mills will submit a memorandum on the subject to the Provincial Government at an early date. It was suggested at the meeting that the Government should appoint a Labour Officer to settle industrial disputes.

(The Hindustan Times, 15-1-1938).+

4th Bengal Provincial Labour Conference, Kankinarah,
8 to 11-12-1937. .

The 4th session of the Bengal Provincial Conference was held at Kankinarah, Bengal, from 8 to 11-12-1937, Mr. K.C.Roy Chowdhury, M.L.C., presiding.

The Hon. Mr. H.S.Suhrawardy, Minister for Labour, Bengal, opened the conference. In his speech, he referred to the conflicting ideologies of the two principal labour groups in the country, one, which believed in class war-fare and revolution, and the other, which believed in minimising conflicts

between employers and workers, and stressed the fact that Mahatma Gandhi and the Congress Ministries eschewed all forms of violence. He advised workers to be non-violent and to organise themselves in bona fide trade unions.

Mr. Roy Chowdhury, in his presidential address, said that what had happened in the British labour movement a hundred years ago was perhaps repeating itself in India. The Chartist movement had put back for a long time the clock of trade unionism in England. It was, therefore, incumbent on all honest Indian trade unionists to oppose Chartist revolutionaries or, their ~~xx~~ modern incarnation, the Communists, who would ruin industry and its workers.

Resolutions adopted: The Conference adopted, among others, resolutions urging (1) the promotion of legislation to impose penalties on those who incited workers to go on lightning strikes and made gifts of money to strikers, and expressed the opinion that such strikes were generally fomented for political purposes, and (2) the passing of maternity legislation, with provision for leave for six weeks before delivery and six weeks after, with pay.

(Summarised from text of speeches and Resolutions of the Conference forwarded to this Office by the Honorary Secretary, Bengal Labour Conference, 4th Session, Kankinara.)

15th Half-Yearly Meeting between A.I.R.F. and the
Railway Board, New Delhi, 26 and 27-1-1938.

The 15th half-yearly meeting between the All India Railway-men's Federation and the Railway Board was held at New Delhi on 26 and 27-1-1938. The deputation from the Federation included, besides Mr. Jamnadas Mehta, the President, and Mr. Guruswami, the Acting General Secretary of the Federation, eight delegates from certain unions affiliated to the Federation. Mr. Jamnadas Mehta led the deputation.

The questions discussed at the meeting were: (1) Revised scales of pay for journeymen and chargemen on the North-Western, Eastern Bengal and other State-managed railways; (2) Policy regarding recovery of alleged overpayments paid to staff on State-managed railways; (3) Working of the Payment of Wages Act; (4) Accumulation of leave for inferior service staff on State-managed railways; (5) Conciliation of railway disputes on State-managed railways; (6) Procedure to be adopted in respect of alleged breaches of accepted policy of state-managed railway administrations.

The following is a summary of the discussions on the more important items:

Working of Payment of Wages Act. - The Federation complained that as fines have been restricted under the Payment of Wages Act, it has opened the door for infliction of severer punishments, such as reduction of pay and stoppage of increments. The Federation cited in support of their complaint that after the passing of the Act the North-Western Railway administration had amended their penalties for breaches of the pass rules, and the former penalty of a fine equivalent to one week's pay for the first offence had been replaced by reduction of pay for three months which was a much more severe punishment. They also referred to a case having occurred on the North-Western Railway in which for loss of railway property worth about Rs. 21, about 160 men had been fined four annas each, the railway administration thus realising more than the actual cost of the property lost by them, and reiterated their submission that employees should not be left worse off after the passing of the Payment of Wages Act.

The Chief Commissioner agreed to the principle that the staff should not be worse off after the passing of the Act than they were before in the matter of punishments and pointed out that under the pass rules certain punishments were inflicted on employees for certain breaches of the rules, and that the passing of the Act had not affected the position of railway administrations in the matter of imposition of punishments. He agreed to look into the matter.

Accumulation of Leave. - As regards the subject of accumulation of leave, the Chief Commissioner pointed out at the outset that the new State Railway Leave Rules issued in 1930 were favourable to railway staff in inferior service, in that under these rules the grant of leave to such staff was not subject to the "no extra cost" condition governing their leave under the Fundamental Leave Rules, and further quoted figures of expenditure incurred during the last few years on the State-managed railways on leave reserves for inferior staff.

The Federation contended that on account of the inadequacy of leave reserves and the fact that reduction was being made in the category of gangmen in particular, staff in inferior service were not getting leave when applied for, and that, as leave in the case of inferior staff was not cumulative, they were deprived of the benefit of the Leave Rules.

The Chief Commissioner pointed out that grant of leave was always subject to the exigencies of service and that it could not be claimed as of right. He, however, agreed to ascertain from State-managed railway administrations the leave reserves maintained by them, and the extent to which the benefit of leave under these rules was nullified by the absence of adequate leave reserves.

Conciliation of Railway Disputes and Recognition of Unions.-
The Chief Commissioner referred to the setting up recently of Conciliation Machinery for prevention of disputes and to the appointment of a Conciliation Officer, Railways, at Calcutta, for ~~xxx~~ one year in the first instance, and said that the Conciliation Officer was at present dealing with recognised Unions.

The Federation stated that they were against having a number of Unions on the same railway and submitted that, at least, during the period ~~such~~ Unions were taking definite shape, unrecognised Unions might be given some facilities by the Conciliation Officer.

The Chief Commissioner said that he could not agree to dealing with Unions which were not recognised. He suggested that the standing of the Federation would be enhanced if it only permitted affiliation of recognised Unions and said that he would be prepared to discuss with the Federation, at the next half-yearly meeting, the whole question of the recognition of Unions. He asked the Federation to draw up for the consideration of the Railway Board a model constitution and rules, which, if adopted by Unions, might be accepted by railway administrations as a basis for grant of recognition.

Representation of individual cases.- The subject of the "Procedure to be adopted in respect of alleged breaches of accepted policy of State-managed Railway Administrations" was then discussed.

The Federation inquired whether they would be permitted to represent to the Railway Board individual cases in which they considered the punishment~~x~~ imposed was out of proportion to the offence committed, and no hearing was obtainable from railway administrations.

The Chief Commissioner said that if Railway administrations were certain that individual cases were only represented by Unions after thorough and searching examination, he thought that Agents would not object to look into them, but at present few Unions, if any, were equipped with machinery for the examination of individual cases. He was not prepared to admit as a general practice discussion of individual cases between the Federation and the Railway Board, but agreed to give consideration to certain examples which the Federation had put forward.

(The Statesman, 30-1-1938) ..

Economic Conditions in Assam Tea Plantations,
1936. +

The following information regarding economic conditions in 1936 in the Assam tea industry - acreage under tea cultivation, output, and number of workers employed - is taken from a press summary of a review of the subject issued by the Department of Agriculture, Assam.

Statistics of Gardens.- The number of tea gardens in Assam at the close of the year was 1,103, as against 1,067 at the end of the previous year; of these, 365 were owned by Indians. The total area under tea during the year increased from 437,204 acres to 438,805 acres; land not previously planted with tea accounted for 1,448 acres, replanted land previously abandoned, for 1,956 acres, and land abandoned, for 1,803 acres. The total area of land within the tea estates of Assam was 1,682,852 acres, as against 1,671,633 in the preceding year; 26 per cent of the land was actually under tea. The area occupied by Indian planters was 258,892 acres.

Output of Tea.- The total output of tea in the province during the year was 223,073,051 lbs. of black and 96,259 lbs. of green tea, as against 226,128,260 lbs. and 211,526 lbs. respectively during the previous year, or a decrease of 3,170,746 lbs. in all. Green tea was manufactured in one garden only during the year, as against two gardens in the previous year. The total output of green tea decreased from 211,526 lbs. to 96,259 lbs. It is pointed out that, due to the restriction scheme, the general condition of the tea industry was on the whole satisfactory, although the prices on average remained almost the same as in the last year. Strict economy had to be observed in almost all the gardens due to the world-wide depression.

Number of Workers.- The daily average number of labourers employed in gardens during the year was 505,237, as against 519,435 in the ~~year~~ previous year; the decrease is reported to be due to the restriction scheme.

(The Statesman, 5-1-1938.).

Employment and Unemployment.

Unemployment in Bombay:

Resolution in Legislative Council regarding the Appointment of Enquiry Committee Accepted. *

Mr. S.C.Joshi moved in the Bombay Legislative Council on 17-1-1938 a resolution recommending the appointment of a representative committee to inquire into and report upon the extent of acute unemployment among the middle and the lower classes in the province, and to suggest remedies and methods for checking and improving the situation. Mr. Joshi, in moving the resolution, pointed out that in India neither the Central nor the Provincial Governments had taken any serious step to tackle the problem of unemployment.

Dr. M.D.Gilder, Minister of Health, ~~in~~ speaking on behalf of the Government, pointed out that there was no settled industrial labour in India. Labour usually ^{migrated} ~~fled~~ from town to village, according to the conditions of employment; but the figures which Government had collected so far showed that employment was increasing in the Province. In 1930, 357,000 workers were employed in industries; in 1936 the number rose to 392,000; in 1930, 33 mills worked night shifts for two months, employing 9,000 men; the figure for the past six months in 1937 showed that 85 mills worked with 56,000 workers. The figures for the whole of that year, however, were not yet available. In Bombay the building industry seemed to be thriving, creating more employment for workers. There was also more employment of unskilled labour in the docks.

The resolution was accepted by the Government.

(The Times of India, 19-1-1938.) *

Dacca University Establishes Employment Bureau..*

An Employment Bureau has been established at the University of Dacca in order to assist its unemployed students in securing employment. The Bureau keeps information about vacancies that occur from time to time in Government and other offices. An attempt is also being made to maintain touch between the University

and business houses, to suggest names of probationers and assistants and select apprentices for practical training in firms.

(The Amrita Bazar Patrika, 7-12-1937)

Facilities for Indian Apprentices:

Bombay Legislative Assembly Resolution.

A non-official resolution was moved in the Bombay Legislative Assembly on 27-1-1938 recommending, with a view to the reduction of unemployment, to the Government that steps should be taken to ensure that all "non-Indian" firms supplying Government corporations or municipalities with goods or services should be compelled to take Indian apprentices to learn the business concerned.

The Hon. Mr. L.M. Patil, Minister for Local Self-Government, accepted the resolution, suggesting, however, the substitution of the word "all" for "non-Indian" in the resolution. The following is the text of the amended resolution, which was adopted:

"This Assembly recommends to Government to issue instructions to all departments of Government, semi-Government bodies, municipal corporations and municipalities to insert in all contracts and agreements with all manufacturers and suppliers for the supply of stores, materials, machinery or services a clause to the effect that the suppliers and manufacturers concerned ~~may~~ shall offer or procure, as the case may be, every facility to Indian apprentices for practical training in factories, workshops or offices owned, managed, controlled or patronised by them so as to enable Indian apprentices to acquire a full knowledge of the technique and work of their trade, industry, calling or profession."

(The Times of India, 29-1-1938.)

Reducing Unemployment in Bihar:

Principal Measures taken by the Government.

A Press Note issued by the Information Officer, Bihar, in the last week of January 1938, sets forth the measures taken by the Government of Bihar for reducing unemployment in the province. Below are given the more important of the steps taken:

1. Employment and unemployment matters have been constituted/ into a special portfolio under the charge of the Minister for Education and Development (vide page 53 of our June 1937 report).

2. With a view to helping educated middle class youths to secure employment, the Government has already taken action on some of the recommendations made by the Bihar Unemployment Committee (vide pages 41-44 of our November 1936 report), and schemes for the establishment of technical schools, half-time vocational schools and cottage-industries institutes and for setting up demonstration parties in various handicrafts are under consideration.

3. It is pointed out that the Information Bureau attached to the office of the Director of Industries is making every endeavour to assist educated young men in securing employment. The Bureau has so far registered 1,733 candidates for employment; out of which, it has secured employment for 299 (144 in regular posts in various industrial concerns, factories and railways and 155 as apprentices). ~~Sixth~~

4. The question of expanding the activities of the Bureau so as to improve its usefulness and increase ~~its~~ facilities for industrial training is also receiving the consideration of Government. It is proposed to appoint a Standing Advisory Committee attached to the Bureau.

(The Amrita Bazar Patrika, 29-1-1938.).

New Scheme for Recruitment to Government Service:

Qualifying Examination at Age-17:

Government of India's Proposals.

The Government of India which has been considering for some time past the possibility of alleviating unemployment by alterations in the system of recruitment for Government service has recently submitted for the consideration of the provincial Governments a new scheme of recruitment for posts in Government service. The following details about the new scheme are taken from a circular letter outlining its proposals which the Government of India has sent to the Provincial Governments towards the end of January 1938 with a view to elicit their opinions (the Provincial Governments have been asked to reply by June 1938):

A Preliminary Qualifying Examination at the age of 17: The principal feature of the scheme is the institution of an yearly examination, to be taken at the age of 17, success in which would be an indispensable preliminary step to candidature for practically all Government posts. While success in this examination would give no right to an appointment, failure would constitute a definite and final bar to Government service.

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(2) Number of Passes limited by Government's requirements.- The number of passes or diplomas offered would be based on Government's probable annual requirements of officials, though the former would be considerably greater.

(3) Change in Nature of Examination.- While Government considers the form of the examination a matter for experts, it suggests that it should differ from that now normally employed and might partake more of the nature of an intelligence test, the questions being as objective as possible.

(4) Lowering of Age Limit and Educational Qualifications.- The Sapru Report on Unemployment in U.P. had proposed that, with a view to reduce the numbers of those who now unprofitably go in for university education, (1) Government should not insist on university qualifications for posts which do not require such qualifications, and (2) that the maximum age for admission to non-gazetted services should be lowered. The Government of India agrees that the proposals of the Sapru Committee should be adopted as far as is reasonably possible. It is engaged in a general reduction of the maximum ages now applicable for admission to its non-gazetted appointments and intend to ensure that, where the requisite qualifications can be secured without a collegiate course, the maximum age should ordinarily be 19, and that in other cases the age should be 21, unless there are exceptional circumstances necessitating the recruitment of older men.

(5) Co-operation of Provincial Governments.- If the proposals are regarded as sound it is hoped that the provincial Governments will be prepared to come into a joint scheme with the Central Government, thus closing recruitment to all who fail to pass the new test.

Advantages of the new scheme.- The main aim of the scheme is to meet the changing conditions in which Government can no longer absorb more than a small number of those who enter universities with the hope of obtaining official service, and to prevent some of the consequent waste of talents and frustration of hopes. Under the new scheme, the ^{un-}successful candidates in the preliminary qualifying examination will know at 17 years of age that they have no prospects of securing government employment, and they will therefore ~~would~~ take up studies which will fit them for other professions.

Possible Objections.- In its circular letter, the Government of India also refers to several possible objections to the scheme. The principal ones are: (1) it might exclude from government service the boy who is late in developing; (2) the proposed examination might exercise a dominating influence on school education and curtail the freedom of schools to modify

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their courses and experiment with new subjects, (3) the addition, with doubtful results, of yet another to the long list of examinations which Indian students have to undergo before getting anywhere; (4) the difficulty of limiting the numbers sitting for the examination to manageable proportions; (5) the elaborate organization needed and its cost.

(The Statesman 28-1-1938).+

Unemployment in Bombay: Resolution adopted
by Bombay Legislative Assembly. +

On 27-1-1938 Mrs. Lilavati Munshi moved in the Bombay Legislative Assembly a resolution requesting the Bombay Government to appoint a Committee to enquire into the causes and state of unemployment in the Province and suggest measures of relief. Mr. Gulzarilal Nanda, Parliamentary Secretary to the Prime Minister (Labour), accepted the resolution on behalf of the Government. The resolution was adopted by the House unanimously.

(The Times of India, 31-1-1938)..

Resolution re. Unemployment Bureaus:
Bombay Legislative Assembly rejects non-official Suggestion.

On 28-1-1938 Mr. Jhabvala moved in the Bombay Legislative Assembly a resolution recommending to the Government the establishment of unemployment bureaus, one of the functions of which should be to keep a register of unemployed persons and to secure suitable employment for them. Mr. Gulzarilal Nanda, Parliamentary Secretary to the Prime Minister (Labour), said that he had no quarrel with the object of the resolution, but that it was a vague one and there was nothing mentioned in it as to what kind of responsibility was expected of Government. He believed that the resolution would not help in relieving unemployment in any way. He said that Government already had its views in regard to industrial labour, and that it was its plan to start labour exchanges.

Mr. Jhabvala's resolution was rejected by the House.

(The Times of India, 31-1-1938).+

25 23

Public Health.

Provincial Health Ministers' Conference,

Madras, 29-12-1937.

A Conference of Ministers of Public Health belonging to different provinces was held on 29-12-1937 at Fort St. George, Madras, to evolve a fairly uniform policy for the various ~~in~~ provinces in dealing with constitutional and administrative problems in regard to medical and public health matters.

The Ministers present were the hon. Dr. T.S.S. Rajan (Madras), the hon. Dr. M.D. Gilder (Bombay), the hon. Mr. Syed Nausher Ali (Bengal), the hon. Babu Jaglal Chowdhuri (Bihar), the hon. Dr. Hemandas R. Wadhvani (Sind), and the Rev. J.J.M. Nichols Roy (Assam). The hon. Mr. C. Rajagopalachari, Premier, Madras, opened the Conference. Col. N.M. Wilson, I.M.S., Surgeon-General with the Government of Madras, and Col. C.M. Ganapati, I.M.S., Director of Public Health, attended the Conference, as also some officials from other provinces.

The following Press Communique dated 30-12-1937 was issued by the Ministry of Information, Madras, regarding the decisions of the Conference:

At the Conference of Ministers in charge of Public Health in various Provinces held at Fort St. George on 29-12-1937, resolutions were passed recommending suitable action by Provincial Governments in regard to the following subjects:-

Honorary Medical Staff.- (1) The appointment in large numbers, wherever practicable, of independent medical practitioners as honorary teachers and professors in the teaching institutions and as honorary surgeons and physicians in the hospitals owned and managed by the State.

Uniform Standard of Medical Education.- (2) The adoption of one uniform standard of medical education throughout India consistent with the special circumstances prevailing in each Province and without lowering the standard of University education.

Prevention of Quackery.- (3) The prevention of persons who have not attained the prescribed standard of medical education from setting up medical practice.

Refresher Courses.- (4) The institution of refresher courses to be made obligatory on all medical employees of State and local bodies, including the subsidised rural practitioners.

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Free Examination of Clinical Material. - (5) The establishment of laboratories for the free examination of clinical material in all suspected cases of infectious diseases sent by registered medical practitioners,

Rural Medical Relief. - (6) The extension of rural medical relief to all villages.

Post Graduate Studies in Public Health. - (7) The institution of post-graduate courses of study in theory and practice of Public Health for rural medical officers so as to enable them to discharge efficiently their duties as sanitary officers.

Pure Drinking Water Supplies. - (8) The supply of pure drinking water to all villages.

Health Surveys. - (9) The investigation of the health conditions of the people by means of health surveys as conducted in the Province of Madras under the Poonamallee Health Unit Scheme.

Manufacture of Drugs to be Stimulated. - (10) The encouragement in all possible ways of the manufacture in India, of drugs, biological products and hospital equipment and the testing and certification as to quality of such drugs, products and equipment by authorities constituted by Provincial Governments before they are put on the market.

(The Hindu, 29 & 30-12-1937). +

2735

Co-operation.

Co-operation in Baroda State, 1935-36.* +

Growth of the Movement.- At the commencement of the year (1-8-1935 to 31-7-1936) there were 1,103 societies. During the year 12 new societies were registered, while 4 societies were cancelled. The total number of societies on the register was thus 1,111 at the end of the year. Out of these, 112 societies were under liquidation and 999 societies were actually working. During the year under report membership increased from 49,113 to 50,905. The average membership advanced from 44.4 to 45.8 per cent per society. The working capital rose from 8.044 millions to Rs. 8.191 millions. The total reserve fund increased from Rs. 1.301 millions to Rs. 1.392 millions. Similarly the deposits increased from Rs. 4.268 millions to 4.439 millions.

Classification of Societies.- The 1,111 societies at the end of 1935-36 consisted of 18 central institutions, 893 agricultural and 200 non-agricultural societies. Of the 893 agricultural societies, 747 were credit, 74 consolidation of scattered holdings, 17 cotton sale, 11 milch cattle, 10 power pump, 3 cattle breeding, 7 supply, 2 ginning, 5 pure seeds, 1 each of water works and milk supply and 15 rural reconstruction societies. The 200 non-agricultural societies consisted of 164 credit, 6 housing, 22 students' stores, 7 supply and 1 mutual help societies.

Central Societies.- Among the Central Societies, the Shree Sayaji Sabakar Sevak Sangh continued to render useful service to the movement. During the year, its membership rose from 584 to 664. It organised seven conferences and held six classes for training secretaries. Lectures with lantern slides were given in 180 villages. The institution's monthly: "Gram-jivan" continued to discuss questions of village uplift, co-operation, agriculture and other topics of rural interest.

Agricultural Societies.- With a slight increase in the number of agricultural societies, their membership also increased from 29,033 in 1934-35 to 29,151 in 1935-36. It is pointed out that the policy of the department is not to multiply the number of societies, but to rectify and consolidate the existing societies and to introduce the non-credit side of work through the existing small credit societies.

Non-Agricultural Societies.- The 200 non-agricultural societies had between them 19,165 members during the year under review, as against 17,986 members in the previous year. There was an all round increase in their reserve fund, ~~xxxx~~ share capital and working capital.

Credit Societies.- Of the 156 credit societies in non-agricultural areas, 17 were urban, 14 employees, 56 flood relief,

*Report on the working of The Co-operative Societies in Baroda State for the year 1935-36. Baroda State Press, Price Re.1-6-0. pp. 93.

2836

41 weavers, 12 chamars, 8 bhangis and 8 other societies.

Employees Societies.- There were 14 employees societies as in 1934-35. 3 of them suffered heavily on account of defalcations, 1 was under liquidation and 2 asked for liquidation during the year under report. The remaining societies worked well on the whole. They had a membership of 2,930 as against 2,733 last year, and their working capital amounted to Rs. 319,000 as against Rs. 307,507 last year.

(The progress of co-operation in Baroda State during 1934-35 is reviewed at pages 52-55 of our May 1937 report.)

Progress of Co-operation in the Punjab, 1935-36*

General Progress.- The year under report (1-8-1935 to 31-7-1936) closed with 22,554 societies with a membership of 822,544 and a total working capital of Rs. 180 millions. The 22,554 societies included 1 Provincial Bank, 118 central credit, 56 central non-credit, 18,559 agricultural and 3,820 non-agricultural societies. The Government of India gave a special grant for the purpose of educating the staff in co-operative activity. The movement also received help from the Government of India subvention for schemes of rural benefit which was devoted to consolidation of holdings and spread of better living societies.

Classification of Agricultural Societies.- The 18,559 agricultural societies consisted of 16,832 credit societies, 18 purchase and sale societies, 217 production societies, 166 better farming societies, 1,210 consolidation of holdings societies and 94 other societies. The total membership, including societies and individuals, of these was 632,348 as against 604,279 in the previous year.

Non-Agricultural Societies.- The 3,820 non-agricultural societies are classified as follows: 1,192 credit (652 urban and 540 rural), 107 purchase and sale, 312 industrial, 1,365 non-agricultural thrift, 108 arbitration and 736 better living societies.

Industrial Societies.- The number of industrial societies was 312 as against 299 in the previous year. 8 of the new societies were of weavers. There was an increase of 187 members

* Annual Report on the working of Co-operative Societies in the Punjab for the year ending 31st July, 1936. -Lahore: Printed by the Supdt., Govt. Printing, Punjab, 1937. Price Re.0-6-0 or 7d.-pp.47+xvi

29/37

during the year. Advances and Recoveries both increased during the year. In 1935-36 Rs. 387,622 worth of raw material was purchased by societies and advanced to members.

Arbitration Societies.— The 108 societies of this class decided 805 cases during the year; of these cases, 71 were enforced through action in civil courts.

30 Years of Co-operation in the Punjab.— In his review of the report, the Secretary, Development Department, Government of the Punjab, points out :

Co-operative Societies in the Punjab were first registered in 1905-6. This report describes the position of the movement 30 years later and shows the astonishing results of a generation of effort - 22,554 societies with 823,000 members, and a net working capital of over Rs. 120 millions, a sum much larger than the present budgetted income of the Punjab Government. Allowing for those who are members of more than one society and assuming a family of five per member, the movement has touched over $3\frac{1}{2}$ millions of the population. The Central Banks hold Rs. 50 millions of deposits, and members borrow from their credit societies at 6 to $9\frac{3}{8}$ per cent simple interest instead of at $18\frac{3}{4}$ to 25 per cent compound from the money-lender. But figures of this kind tell only half the tale. As an educative and social movement it is probably the greatest force for good in the province today. The total cost of the movement in 1935-36 (including the cost of managing 22,554 societies) was Rs. 3.3 millions, nearly two thirds of which was provided by the societies themselves. No organisation in the province has a more genuine popular feeling behind it.

And yet, great as has been the achievement of the past, only the fringe of the many economic problems presented by the province and its 34,000 villages has been touched. Fifty per cent or more of these villages have no thrift and credit society. Thousands of villages need a Better Living Society to show them the new light and how to harmonise it with the old. The great and difficult problem of marketing is still almost untouched, and in the village litigiousness and faction are as great a curse as ever.

In the economic field, the chief service of the movement is the provision of a carefully controlled system of credit founded upon integrity and thrift. This is all the more necessary now that legislation and the fall in prices have partially dried up the ordinary sources of credit. Much, however, remains to be done if expansion is to proceed smoothly. Recoveries of agricultural societies are still less than 14 per cent of the amount on loan; overdue interest, much of which however can be written off against reserves, totals Rs. 16.7 millions; nearly 1,200 societies are in liquidation.

30 58

If the need for Co-operation is great in the village, it is only less great in the town. Though the village has the first claim, the town has by no means been neglected. There are now 652 urban banks with 44,000 members and last year they advanced Rs. 5.6 millions. There are 223 women's societies with ~~4,800~~ 4,600 members, most of whom are more or less urban.

(The Progress of Co-operation in the Punjab during 1934-55 is reviewed at pages 73-75 of our April 1937 report). *

Women and Children.

12th Session of the All India Women's Conference,

Nagpur, 28 to 31-12-1937. +

The 12th Session of the All India Women's Conference was held at Nagpur from 28 to 31-12-1937 under the presidentship of Rajkumari Amrit Kaur.

In the course of her presidential address, Rajkumari Amrit Kaur stressed the necessity for the All India Women's Association to modify its present urban outlook and to establish intimate contacts with women in the Indian villages and to support actively village and national industries.

The Conference passed a number of resolutions on social, economic and political subjects, the more important of which are summarised below:

1. Labour: Housing of workers.- The Conference recommended that workers should have healthy houses with plenty of air and light, facilities for water and proper sanitary arrangements.

2. Women Workers Eliminated from Mines.- The Conference urged the Government to take immediate action for the provision of suitable employment for women workers eliminated from mines and to fix an adequate minimum wage for male mine workers whose family income has been reduced by such elimination.

3. Unregulated Factories.- A resolution was passed emphasising the necessity for introducing legislation to regulate hours of work in unregulated industries.

II. Social Problems: The Conference adopted resolutions (a) urging the adoption of measures for stricter control of opium and other drugs; (b) supporting the policy of prohibition adopted by certain Provincial Congress Ministries; (c) urging the stricter administration of laws relating to traffic in women and children; (d) stressing the need for imparting information on birth-control methods and establishing clinics for the purpose, especially in labour areas; (e) urging the removal of the present legal disabilities of women; (f) stressing the need for abolishing discrimination on the ground of sex in the matter of recruitment for service in Government departments; (g) recommending the necessity for concerting measures for the moral

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and mental uplift of women in jails, and (h) urging the adoption of Children's Acts in those Provinces and States where they have not yet been adopted.

III. Educational: The Conference adopted resolutions urging (1) the introduction of universal and compulsory primary education with a vocational bias; and (2) the need for every person responsible for the education of children to have studied the principles of dietetics and nutrition, and for authorities to make efforts to supply suitable nourishment to such children as need it, so as to combat the incidence of malnutrition of children.

Office-bearers for 1938: The following were elected office-bearers for 1938: President: Rajkumari Amrit Kaur; Hon. Organising Secretary: Mrs. Dina Asana; Social Section Secretary: Mrs. Sharadaben Mehta; and Educational Section Secretary: Miss L. Lazarus.

(Summarised from the Presidential address and Resolutions adopted at the Conference, copies of which were forwarded to this Office by the Hon. Organising Secretary of the A.I.W.C.)†

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37

Education.

Reorganisation of Indian Education:

Zakir Hussain Committee's Report.

The Zakir Hussain Committee appointed by the All India National Education Conference held at Wardha on 22 & 23-10-1937 under the presidentship of Mahatma Gandhi (vide pages 73-75 of our October 1937 report) to formulate a scheme of basic ~~educa-~~ education for India submitted its report towards the middle of December 1937.

The report is divided into three sections: the first deals with the basic principles and ~~deals with~~ the three main features of the scheme: the teaching of craft work in schools, the instilling of ideals of citizenship, and the self-supporting basis of the scheme; the second deals with the objectives of the scheme and gives the main outlines of the proposed seven years' course of basic education covering (a) the basic craft, (b) the mother tongue, (c) mathematics, (d) social studies, (e) general science, (f) drawing, (g) music, and (h) Hindustani; the third deals with the training of teachers and gives the curriculum for a complete course of teachers' training.

Importance of Craft Teaching.- The scheme is the result of the conviction that the existing system of education in India has failed to meet the most urgent and pressing needs of national life, and to organise and direct its forces and tendencies into proper channels, and that it continues to function listlessly and apart from the real currents of life, unable to adapt itself to the changed circumstances. It is pointed out that any scheme of education designed for Indian children will in some respects radically differ from that adopted in the West, as, unlike as in the West, non-violence ~~being~~ the accepted principle of India.

The basic idea of the scheme is that education should be imparted through some craft or productive work, which should provide the nucleus of all the other instruction provided in the school. This craft if taught efficiently and thoroughly, it is pointed out, should enable the school to pay towards the cost of its teaching staff. This would also help the State to introduce immediately the scheme of free and compulsory basic education. Failing this, it is pointed out that, in the existing political and financial condition of the country, the cost of education would be prohibitive.

Basic Crafts.- The report suggests that the following may be chosen as basic crafts in various schools: (a) Spinning and weaving. (b) Carpentry. (c) Agriculture. (d) Fruit and vegetable gardening. (e) Leather work. (f) Any other craft for which local and geographical conditions are x favourable and which satisfies the conditions mentioned above.

Even where an industry other than spinning and weaving or agriculture is the basic craft, the pupils will be expected to attain a minimum knowledge of carding and spinning with the takli, and a practical acquaintance of easy agricultural work in the local area.

Scheme of Studies.- The school day, it is suggested, should consist of 5 hours 30 minutes divided as follows:

The basic craft	3 hours 20 minutes.
Music, drawing and arithmetic	40 minutes.
The mother tongue	40 minutes.
Social studies and general science.	30 minutes.
Physical training.	10 minutes.
Recess.	10 minutes.
	<u>5 hours and 30 minutes.</u>

The school is expected to work 288 days in a year, an average of 24 days a month.

Self Supporting Nature of Scheme.- An important feature of the scheme is that the pupils, through the sale of material produced by them during their training in the several proposed basic crafts, ~~should be made~~ ^{are enabled} to make a contribution towards the cost of their education. The following details about a seven years' course, with spinning and weaving as basic crafts, will illustrate this aspect:

Total Income for Seven Years.

Out-turn per pupil:

From spinning	...	Rs. 41 13 9
From weaving	...	Rs. 18 15 9
Total		<u>Rs. 60 13 6</u>

The teacher's salary has been calculated at the rate of Rs.25 per month.

Total salary of the teacher for seven years. Rs. 2,100.

Reckoning 30 students per teacher,
the total income for seven years is Rs. 1,825.

The report suggests that the State should take over at certain standard prices the out-put of the schools.

(Summarised from the text of the Report published at pages 365-380 of "Harijan" dated 11-12-1937. The paper is edited by Mr. M.Desai, Mahatma Gandhi's Private Secretary).

543

Vocational Education in Bombay:

Government appoints Advisory Committee.

The Government of Bombay has appointed a Committee with Rao Bahadur K. G. Joshi as Chairman to advise it on the subject of vocational training for boys and girls in primary and secondary schools in the Presidency. The terms of reference of the Committee are as follow:

Primary Education:- (1) What changes does the Committee suggest in primary education arising out of the Zakir Hussein Committee's Report and the Abbot Report on Vocational education in India?

(2) The Zakir Hussein Committee's Report recommends the idea of educating children through some suitable form of productive work. Central schools will have to be opened to impart instruction on these lines. What should be the total number of these central schools and where should they be located? Would it be desirable to establish central schools in the first instance at each Taluka Headquarters?

(3) What should be the proportion of general education and practical work in the higher primary standards of these central schools?

(4) Should these institutions be treated as pre-vocational or should they be encouraged to be developed in either direction as circumstances would permit?

Types of Handicrafts.- (5) What major types of handicrafts in addition to agriculture could be introduced in these schools in rural as well as urban areas?

(6) The Committee is requested to suggest a three years' syllabus for different kinds of manual work (handicrafts).

(7) Is it necessary to revise the syllabus of the lower primary grades of the central schools? If so make definite suggestions.

Training of Staff for Central Schools.- (8) How and where should teachers for Central schools be trained? Should they be trained in the existing training institutions for primary teachers or in some vocational institutions? Or should intensive refresher courses be organised in institutions like the College of Agriculture, with special staffs? What period may be considered as adequate for imparting training in different handicrafts?

(9) How and where can women teachers of central schools for girls be trained? Will a special course of six months be sufficient

for training in household arts, mothercraft and some useful cottage industries?

Cost of Scheme.- (10) What will be the cost of training teachers for central schools?

(11) What will be the approximate cost of maintaining central schools of different types?

(12) What will be the initial cost of introducing the scheme, under the heading equipment and material required for training institutions and the central schools? The Committee is requested to give a complete list of the equipment required together with the rough estimates thereof for all the different handicrafts that it might suggest.*

Secondary Education.- (1) What should be the proportion of general education and vocational training in secondary schools?

(2) At what stage should vocational training be introduced? What should be its duration?

(3) Propose syllabus for the different kinds of vocational courses which could be suitably introduced in secondary schools.

(4) What would be the approximate recurring and non-recurring cost to Government as regards staff, equipment, contingencies, etc., for (a) technical, (b) commercial, and (c) agricultural courses to be introduced in secondary schools?

(5) How should teachers for vocational courses be recruited? What should be their qualifications and scales of salaries? Will it be necessary to provide any preliminary training to these teachers? If so, in what institutions and through which agencies?

The Committee has been requested to submit its report to Government within two months of its first meeting.

Advisory Committee on Adult Education.- The Bombay Government proposes to appoint two more Committees to advise them on (1) training of primary teachers and (2) adult education. Their personnel and terms of reference of these two Committees are expected to be announced shortly.

(Extracted from Communiqué dated 12-1-1938 on the subject issued by the Government of Bombay, a copy of which was forwarded to this Office by the Director of Information, Bombay.)+

K. 37/45

Adult Education in Bombay Presidency:

Bombay Government appoints Advisory Committee. *

In addition to the appointment of a Committee to advise it on the question of vocational training of boys and girls in primary and secondary schools in the Bombay Presidency (vide pages 43-44 of this report), the Government of Bombay has appointed a Committee of sixteen members, with Dr. Clifford Manshardt, Ph.D., Director, Sir Dorabji Tata Graduate School of Social Work, Bombay, as chairman, to advise the Government on the question of adult education. The Committee has been requested to submit a report covering the following points:

1. What should be the place of adult education in the general system of education in a country like India where literacy is very low?

2. What should be the different types of adult education, and what should be the duties of Government in promoting the different types?

3. How should employers of labour in mills, factories, etc., be required to help Government in promoting literacy among their employees? Would it be profitable for the management of mills in Bombay, Ahmedabad, Solapur, etc., and for railway workshop managements to promote adult education among their employees on the lines followed by the Paper Mills of Mundhwa (Poona)?

4. What should be the agencies to conduct and supervise adult education? How far should Government avail themselves of the services of the school boards and their educational staffs for adult education? Should adult education be one of the compulsory duties of school boards?

5. Are cheap books and literature for adult schools, as well as for "continuation" work, already available? If these books are not available, make suggestions as to how they can be provided.

6. Suggest a scheme of village libraries for adults, — their organisation, maintenance and financing.

7. What is the place of the magic lantern, the cinema and the radio in adult education? How far is it possible to reorganise the present Department of Visual Instruction to enable it to take up the work *more effectively*?

8. ~~xx~~ Suggest a scheme for women's adult education — its nature and organisation.

37 76

9. What should be the basis on which grants-in-aid for adult education should be made?

The Committee has been requested to submit its report to the Government within two months of its first meeting.

Professor R. Choksi, Wilson College, Bombay, is the Secretary of the Committee.

(Summarised from a communique dated 28-1-1938 issued by the Bombay Government, a copy of which was forwarded to this Office).

Educational Reform in Bihar:

Government appoints Enquiry Committee. +

In pursuance of a resolution adopted by the Senate of the Patna University at its annual meeting held on 26-11-1937 recommending to the Government the desirability of appointing a Committee to enquire into and report on the progress of education in the province and prepare a scheme for further expansion (vide page 84 of our November 1937 report), the Government of Bihar has appointed an Enquiry Committee of eleven members, with Professor K. T. Shah as Chairman.

Terms of Reference: The Committee will undertake a general examination of the whole field of education, including primary, secondary, collegiate, technical, industrial and professional education, and suggest improvements and modifications in the existing system which it considers more suited to the requirements of the province. In making recommendations, the Committee will pay special attention to the practical side of education and to the revision of the syllabus with a view to bringing education in closer touch with the life of the people in their daily needs and the problems which confront the province.

(The Hindustan Times and the Amrita Bazar Patrika, 31-1-1938.) +

Agriculture.

3947

The Bombay Moneylenders Bill, 1938.

Attention is directed to pages 149-175 of Part V of the Bombay Government Gazette dated 17-1-1938 where is published the text of the Bombay Moneylenders Bill, 1938 (No. VII of 1938), which the Government of Bombay intends to introduce in the current session of the Bombay Assembly. The following are some of the more important features of the Bill:

Every money-lender is required to take out a licence from a Registrar of Money-Lenders, appointed by the Provincial Government for defined areas. Money-lenders are required to deliver to the debtor a statement of account and a plain and complete receipt for every payment; on the repayment of the loan in full, they are required to mark indelibly every paper signed by the debtor indicating payment or cancellation and discharge of any mortgage, etc. Interest exceeding in amount the principal of the original loan is prohibited. The rate of interest, notwithstanding any agreement between the money-lender and debtor, is limited to 9 per cent. in the case of secured loans, and 12 per cent. in the case of unsecured loans. Compound interest is prohibited. If the Court finds that the money-lender has been over-paid, it shall order refund to the debtor of the sum so over-paid. If a money-lender enters in a bond a sum in excess of the actual loan advanced, it is proposed that he shall be deemed to have committed an offence punishable with fine up to Rs. 1,000. Molestation of a debtor by a money-lender is made an offence punishable with imprisonment of either description up to three months or with fine up to Rs. 500 or with both. Molestation is defined as obstructing or using violence or intimidating or persistently following the debtor.

(Extracted from pages 149-175 of Part V of the Bombay Government Gazette dated 17-1-38.) +

Extension of Punjab Relief of Indebtedness Act, 1934, to Delhi Province; Delhi Debt Conciliation Rules, 1937. +

Attention is directed to pages 1105-1108 of Part II-A of the Gazette of India dated 25-12-1937, where is published the text of a Notification (No. B-15/37-L.S.G./R. & A. dated 22-12-1937), which sets forth rules for establishing Debt Conciliation Boards in the Province of Delhi for settlement of disputes between creditors and debtors. The rules are issued by the Chief Commissioner, Delhi, in pursuance of the extension of the Punjab

4078
Relief of Indebtedness Act, 1934, to Delhi Province.

(Pages 1105-1108, Part II-A of the
Gazette of India dated 25-12-1937.).

Maritime Affairs.1st Patna Divisional Nawik (River Workers)Conference, Dehri-on-Sone, 12-1-1938. +

Under the auspices of the All-India Mallah Sabha the first session of the Patna Divisional Nawik Conference was held at Dehri-on-Sone, Bihar, on 5-1-1938, Mr. Budhan Roy Verma, M.L. A., presiding. A large number of boat-men, ferrymen, and workers on rafts plying in the Sone river and canals attended the Conference.

Resolutions demanding increased wages for boatmen, ferrymen, and raft-workers, and abolition of bribery among staff in charge of locks and canal pass issuing offices were adopted by the Conference.

To further organise the river-workers a Divisional Nawik (river workers) Union was formed with Mr. B.R.Verma, M.L.A., as President, and Messrs. Sahadeo Saran and G.P.Chaudhry as Secretaries.

(The Amrita Bazar Patrika,
14-1-1938). +

Indians in Fiji in 1936:

Report of Secretary for Indian Affairs, Fiji Government.

The following information regarding the conditions of life and work of Indians in Fiji is taken from the annual report on the subject for 1936 issued by the Secretary for Indian Affairs, Fiji Government.

Population and Vital Statistics: Though immigration to Fiji has been strictly controlled since 1920, the present Indian population in Fiji has grown from 24,368 in 1921 to 85,002 in 1936. The proportion of females to males has risen from a ratio of 65:10 in 1921 to a ratio of 72:10 in 1936. The birth rate during the year under report was 40.15 per mille and the death rate 12.32. Approximately 61,000 of the total number of Indians were born in the colony. The distribution according to religion is: Hindus 70,989; Moslems 11,200; Sikhs 1,006; and Christians 1,805.

Economic Conditions: Indian cane-growers during the year produced 997,008 tons which they sold to the Colonial Sugar Refining Company for £ 743,648. An area of 82,168 acres of land, under cultivation of sugar cane, was held by Indians in the form of leases or otherwise, while 23,062 acres have been leased by the C.S.R. Company to tenants. The average yield per acre of the company's tenants was 24.2 tons as compared with 19.8 tons obtained by independent growers. It is said that Indian growers will benefit greatly from the decision of the C.S.R. Company to embark on the pineapple industry.

Wages Rates - Domestic Servants, Unskilled Labour and Mill Workers: The wages of domestic servants vary between 30s. and 25 per month, according to age and skill, with free rations as a rule. The wage rates for unskilled labour are 2s. 6d. per day in Suva and range from 2s. to 2s. 6d. per day in the country. In the cane-growing season, mill labourers receive a standard wage of 1s. 8d. per day with a bonus of 7d. per day, and certain privileges, including purchase of rations at reduced prices. Bonuses received by cane cutters bring their wages up to 3s. to 3s. 6d. per day. Many workers, including domestic servants, own or rent small holdings on which they grow edible crops to supplement their incomes. The demand for mill and agricultural labourers being more or less seasonal, there is shortage of labour supply at certain times of the year.

According to the report, however, very little destitution and practically no poverty exists among Indians in Fiji.

51

The report points out that a majority of immigrants and of applicants for immigration permits in recent years have been Punjabis and Gujeratis, both of whom are described as "fortune seekers" rather than colonists. Other immigrants are from Calcutta and Madras. It is stated that there is no tendency among genuine labourers to come to the colony from India.

(The Statesman, 12-12-1937.) +

Labour Troubles in Mauritius:

Statement by Imperial Indian Citizenship Association, Bombay. +

Since August 1937 there have been continued labour troubles in various parts of Mauritius, and more particularly, in the different sugar estates, the labour population of which consists mainly of Indians. The following facts with regard to labour and economic conditions in the Island are taken from a statement issued in the second week of January 1938 by the Imperial Indian Citizenship Association, Bombay:

Population and Economic Conditions.- The population of Mauritius is about 400,000 distributed into the following classes in numerical order: (a) Indians (265,796), about two-thirds of the total population; (b) a mixed coloured population, generally known as "Creoles"; (c) descendants of the French; (d) the Chinese, about 10,000; (e) the English.

Grievances of Indian Labourers.- The grievances of the labourers are mainly three: (1) low wages; (2) swindling by intermediaries; (3) reduction of the weight of the variety of cane known as "Uba Fleriot". On 13-8-1937, a crowd of Indian labourers which had marched to Port Louis to represent grievances to the Protector of Immigrants was fired upon and three were shot dead.

a President and four other members
A Commission of Enquiry, with Mr. Hooper, the Procurer General, has since been set up to investigate the whole situation, but as none of the five Commissioners is an Indian, there is considerable dissatisfaction on this score also. Further, the Indian labourers feel that the Protector of Immigrants, who is a Creole, is not sympathetically inclined to Indians.

Causes of Indian Discontent.- Analysing the causes of Indian discontent, the statement cites extracts from a communication on the subject sent to the Association by a Mauritius Correspondent. "The present sequence of strikes is not merely a matter between

employers and employees, but is an express^{ion} of a general dissatisfaction of the way in which Indians are treated in the Colony. Low wages and dishonest intermediaries have existed for years, and the question naturally arises why the labourers have not reacted before this. The reason is that the outlook of labourers 25 years ago was very limited; they lived practically in a world which was confined to the boundaries of the sugar estate. With the advent of easier means of communication, spread of Indian films of high morality and especially the absorption of learning and education by their children, the Indian labourers are much more awake than those of one or two generations ago; most of them are aware, to a varying degree, that Indians are not given the share due to them, in proportion to their advancement in the official appointments of the Colony."

(The Hindu, 18-1-1938.) +

Indian Workers in Burma:

Government decides on appointment of Agent. +

The Government of India has decided to appoint an Agent in Burma for the protection of the Indian labouring classes there.

The question was raised in the Council of State in March 1937 by Pandit P.N.Sapru, who moved a resolution recommending the appointment of an Agent on the separation of Burma. Accepting the resolution on behalf of the Government, Sir Jagdish Prasad said the Government was waiting for the new order to come into existence before taking up the question and was also trying to get certain additional statistical information regarding the position of immigrants in Burma, the occupations in which they were employed, and exactly how many Indian immigrants Burma required (vide pages 92-93 of our March 1937 report).

The need for an ~~Agent~~ Indian Agent in Burma was stressed by the Whitley Commission which recommended that he should be an officer who, working in co-operation with the Government of Burma, but holding no appointment under that Government, should be solely responsible to the Government of India. He should have access to the Member or Minister responsible for labour and should furnish to the Government of India an annual report on the conditions of labour and on his own work. The Commission also declared that the industries of Burma largely depended on Indian labour, and that, in fact, the economic life of Rangoon and industrial activity in Burma generally were dependent, on the labour of Indians.

(The Statesman, 6-1-1938.).

C 1903/111

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for February 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
1. Ratifications.-	
Draft Convention and Recommendations re. Safety in Building Industry: Resolution in Council of State regarding consultation of Provincial Governments carried.	1
2. National Labour Legislation.-	
(a) The Workmen's Compensation (Amendment) Bill, 1937: Report of Select Committee.	2
(b) The C.P. Tenancy (Amendment) Act, 1938: Forced Labour Prohibited.	2 - 3
(c) The Factories (Orissa Amendment) Bill, 1938: Introduced in Orissa Assembly on 28-1-1938.	3 - 4
(d) The Orissa Unregulated Factories Bill, 1938: Introduced in Orissa Assembly on 28-1-1938.	4
(e) Fixation of Minimum Rates of Wages Bill, 1938: Introduced in Orissa Legislative Assembly on 28-1-1938.	4 - 5
(f) Poisoning by Nitro's Fumes classed as Occupational Disease: Bombay Government Notification.	5
(g) Annual Leave with pay for workers: The Bombay Annual Leave Bill, 1938.	5 - 7
(h) Hours of Work of Bengal Shop Assistants: Government plans introduction of Bill.	7
(i) The Cochin Maternity Benefit Bill, 1937: Select Committee recommends Extension of Benefit Period.	7 - 8
(j) Lightning Strikes and Lock-outs to be illegal: Bill to be introduced by Government of Bombay.	9 - 10
3. Conditions of Labour.	
(a) Interim Report of the Bombay Textile Labour Inquiry Committee: Higher Wage Rates Recommended.	11-14
(b) Conditions of Work and Employment of Nationals in State-aided Industries: Resolution adopted in Central Legislative Assembly.	15-16
(c) Hours of Work in Jute Industry: New Working Time Agreement under Negotiation.	16
(d) Bombay Shop Assistants' Demands: 8-Hour Day: Minimum Pay of Rs. 30.	17
(e) Conditions of Work on Indian Railways, 1936-37.	17-20
(f) Conditions of Work in Indian Posts and Telegraphs Department, 1936-37.	20-22
(g) Proposal for Minimum Salary of Rs. 25 for Municipal Employees, Bombay.	22
(h) "Vetti" (Forced Labour) in Godavari and Vizagapatam Districts: Madras Government instructs its Officers to Prevent it.	

(i) Grievances of Indian Railway Workers: Mr. N.M.Joshi's Cut Motions in the Central Assembly.	23-24
(j) Minimum Wage of 3 Annas per Day for Khadi Spinners: Congress Working Committee approves Scheme of A.I.Spinners' Association.	24
(k) Working Class Cost of Living Index Numbers for Various Centres in India during November 1937.	25
(l) Bonus to form part of wages: Bombay Government's Circular to Employers.	25-26.
4. <u>Industrial Organisation.</u>	
<u>Employers' Organisations.-</u>	
15th Session of Upper India Chamber of Commerce: Employer-Employee Relationships in U.P.	27
5. <u>Economic Conditions</u>	
(a) Budget of the Government of India, 1938-39.	28
(b) Railway Budget for 1938-39.	29
6. <u>Social Conditions.</u>	
(a) Liquor Bars to close on Mill Pay Day: Bombay Government's Decision.	30
(b) Prohibition in Salem District: Beneficial Effects on Mill Workers.	30-31
7. <u>Social Insurance.</u>	
Sickness Insurance for Indian Workers: No Legis- lation contemplated at present Stage.	32-34
8. <u>Public Health.</u>	
(a) Efforts to Reduce House Rents in Bombay: The Bombay Rent Bill, 1938.	35-36
(b) Housing of Bombay Workers: Government Appoints Committee.	36
(c) Labour Welfare Work in Cawnpore: Grant of Rs. 10,000 by U.P. Government.	37
9. <u>Education Affairs.-</u>	
Wardha Education Scheme Discussed by Central Advisory Board of Education.	38-39 39-40
10. <u>Maritime Affairs.</u>	
Government of India Canvasses Views of on Hours of Work and Wages of Indian Seamen.	40-41
11. <u>General.</u>	
51st Session of the Indian National Congress, Haripura, February 1938.	42-

Ratifications.

Draft Convention and Recommendations re. Safety in Building Industry: Resolution in Council of State to consult Provincial Governments carried.

On 2-3-1938, the Honourable Sir Mohammad Yakub, Acting Member in charge of Commerce and Labour, Government of India, moved the following resolution on the I.L. Convention and Recommendations regarding safety in the building industry in the Council of State:

"This Council having considered the Draft Convention and Recommendations relating to safety in the building industry recommends to the Governor General in Council -

- (a) that provincial Governments be consulted regarding the desirability and practicability of legislation to secure greater safety for workers in the building industry; and
- (b) that their attention be drawn to the Recommendations concerning co-operation in accident prevention and vocational education."

In moving the resolution, Sir Mohammad described the important features of the Draft Convention and the attitude of the various Governments who were represented at the Geneva Conference in 1936 when it was considered. Indian Government delegates at the Conference pointed out the unsuitability of several of the proposals to Indian conditions. Sir Mohammad said that it appeared from a perusal of the proceedings that most countries found that safety regulations for the building industry were necessary, but in India conditions were quite different. The construction of houses in Indian villages could not be regarded as a hazardous occupation; but in some commercial cities, such accidents were inseparable from the trade and no action was possible unless the co-operation of local Governments and municipalities was secured. There should be an adequate system of inspection to enforce building laws.

The Convention itself was of a complicated nature and difficult to enforce in India. This function was primarily that of Provincial Governments and their discretion could not be fettered by a decision taken by the Central Government. For these reasons, Government thought it advisable to consult Provincial Governments and such local bodies as possible before taking any action on the Draft Convention.

Pandit Hirday Nath Kunzru said that, in view of the adequate safeguards provided in the Convention, the Government of India should have taken more positive action than they had done.

The resolution was adopted.

(The Statesman, 3-3-1938). +

2

National Labour Legislation.

The Workmen's Compensation (Amendment) Bill, 1937:

Report of the Select Committee. ✓

The Workmen's Compensation (Amendment) Bill, 1937, was introduced in the Central Legislative Assembly on 23-8-1937 and was referred to a Select Committee on 7-10-1937 (for Notes on Clauses of the Bill see pages 11-13 of our August 1937 report). The major changes proposed by the Select Committee, which has recently reported, are summarised below:

Period for preferring Claims extended: Clause 5.- In the proposed amendment of sub-section (1) of section 10 of the parent Act, the period within which a claim for compensation with respect to an accident may be preferred has been extended by the Select Committee from six months to one year to accord with the general period of limitation in actions for torts.

Poisoning by Nitrous Fumes added to List of Occupational Diseases: Clause 12.- The Select Committee has added "Poisoning by nitrous fumes" to the list of occupational diseases to be included in Part A of Schedule III. This is already notified in most of the Provinces directly concerned as an occupational disease.

(Summarised from the Report of the Select Committee (dated 12-2-1938) on the Bill published in the Agenda papers of the 1938 Budget Session of the Central Legislative Assembly.) *See also pages 14 to 19 of Part V of the Gazette of India dated 19-2-1938.* +

The C.P. Tenancy (Amendment) Act, 1938:

Forced Labour Prohibited. ✓

On 7-12-1937, the Hon'ble Mr. P.B.Gole, Minister for Revenue, the Central Provinces, introduced in the local Legislative Assembly a Bill to amend the C.P. Tenancy Act, 1920, with the object of empowering revenue officers of the province to penalise the levy of "begar" (forced labour) by land-lords. Section 74 of the Tenancy Act, 1920, merely penalises the levy of illegal cash exactions. Section 201, Land Revenue Act, does not penalise the levy of begar, since the Wajib-ul-arz (the Tenancy Act) contains no provision regarding begar, and

it is not, therefore, in order for the Courts to treat the levy of begar as a breach of the Wajib-ul-arz. It has, therefore, been proposed to add to the Tenancy Act a provision by which the levy of "begar" is penalised.

The Bill was passed by the Assembly on the same day and the Act received the assent of the Governor on 20-1-1938; the text of the Act is published at page 187 of Part III of the C.P. and Berar Gazette dated 28-1-1938.

The text of the new Section (Section 88-A) which has been added to the C.P. Tenancy Act is as follows:

"88-A. (1) No landlord shall—

- (a) employ his tenant or a member of the family of such tenant or a servant of such tenant, or
- (b) make use of any cattle or agricultural implement of such tenant, against the will of such tenant or without making, or agreeing to make, any payment for such employment or use.

(2) If no payment is made, the landlord shall, on the application of the person to whom such payment is due or otherwise, be liable, by order of a Revenue Officer, to pay as a penalty a sum not exceeding twenty times the market rate of wages or hire prevailing in the locality for such employment or use, or when no such market rate can conveniently be determined, to a penalty not exceeding one hundred rupees, and such sum shall be awarded to the tenant as compensation." ✓

The Factories (Orissa Amendment) Bill, 1938: Introduced in Orissa Assembly on 28-1-1938. ✓

Mr. Pyari Sankar Roy introduced in the Orissa Legislative Assembly on 28-1-1938 a Bill (non-official) to amend the Indian Factories Act, 1934, in its application to Orissa Province. The objects of the Bill are mainly (1) to extend the operation of the Factories Act (a) to factories in the province operated by non-mechanical means (The Factories Act, 1934, applies only to processes carried on with the aid of power.), and (b) to factories employing 15 persons or more (instead of 20 as fixed by the Factories Act); (2) to make provision for investing local and health

officers with the powers of an Inspector of Factories; (3) to reduce hours of work to 40 per week in perennial factories and 48 in seasonal factories.

The text of the Bill is published at pages 28 to 31 of Part XI of the Orissa Gazette dated 4-2-1938. +

The Orissa Unregulated Factories Bill, 1938:

Introduced in Orissa Assembly on 28-1-1938. ✓

Mr. Pyari Sankar Roy introduced in the Orissa Legislative Assembly on 28-1-1938 a Bill (non-official) to regulate the labour of women and children and to make provision for the welfare of labour in factories to which the Factories Act, 1934, does not apply. The Whitley Commission, it is pointed out in the Statement of Objects and Reasons, recommended the adoption of an Unregulated Factories Act; the present Bill is an outcome of that recommendation. As large numbers of factories in Orissa do not use power and employ less than 20 persons, an Act to regulate their work was, it is pointed out, long overdue. The present Bill is drawn on the lines of the C.P. Unregulated Factories Act, 1937 (vide page 18 of our February 1937 Report).

The text of the Bill is published at pages 32-50 of Part XI of the Orissa Gazette dated 4-2-1938. .

Fixation of Minimum Rates of Wages Bill, 1938:

Bill introduced in Orissa Legislative Assembly on 28-1-1938. ✓

A non-official Bill was introduced in the Orissa Legislative Assembly on 28-1-1938 by Mr. Pyari Sankar Roy to make provision for the fixation of minimum rates of wages in the province. The Bill stipulates that the ^{sub-}Ministry of Public Works shall set up in each district or division, as the case may be, joint boards consisting of an equal number of employers' and workmen's representatives for the purpose of settling minimum rates of payment to workmen employed in factories or

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mines governed by the Indian Factories Act and the Indian Mines Act, which in no case shall be lower than Rs. 20 per mensem. It shall, however, be competent for the workmen of any factory or mine by a duly authenticated majority of seven-eighths to vary the minimum by agreement with the employer.

In the case of establishments not governed by the Indian Factories Act or the Indian Mines Act, the Bill provides that joint boards shall be established for the district or sub-division or for a particular industry, trade, occupation, agricultural employment or service for the purpose of fixing minimum rates of wages which shall be such as are determined by the joint board for such localities, industries, trades, occupations, agricultural employment or service keeping in view (a) the prevailing rates of wages, (b) cost of living and (c) the necessity of providing a living wage.

The text of the Bill is published at pages 93-95 of Part XI of the Orissa Gazette dated 11-2-1938. +

Poisoning by Nitrous Fumes classed as Occupational
Disease: Bombay Government Notification. ✓.

Attention is directed to Notification No. 705/34 dated 12-1-1938 of the Political and Reforms Department, Bombay Government, published at page 68 of Part IV-A of the Bombay Government Gazette dated 20-1-1938, whereby the Government has added "poisoning by nitrous fumes or its sequelae", as an occupational disease under Schedule III of the Workmen's Compensation Act, 1923. +

Annual Leave with Pay for Workers: The Bombay Annual
Leave Bill, 1938. ✓.

On 17-1-1938 Mr. S. C. Joshi introduced in the Bombay Legislative Council a Bill to ~~amend~~ provide for grant of annual leave with pay to certain classes of workmen by their employers (Legislative Council Bill No. II of 1938). Below is given a brief summary of its more important provisions:

Main Provisions: 30 days' Annual Leave with Pay: The Bill is intended to secure a minimum period of annual leave with pay to persons employed in commercial and industrial undertakings and other organised bodies. It secures thirty days as the minimum period of leave during an employment year and the same can be granted either in a single period or in instalments of not less than five days each (clauses 3 and 4). Taking of the leave has been made compulsory and renouncing it is not lawful (clause 5). The workman is entitled to full pay during leave (clause 8) and is liable to forfeit his right to annual leave in certain cases (clauses 9 and 10). Provision has also been made to safeguard any existing right of leave if it is better than the one secured by this Bill.

Definitions: Annual Leave: "Annual Leave" means leave with pay as prescribed in the Bill, other than leave on half pay or without pay due to sickness, convalescence, accident or any other cause.

Employer: "Employer" includes any body of persons whether incorporated or not and any managing agent of an employer and the legal representative of the deceased employer.

Pay: "Pay" includes any privilege or benefit which is capable of being estimated in money other than a travelling allowance, or the value of any travelling concession.

Workman: "Workman" means a workman as defined in clause (n) of section 2(1) of the Workmen's Compensation Act, 1923. But it shall not include (a) a workman in regard to whose conditions of service the Provincial Legislature has not power to make laws; or (b) a member of the Police Force.

Continuous Employment: Continuous employment during an employment year, which entitles a worker to 30 days' annual leave, is defined as employment which is not interrupted by absence of the workman other than absence due to illness, accident, leave with permission of the employer or absence for a total period not exceeding twenty days in an employment year.

Position in India: In the statement of objects and reasons appended to the Bill it is pointed out that the question of granting annual leave with pay was considered by the International Labour Conference and a Convention was adopted with the requisite majority in the 20th Session in June 1936. In India, the Government of India and the Provincial Governments as well as Municipalities, Local Bodies, Local Boards and many private firms and employers grant leave according to the rules made by them. The views of the Government of India in this matter are expressed in their letter No. L-1831, dated 14th June 1937, to all Provincial Governments and Administrations, wherein they observe:

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"The Government of India believe that the general principle of Holidays with pay is a sound one, and it is securing increasing recognition in labour legislation in other countries. In India, workers in most Government establishments and in some private ones receive paid holidays....."

(Summarised from text of Bill published at pages 236-242 of Part V of the Bombay Government Gazette dated 31-1-38
+

Hours of Work of Bengal Shop Assistants:
Government plans for introduction of Bill. +

At pages 4-8 of the report of this Office for January 1938 a summary of the Bengal Shop Hours and Shop Assistants Bill (non-official Bill) was given. The Minister in charge of the Department of Commerce and Labour, Bengal, recently made a statement to the effect that the Government of Bengal have at present under consideration a draft Bill called the Bengal Regulation of Shop Labour (Hours, Wages, Compensation for Accidents) Bill to regulate the conditions of work of employees in all classes of shops.

According to a press note issued by the Government of Bengal, the Bill inter alia has provisions prescribing: hours of work of shop workers; hours of opening and closing of shop premises; dates by which shop workers must be paid their wages; grant of sick leave to shop workers; payment of compensation to injured shop workers while on duty and penalties for the contravention of its provisions.

It is hoped that it will be possible to proceed with the Bill in the next session of the Bengal Legislative Assembly and interested parties are invited to send in their suggestions to the Joint Secretary, Government of Bengal, Department of Commerce and Labour, during the next three months.

(The Statesman, 28-2-1938.) +

The Cochin Maternity Benefit Bill, 1937:
Select Committee Recommends Expansion of Benefit Period. +

The Cochin Maternity Benefit Bill, 1937, which was introduced in the Cochin Legislative Assembly on 3-12-1937, and was referred to a Select Committee the same day (vide page 3 of our January 1938 report), The Select Committee has now submitted its report, an

important change suggested being that the period of maternity benefit should be extended from seven to eight weeks. With this modification, the Bill has been accepted in its entirety by the Committee.

Dr. A. R. Menon, a member of the Select Committee, while agreeing that the maximum period for which any woman shall be entitled to the payment of maternity benefit shall be eight weeks, in a separate minute observes:

"While it is necessary that the mother should get at least four weeks' rest after labour, it is not necessary to insist upon her taking leave one month prior to the actual event. In the first place, it is difficult to anticipate the event with any certainty. Sometimes the mother can go on working till the very end, and the rest is much more essential after the delivery than before." Dr. Menon thinks that a woman should get the benefit of 2 months' rest.

(The Hindu, 17-2-1938).+.

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Lightning Strikes and Lock-outs to be illegal:

Bill to be introduced by Government of Bombay.

A comprehensive Bill has been drafted by the Government of Bombay with the object of helping to prevent strikes and lock-outs and to promote amicable settlement of trade disputes in factories and other industrial establishments. The Bill contains penal clauses for infringement of its provisions and aims at setting up machinery for the conciliation of trade disputes.

Main Provisions: Employers' Obligations.- According to the provisions of the Bill, employers will be required to give 30 days' notice to their workers of any change in wages or hours of work. A fortnight's notice will have to be given for the dismissal of a worker, the introduction of rationalisation or efficiency systems, the stoppage or change in shift work and withdrawal of the recognition of a union. It is understood that the Bill will provide for the imposition of a fine for failure to comply with this provision.

Classification of Unions.- Unions registered, or to be registered in future, will be classified, besides those "not recognised", ~~into those recognised by employers and those recognised by employers~~ with approved arbitration procedure. Notices will have to be displayed not only in factories, but will also have to be sent to the secretary of the union associated with that particular factory.

Labour Officer to act where no Union exists.- If a union is not recognised by an employer or no union exists, the Labour Officer will have authority to negotiate and discuss the effects of the notice with the employer.

Conciliation Officers.- The Bill will authorise Government to appoint conciliation officers and labour officers. A dispute referred to a conciliation officer will be heard in camera in the presence of representatives of the parties to the dispute. He will make an attempt to settle the dispute, and if he fails to do so, he will report the matter to Government.

Conciliation Boards.- After considering the report of the conciliation officer, the Minister for Labour will appoint a conciliation board to hold a public inquiry into the dispute. The board will, however, have authority to take evidence in camera, but its report will be published. The board will consist of two members representing labour and the employer, with a chairman to be nominated by Government.

Arbitration Board.- The Bill will also provide for the appointment of an arbitration board consisting of three members,

two representing the parties to the dispute and the third to be selected by their common consent. Their unanimous decision shall be binding on the parties to the dispute, but if the members of the arbitration board differ, the matter will be referred to the Minister. The Minister will have the power to appoint an umpire to decide the question on which the board disagreed or to interpret any of the terms of agreement. In the event of disputes in establishments having unions recognised by employers with arbitration procedure, the decision of the arbitrators will be final.

Time Limit for Conciliation Proceedings.- The Minister will have authority to fix the time limit for each stage of conciliation for each dispute and to extend it. It is likely that the maximum period for such an inquiry will not exceed six months.

Illegal Strikes and Lock-outs.- Strikes or lock-outs declared while a dispute is before a conciliation board or during the period of notice will be considered unlawful. Collection of funds for encouraging a strike, as well as efforts on the part of individuals or unions to incite workers to declare a strike will be considered illegal and will be dealt with accordingly.

Penalties for Non-Co-operating Workers and Employers.- The Bill proposes to make it compulsory for the parties to a dispute to tender evidence and information before the conciliation officer appointed to effect an agreement between them. Any worker non-co-operating or inciting a worker to non-co-operate with the process of conciliation will be sentenced to prison for a period of six months or fine, or both. Employers will also be dealt with if they fail to carry out their obligation to co-operate with the conciliation officers.

Consultation of Employers' and Workers' Organisations.- Before the Bill is moved in the Bombay Legislative Assembly, probably during its monsoon session, Government will ascertain the opinion of commercial bodies regarding its provisions; trade unions in the province will also be given an opportunity to express their views on the Bill. The Bill when passed into law will replace the existing Bombay Trade Disputes Conciliation Act, which will be repealed.

(The Times of India, 24-2-38) ✓

Interim Report of the Bombay Textile Labour Inquiry

Committee: Higher Wage Rates Recommended. *

The Textile Labour Inquiry Committee appointed by the Government of Bombay on 13-10-1937 (vide pages 30-34 of our October 1937 report), has recently submitted an interim report. The salient features of the report are given below: It has been prepared with particular application to one of the Committee's terms of reference which required it to report whether in view of the present condition of the industry an immediate increase in wages could be given in any occupation, unit or centre of the industry pending the conclusion of the Committee's work. This question has been studied in detail by the Committee which has closely analysed all the data relevant to the issues involved.

Survey of the Industry: In Chapter 2 of the Report a survey of the industry has been taken. It opens with an account of the present extent and distribution of the industry in the Province. In order to understand the present condition of the industry, the Committee has examined recent trends in world economic activity and has come to the conclusion that since the year 1936, the depression has definitely lifted and that all aspects of Indian economic activity show definite signs of recovery. As regards the textile industry, the factors that prominently mark its recent history, according to the report, are: (1) decline in imports of piecegoods, (2) recovery of the home market, (3) expansion of exports, and (4) increased efficiency of production. The Committee also notices some special features in regard to the industry in the Province. These are: the tendency for the mills in Bombay to produce finer and more diversified goods and for Ahmedabad to go "finer" still. Another special feature of the industry in recent years has been the introduction of what is known as rationalisation or efficiency schemes. "Rationalisation" has made considerable progress both in spinning and weaving in Bombay City, and in spinning only in Ahmedabad.

Wage Position: The wage position in the industry has been dealt with at some length in Chapter 3 of the Committee's report and statistical tables showing the wage position in July 1937 compared with earlier dates for which data are available have been given. The chapter enumerates the reasons for the wage cuts, the extent of cuts, and the effect of the cuts on earnings. Demand for the restoration of the cuts has been made on behalf of labour from all the principal centres. In arriving at its estimate of the wage cuts in the various centres, the Committee has relied

* Report of the Textile Labour Inquiry Committee 1937-38. Vol. I - Interim Report. Superintendent, Government Printing and Stationery, Bombay, Price Annas 7 or 9d. pp. 104

mainly on the enquiries into wages made from time to time by the Bombay Labour Office, including the one relating to July 1937, provisional results of which have been made available to the Committee by the Commissioner of Labour. In this Chapter the Committee also refers to the cost of living index numbers compiled by the Bombay Labour Office. Those for Bombay and Ahmedabad show a rise of 7 to 8 points during 1937.

Trends in Productive Capacity: Increase Registered: - In Chapter 4 the Committee examines in detail the various statistical indices of the trends in productive activity of the industry for the years 1936 and 1937. This examination points uniformly to a considerable upward movement during the year 1937. The statistics for the production of goods for the first eight months of 1937 show a monthly average which is in all centres higher than the monthly average for 1936 by more than 10 per cent. Consumption of Indian raw cotton in Bombay and despatches of goods from Ahmedabad and Sholapur reveal continued increased activity for the whole of the year. Increased night shift working indicates an increased pressure of demand and the figures of exports and imports show expanding markets for the Indian industry and a decline in the strength of competitors.

Financial Position of the Industry: In Chapter 5 the Committee has discussed in considerable detail the financial structure and position of the industry. The report assesses on the basis of the consolidated balance sheet of Bombay city mills for the first half of 1937 the improvement in the financial position in that centre as compared to the previous year and finds that betterment to the extent of nearly Rs. 5.6 millions has accrued for the year. As the position during the second half of 1937 was better than the first, the Committee estimates the additional betterment, without allowing for the gain due to the fall in the price of cotton, at nearly Rs. 2 millions. It is estimated that for Ahmedabad the betterment for the second half of 1937 would be approximately 2/5th of that secured in Bombay.

Estimate of Margin of Profit: ~~As~~ In Chapter 6 the Committee discusses at some length the margin of profit to the industry in view, especially, of the fall in the price of cotton. In its view the difference between the price of a unit of cotton on the one hand and a unit of cloth on the other, can under certain conditions be regarded as an index of the margin of profit in the cotton textile industry. After examining in detail the general condition of the Indian cotton market and the prices of cotton, both Indian and foreign, during recent years and months, the Committee thinks that the average price level for 1937-38 will be at least a fifth lower than that of the two previous years. A special composite weighted index number of the price of cloth on base 1933 equal to 100 has also been constructed which reveals no downward trend in cloth prices in recent months in spite of the great fall in the price of cotton. The data before the Committee leads it to the conclusion that cloth prices have in the current year, been so far above the level of prices for 1935-36 and 1936-37 that it is unlikely that the average price obtained for cloth for the whole of the current season will be lower than the average for the two previous years.

Conclusions and Recommendations: (a) Present Improvement of Permanent Nature: Having regard to the general progress of economic recovery, the Committee has come to the conclusion that the present improvement in industry is not of a purely temporary nature and it is because of this reassuring position that it holds that it can well face the future in a spirit of confidence and can meet, out of the substantial betterment that ~~a~~ has accrued and will continue to accrue for the greater part of the current year, additional charges of a reasonable magnitude for raising the wage level.

(b) Increase in Wages by 12% suggested: For purposes of recommending an increase in wages, the Committee does not entrench upon the improvement due to normal trading conditions in the industry in 1937 and 1938. Immediately, it is only the surplus resulting from the fall in the price of cotton upon which it wishes to draw. In order, further, that the industry may have time to adjust itself to the proposed increase in the annual wages bill and that the additional burden may be met without difficulty in subsequent years as well, the Committee suggests an increase to the extent, not of the entire, but of half the amount of this surplus. The Committee in arriving at the figure which would be available for disbursement by way of increase in wages has taken into consideration the proposed legislation regarding sickness and old age benefits. It has allowed for four weeks' wages as the possible cost to the industry of this legislation during the years 1938 and 1939, on the basis of one week's wages in 1938 and three weeks' wages in 1939. Assuming the wages bill to be 22.5 per cent. of the total cost of production, the Committee finds that within the available surplus, an average increase of about 12 per cent. in wages can be given.

(c) Classification of Workers: The Committee has divided all the workers in the industry into five categories of earnings and has recommended a sliding scale of increase, as per table below (In adopting the sliding scale, the Committee had two objects in view; firstly, to grant more relief to lower paid employees and secondly to avoid accentuation of the disparities in wages that already exist between mill and mill):

Category of earnings	Rate of Increase	Remarks
Below Rs.13-8	3 Annas in the Rupee	Provided that no person falling in this category shall receive more than Rs.15-8 as a result of the increase.
Rs.13-8 and below Rs. 25	2½ Annas in the Rupee	Provided that no person falling in this category shall receive more than Rs. 28 as a result of the increase.
Rs. 25 and below Rs. 35	2 Annas in the Rupee	Provided that no person falling in this category shall receive more than Rs. 39-4 as a result of the increase.

(table continued)

Category of earnings	Rate of Increase	Remarks
Rs. 35 and below Rs.40	1½ Annas in the Rupee	Provided that no person falling in this category shall receive more than Rs. 43 as a result of the increase.
Rs. 40 and below Rs.75	1 Anna in the Rupee	Provided that no person falling in this category shall receive an increase in earnings of less than Rs. 3.
Rs. 75 and over	Nil	- - -

Although the Committee has adopted the same schedule for the increase to be granted in the different categories and in the different centres, its recommendations as regards time-workers and piece workers are not the same. While in the case of both these types of workers the calculation of the increment will be based on earnings, the rate of increment for a time-worker will be based on the fixed time wage of full time workers in a particular occupation and that of a piece-worker on his actual earnings.

Extent of Burden of Wage Increases on Industry: The Committee finds that according to these calculations (based on data contained in the Labour Office Wage Census Report of 1934) the percentage increase in the annual wages bill as a result of its recommendations will be 9.0 per cent. for Ahmedabad, 11.9 per cent for Bombay and 14.3 per cent. for Sholapur. The Committee is of opinion that on a balance of the considerations set forth in the report, the grading in the incidence of the wage increase between the various centres resulting from their recommendations, is fair and proper.

Government Resolution.- The Government of Bombay has adopted a Resolution on the Report on 14-2-1938 according to which the Government has accepted the recommendations of the Committee, and recommended to the Millowners that the proposed increases should be introduced with effect on the wages due for the month of February or for the last pay period of the month of February 1938. The conclusions and recommendations of the Committee have been made after a searching enquiry, and in the view of the Government are entitled to the weight and authority which should be attached to the award of an Industrial Court or a Court of Arbitration. The Government is therefore of opinion that the recommendations as they stand should be carried out and accepted both by employers and labour. +

(table continued)

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It is understood that the Millowners' Associations of Bombay and Ahmedabad have accepted the recommendations of the Committee regarding increase of wages. accepted both by employers and labour. +
(The Bombay Chronicle, 7-3-1938).

Conditions of Work and employment of nationals in State-aided Industries: Resolution adopted in Central Legislative Assembly. ✓

Mr. Sri Prakasa moved a resolution in the Central Legislative Assembly on 4-2-1938 urging the Government to take effective steps to impose on all industries which are, or which may be, in receipt of any aid or subsidy from the Central Government in any shape or form, such conditions as may secure: (1) the employment of not less than a specified proportion of Indians, both in the higher and other grades of their employ, and (2) adequate wages and fair treatment to Indians employed by them.

In moving the resolution Mr. Sri Prakasa emphasised the need for the utilisation of Indian talent in the development of industries in this country. In the matter of amenities provided to labour, India should be brought in line with other countries taking into consideration the minimum wants of the people in the matter of food, clothing, education, etc. Such average fixed should be properly balanced, so that, while providing adequate comfort to labour, they did not overlook the interests of the consumer.

Mr. N.M. Joshi said that protection was given to an industry so that its existence might be beneficial to the community as a whole. He would have liked the resolution to be more broad-based than as proposed. He suggested the appointment of inspectors to see that the industries treated labour properly. He complained that several industries in India did not pay adequate wages to workers for providing minimum comforts and the Government had been neglecting their duty in this respect. The sugar industry was protected at considerable cost to the State, but the wage-earners were not cared for. He hoped that at least in the case of protected industries, the Government of India would insist on their affording adequate protection to labour.

Mr. Manu Subedar (of the Indian Merchants' Chamber, Bombay,) felt that industries in India should be surveyed by the Government in a better manner than was done in the past. The Government must see that those industries which enjoyed State aid afforded maximum benefit to the community. If Indian concerns experienced some difficulties which manufacturers abroad did not experience, then these difficulties might be covered by State protection which should also cover any stipulations which the Government might lay down in the larger interests of the community. The speaker criticised the Government for too hastily giving effect to Geneva Conventions. What labour wanted was robust trade unionism and strong machinery to avoid strikes and lockouts. The Government in this country had done nothing in these directions. These were measures which industry as well as labour required at the present moment.

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Mr. A.G.Clow, Secretary, Labour Department, replying on behalf of Government said that the underlying principle of the resolution, as far as he could see, was that if protection was given to the capitalist they must ^{also} give protection to his workers. They were not now asked to secure fair conditions ~~of~~ or special protection for labour generally. They were asked to do it in certain particular industries, that is to say, they were asked to have a special labour code for certain industries which would not be universally applicable, and those industries were to be selected on a particularly adventitious system because they were facing foreign competition or for other reasons. There was no guarantee whatever that labour conditions in those industries would be quite different from others. That was where the difference between the Opposition and the Government arose. Generally speaking, Mr. Clow said, conditions of labour in organised industries which received the lion's share of protection were on an average, somewhat better than in unprotected industries. He was not sure what was going to happen when protection stopped. Then the capitalist would say, "I can no longer observe those special conditions because I no longer have special protection" and there is going to be coercion thereafter to maintain the standard for the benefit of labour when it had ceased to be required for the benefit of capital.

(The Statesman, 5-2-1938).+

Hours of Working in the Jute Industry:

New Working Time Agreement under Negotiation. ✓+

With a view to curtail output, the member mills of the Indian Jute Mills Association, Calcutta, had been working short-time Agreement for some time past. But, as a result of the unfair action taken by "outside" mills to increase their own ~~in~~ output by working longer hours than the member mills, the Association decided in 1937 to suspend the working time agreements. (vide pages 19-20 of the January 1937 and pages 26-27 of the February 1937 reports of this Office). According to the Times of India's correspondent in Calcutta, a move has recently been made to effect an understanding between the Association and the "outside" mills. Formal proposals for a fresh working agreement have been put forward by the "outside" mills, and certain initial negotiations have taken place between their representatives and the ~~X~~ Chairman of the Indian Jute Mills Association. It is understood that the "outside" mills have proposed an agreement of five years during which period no fresh machinery is to be laid down, and mills of more than 250 looms ~~which~~ (which means in effect, the bulk of the trade) are to work a maximum of 45 hours weekly, whilst those with less ~~than~~ 250 looms are at liberty to work up to 54 hours weekly. The agreement can be revised at the end of three years.

The result of the negotiations has not yet been announced.

(The Times of India, 4-2-1938).+

Bombay Shop Assistants' Demands:

8-Hour Day: Minimum Pay of Rs. 30/-. ✓ +

A deputation of the Gumastakal Sangam (Association of Clerks), Bombay, waited on the Hon. Mr. B.G.Kher, Prime Minister, Bombay, on 11-2-1938 and suggested to him that legislation be undertaken to reduce the hours of work of assistants and clerks in shops.

The deputation, which was led by Mr. Y.J.Meherally, requested the Prime Minister to see that shop employees had an eight-hour day, a weekly holiday, one month's leave per year on pay and a minimum wage of Rs. 30 per month. It was also urged that a ban be imposed on the working of markets at night.

The Prime Minister gave a sympathetic hearing to the views of the deputation.

(The Times of India, 14-2-1938.) +

Conditions of Work on Indian Railways, 1936-37.* +

As in previous years, the Railway Board's annual Report on Indian Railways for the year 1936-37 is published in two volumes. Volume I reviews the general administration, financial results of the working of railways, important developments occurring during the year, and various aspects connected with railway management and operation. Volume II is a compilation of financial and statistical summaries and statements covering the main heads of the capital and revenue accounts and exhibiting statistics connected with the various aspects of railway working. The following information about the conditions of work of employees is taken from Chapter VI—Staff (Volume I) of the publication.

Number of Employees: The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1936-37 (up to 31-3-1937) was 710,880 as compared with 712,778** at the end of 1935-36. ~~The total route mileage at the~~ Government of India - Railway Department (Railway Board) Report by the Railway Board on Indian Railways for 1936-37. Volume I. Manager of Publications, Delhi. Price Rs.6-4 or 10s. pp.ix+153.

** Represents revised figures for 1935-36 due to changes made by the Railway administrations in the figures published last year.

The total route mileage at the end of the year was 43,128. The following table shows the number of employees by communities on the 31st March 1936 and 31st March 1937.

Date	Europeans	INDIANS					Other Christ-Communi- tians. nities	Total
		Hindus	Muslims	Anglo Indians and Domi- ciled Euro- peans.	Sikhs	Indian		
31st March, 1936.	3,212*	505,559*	155,440*	13,424*	8,740	16,826*	9,577*	709,566*
31st March, 1937.	3,121	504,983	154,535	13,416	8,734	17,253	8,838	707,759
		31st March, 1936.		Grand total		712,778*		
		31st March, 1937.		-Do-		710,880		

*Represents revised figures due to minor corrections made in the figures published last year. (These figures exclude the staff on loan from the Indian Audit and Accounts Service (Deptt.).)

Cost of Staff: There was a decrease of 2,704 in the total number of staff employed on open line on 31st March 1937 as compared with 31st March 1936, while the staff on loan from the Indian Audit and Accounts Service and the Construction Staff were less by 1 and 639 respectively. In 1936-37, the wages bill of all Class I Indian railways amounted to Rs. 364,565,572 (for 1870 gazetted officers, 14 officers on loan from the Indian Audit and Accounts Service, 672,807 non-gazetted employees in both open lines and construction branches) as against a wages bill in 1935-36 of Rs. 363,598,005 (for 1864 gazetted officers, 15 officers on loan from the Indian Audit and Accounts Service, 676,156 non-gazetted employees in both line and construction branches); in 1936-37 there was thus an excess of Rs. 967,567 in the wages bill.

Recruitment - Indianisation (a) State-owned Railways: During the year 26 appointments, 21 by direct recruitment and 5 by promotions, were made to the superior railway services. Of these 3 were Europeans, 12 Hindus, 2 Muslims, 4 Anglo-Indians, 3 Sikhs and 2 Indian Christians.

(b) Company-Managed Railways: During the year 41 appointments, 23 by direct recruitment and 18 by promotion, were made to the superior services of Company-managed railways. Of these 15 went to Europeans, 7 to Hindus, 10 to Muslims, 2 to Anglo-Indians, 2 to Sikhs, 2 to Indian Christians and 3 to Parsis.

Review of Progress since 1925: The Indian element in the superior services has risen from 28.02 per cent on State-managed and 17.74 per cent. on Company-managed Railways in 1925 to 47.44 per cent. on State-managed and 40.67 per cent. on Company-managed Railways in 1937. ~~Among the Indians the percentage increased by communities in 1937.~~

Representation of minority communities in railway service:

In the report for the year 1935-36, mention was made that to assist the Railway Board to watch the operation of the orders issued by the Government of India in regard to the representation of minority communities in railway services, an additional officer had been temporarily appointed at the Railway Board's headquarters with effect from the 17th October 1935. This officer continued to perform the duties assigned to his office during the year 1936-37. The Railway Board have under consideration the question of authorising Agents of State-managed Railways to make direct recruitment to grades higher than the lowest in the subordinate services (intermediate grades) up to a limited percentage of vacancies per annum subject to the observance of percentage fixed by the Government for the various minority communities.

Improvements in the service conditions of the staff: Hours of Employment Regulations.- Chapter VI of the Indian Railways Act, 1890 (as amended), which contains the legal provisions regarding the Hours of Employment and Periods of Rest of Railway Servants, and which, together with the statutory rules made thereunder and the subsidiary instructions issued by the Railway Board constitute the Hours of Employment Regulations, have, so far, been given statutory effect on the North Western, East Indian, Eastern Bengal, Great Indian Peninsula, Bombay, Baroda and Central India and Madras and Southern Mahratta Railways. The extension of these regulations to other railways was considered towards the close of the year 1936, and it was decided ~~that they should be applied to the Bengal and North-Western~~ Railway from the 1st October 1937. The question of the further extension of these regulations to other railways will be considered in due course.

Welfare: (a) Assistance to railway employees from railway funds towards education of their children.- The recommendations of the Central Advisory Council on proposals formulated by the Government of India relating to the policy of railways in the matter of grant of assistance to railway employees towards the education of their children, received consideration, and it was decided to make no change for the present.

(b) Staff Benefit Fund.- The Staff Benefit Funds established on principal railways continued to provide various forms of amenities and relief to subordinate and lower paid staff.

Report of the Royal Commission on Labour: Certain recommendations of the Royal Commission on Labour concerning railways still remain to be decided, the more important being those relating to the establishment of a Joint Standing Machinery for the settlement of disputes. It has been decided not to accept the recommendation that workers required, after confirmation, to undergo periodical medical examination should have the right to be examined, if they desired, by an independent specialist, as railway medical officers are adequate for the purpose; and so long as railway administrations are responsible for the safety of the travelling public they must be guided by the opinion of the principal or Chief Medical Officers of Railways to whom employees, who have been examined by District Medical Officers, have a right of appeal. It has also been decided not

to preclude railway medical officers from private practice. Agents of State-managed Railways have, however, been advised to instruct their Chief Medical Officers to see that District Medical Officers do not indulge in private practice to an extent which prevents them from carrying out properly their duties to the railway staff and their families.

Meeting with the All-India Railwaymen's Federation.- During the period under review the Railway Board met the representatives of the All-India Railwaymen's Federation on two occasions, once in July 1936 and again in February 1937. The subjects discussed at the meeting held in July 1936 were the Railway Board's rules relating to staff retrenchments and the employment of retrenched staff, new scales of pay and grievances of accounts staff so far as these subjects related to State-managed Railways. At the meeting held in February 1937 the following subjects were discussed: (i) Draft payment of Wages (Railways) Rules published by the Government of India, in the Department of Industries and Labour, Notification No.L.3070, dated the 15th October 1936; and (ii) the establishment of Joint Standing Machinery for dealing with industrial relations on Railways.

(The report of the Railway Board for 1935-36 was reviewed at pages 33-37 of our February 1937 report). +

Conditions of Work in Indian Posts and
Telegraphs Department, 1936-37.*

Financial Working.- The Posts and Telegraphs Department consists of four branches: Post Office, Telegraphs, Telephones and Radio. The financial results of the working of the Department for the year 1936-37 are summarised below:

	Post Office.	Telegraphs.	Telephones.	Radios.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.
Receipts.	80,423,027	26,988,221	8,604,052	887,454	116,902,754
Expenditure.	77,688,622	29,981,291	6,625,020	1,153,269	115,448,202
Surplus (+) or deficit (-)	2,734,405	-2,993,070	+1,979,032	-265,815	+1,454,552

Strength of Staff.- On 31-3-1937 the total number of persons employed by the department was 121,367 as compared with 119,863 at the close of 1935-36. The figure includes 21,680 extra

* Indian Posts and Telegraphs Department Annual Report for the year 1936-37. - New Delhi: Printed by the Manager Govt. of India Press. 1938. Price Rs. 2-4-0 or 4s. - pp. iv+67.

extra departmental postmasters, stamp vendors, delivery agents and others, who are not whole time government servants and 2,776 members of the Audit and Accounts staff. ~~21~~ Out of the remaining 96,911 employees, 468 belonged to the superior (gazetted) staff, which includes 140 divisional and other Superintendents, 45 postmasters and 70 telegraph traffic officers, most of whom are in executive charge of the larger post and telegraph offices or of postal and railway mail service divisions, and 117 assistant and deputy assistant engineers, most of whom are in executive charge of engineering sub-divisions or in comparable posts. The remaining 96 officers are actually holding higher charges such as are commonly regarded by the general public as controlling the business of the department.

Communal Composition of Staff.- Of the 468 gazetted staff, 58 were Europeans, 185 Hindus, 41 Muslims, 185 Anglo-Indians, 6 Sikhs, 11 Indian Christians, 8 Parsis and 6 other communities. Of the total staff, excluding Audit Staff and Extra Departmental Agents, totalling up to 84,074 employees, 83 were Europeans, 57,000 Hindus of higher castes, 1,478 depressed class Hindus, 18,707 Muslims, 2,167 Anglo-Indians, 887 Sikhs, 2,012 Indian-Christians, 212 Parsis and 1,531 other communities.

Unions and Associations.- On the 31-3-1937 the number of ~~all India Unions or Associations~~ of employees of the Department, recognised by the Government, was 12. The total membership of these recognised associations, ~~excluding two the figures in respect of which have not been supplied~~, was 36,872, the total number of whole-time permanent employees under the Department being nearly 97,000.

Co-operative Credit Societies.- At the end of the year there were 59 Co-operative Credit Societies working for the benefit of the staff of the Posts and Telegraphs Department with a membership of 66,210 and a subscribed capital of Rs. 34,15,000. These figures represent an increase of over 2,000 members and Rs. 203,000 of subscribed capital over the corresponding figures at the end of 1935-36. Loans amounting to over Rs. 8,103,000 were advanced to 29,297 members in the year under report as compared with about Rs. 7,678,000 advanced to 28,116 members during 1935-36. The deposits made by members in the societies increased from Rs. 1,768,000 in 1935-36 to Rs. 1,928,000 in 1936-37, indicating that the societies have not only provided cheap credit but have also helped to encourage thrift.

Volume of Postal Business.- Excluding the air routes, there existed at the end of the year about 170,000 miles of lines over which mails were conveyed by different agencies, as against about 169,000 miles during the previous year. 73 new motor lines were opened during the year, 44 of these being in the Bombay, Madras and Punjab and North-West Frontier Circles. The following figures give some idea of the volume of postal business transacted during the year:

Total estimated number of articles handled	1,220,138,000
Number of registered articles posted.	43,508,000
Number of insured articles posted	3,157,000
Value of insured articles posted	Rs. 955,965,000
Postage charges realised	Rs. 67,855,000
Number of money orders issued	43,496,000
Value of money orders issued	Rs. 816,975,000
Number of Indian postal orders sold	656,000
Value of Indian postal orders sold	Rs. 1,467,000
Value-payable post collections	Rs. 187,055,000

(Conditions of work in the Indian Posts and Telegraph Department during 1935-36 were reviewed at pages 24-26 of our February 1937 report.) +

Proposal for Minimum Salary of Rs. 25/- for

Municipal Employees, Bombay. +

The resolution of the Standing Committee of the Bombay Municipal Corporation recommending that sanction be given to the establishment schedule of the various departments being varied so as to admit of a minimum salary of Rs. 25 per month exclusive of benefits such as house rent allowance or the value of free quarters, being fixed for the different classes of municipal employees, excluding women, boys and men on daily wages, with effect from the year 1938-38, (vide page 11 of our January 1938 report) came up for consideration before the Municipal Corporation on 25-2-1938.

Mr. Sultan Chinoy, Chairman of the Standing Committee, moved a proposition in terms of the Committee's resolution. An amendment was moved to the effect that the question be referred back to the Standing Committee with a recommendation that the daily wages of municipal employees should be based on the minimum salary of Rs. 25 per month.

~~The~~ amendment was ~~referred~~ the

(The Times of India, 28-2-1938). +

Vetti (forced labour) in Godavari and Vizagapatam
Districts: Madras Government instructs its officers to pre-
vent it. +

The following information about the prevalence of certain forms of forced labour in some of the northern districts of Madras and the action taken by the Government to suppress ^{from} it is taken from a press communiqué issued by the Government of Madras on 8-2-1938 (A copy of the communiqué has been forwarded by the Government of Madras to this Office.).

It has come to the notice of the Government of Madras that a system of labour called Vetti is being practised in certain parts of the districts of East Godavari and Vizagapatam. The Koyas in the Bhadrachalam taluk of the East Godavari District are engaged in Agency civil works and forest works for which they receive payment, as well as certain special privileges. In the Vizagapatam Agency in addition to the usual services rendered to touring officers and in executing Government works, for which payment at the market rate is made, it is reported that Vetti labour takes the form of domestic service to landowners ~~and others for which no payment or only inadequate payment is made.~~ The Government of Madras in its order No.1823, Revenue, dated the 1st September 1932, directed local officials to discourage the practice of this system of domestic service. Even though such service is not widely prevalent and no penalty is inflicted by the employer for refusal to do that service, Government considers that this form of domestic service for an inadequate wage is a form of serfdom which should no longer be tolerated. Officers under the several departments of Government are therefore directed to take all possible measures to ensure that this form of labour ceases. +

Grievances of Indian railway workers:
Mr. N. M. Joshi's cut motions in Central Assembly. +

On 21-2-1938, Mr. N.M.Joshi, in the course of the discussion in the Central Assembly on the grants demanded in the Railway Budget for 1938-39, moved two token cut motions to direct attention to certain grievances of Indian railway workers.

Provident Fund for Railwaymen: The first cut motion directed attention to the urgent need for the provision of a provident fund in accordance with the recommendation of the Labour Commission, which suggested that such a fund should be compulsory, in the case of all employees drawing Rs. 20 and above per month and voluntary in the case of those drawing less than Rs. 20.

Sir Henry Gidney supported the motion.

Sir Thomas Stewart, the Communications Member, regarded Mr. Joshi's suggestion as Utopian and pointed out that it would cost Rs. 5 millions if the proposal were applied to all railways in India and Rs. 275 lakhs if applied to State-owned railways only. Expenditure on this item was unjustifiable when more important claims were waiting to be met, such as third class passengers' amenities.

The motion was rejected.

Non-Recognition of Unions: Moving the second cut, Mr. Joshi dealt at length with the grievances of railwaymen, such as the non-recognition of the B.N. Railway and B.B. and C.I. Railway Unions, irregularities in connection with the application of the Hours of Work regulations and contract work.

Mr. A.G. Clow replying to the criticism regarding hours of work, pointed out that an I.L. Convention had laid down that "the principle of a 60-hour week shall be accepted in such branches of railway work as may be specified by the competent authority." The Government had accepted the principle, and had passed the legislation embodying it, and it applied to all except for four first class railway to which extensions had to be made in future; but even here workmen already had not longer hours than the convention provided.

Sir Thomas Stewart, replying explained that there were three conditions on which a trade union could be recognised, namely, it should consist of a distinct class of Government employees, all employees of the same class must be eligible for membership, and the union should be registered under the Trade Union Act. A trade union which fulfilled these conditions but subordinated the interests of its members to the political ends of the organizers, might, however, have a chance of remaining unrecognized. As regards contract work, Sir Thomas said that railway engineers might be trusted to know whether it would adversely affect engines.

The motion was rejected.

(The Statesman, 22-2-1938.) +

Minimum Wage of 3 annas per day for Khadi Spinners:

Congress Working Committee approves scheme of A.I. Spinners' Association. +

The Working Committee of the Indian National Congress adopted a resolution on 22-2-1938 approving a new scheme sponsored by the All India Spinners' Association for the benefit of Khadi Workers. The scheme provides for a minimum wage of 3 annas per worker for eight hours in work on the Charkha.

(The Amrita Bazar Patrika, 26-2-1938.).

Working Class Cost of Living Index Numbers for Various
Centres in India during November 1937. +

The cost of living index numbers for working classes in various centres of India registered irregular changes during November, 1937 as compared with the preceding month.

Bombay.- The index number (Base: year ending June 1934) of the cost of living for working classes in Bombay in November 1937 declined by 1 point to 107. The average in the year 1936 was 104.

Ahmedabad.- The index number (Base: year ending July 1927) of the cost of living in Ahmedabad in November 1937 rose by 1 point to 77; for 1936 the average was 71.

Sholapur.- The index number (Base: year ending January 1928) of the cost of living in Sholapur rose by 1 point to 73. The average for 1936 was 71.

Nagpur.- The index number (Base: January 1927) of the cost of living in November 1937 fell by 1 point to 65.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in November 1937 rose by 3 points to 63.

(Extracted from the Monthly Survey of Business Conditions in India, November 1937 issue.) +

Bonus to form part of Wages: Bombay Government's
Circular to Employers. +

The Government of Bombay issued on 26-11-1937 a circular letter to owners of factories and other industrial establishments in the province coming under the purview of the Payment of Wages Act, drawing their attention to the definition of "wages" in the Act. The effect of that definition, it is explained, is to incorporate into wages any bonus that may be offered by the employer for good attendance, good work, good production, or matters of that kind. It is pointed out that this bonus becomes payable whether or not the conditions governing the earning of the bonus are fulfilled or not. For example, if an employer offers a good attendance bonus of Rs. 2 to every worker who puts in 24 out of 26 working days, he cannot confine the giving of that Rs. 2 only to those workers who put in regular

attendance. If there are 26 working days in a month and the wages of workers in a particular department are Rs. 24 a month, then if a bonus of Rs. 2 is offered for good attendance, the wages of each worker in that department automatically become Rs. 26. The actual amount payable will, of course, depend upon the number of days put in by each worker. A man who works the full month gets Rs. 26; the man who worked on 20 days would get 20/26 ths, and so on. The same position arises if a bonus is offered for good work or good production. This would be payable to all workers, whether they turned out good work or bad work. The circular also states that the system whereby a worker who is absent on Saturday or Monday loses two days' pay is also illegal. Nor is it legal to have two rates of pay - one for "good" and one for "bad" work.

The Government has pointed out that the provisions of the Act would be strictly enforced from 1-1-1938 and has, therefore, asked the employers to take the necessary steps to deal with the question of bonus on the above lines.

Note: The Circular has been issued as the definition of 'wages' in the Payment of Wages Act has given rise to considerable difficulties. The underlying idea, as would appear from the report of the Select Committee on the Bill and the debates in the Legislature, in framing the definition as it is framed, was to ensure two things: (a) that bonuses should form part of wages and (b) that an employer should not be able to get over the Act by splitting up what was originally wages ~~into~~ into wages and bonus. On the other hand the view taken by the Bengal and Madras Governments is that, whatever the wording of the definition of 'wages' in the Payment of Wages Act, under no circumstances can a bonus become part of wages until it has been earned by fulfilling the conditions governing the offer of the bonus.

(Summarised from the ^{Bombay Government's} Circular, a copy of which was forwarded to this Office by the Commissioner of Labour, Bombay.)

Industrial Organisation.
Employers' Organisations.

15th Session of Upper India Chamber of Commerce:
Employer-employee relationships in U. P. .

The 15th session of the Upper India Chamber of Commerce was held at Cawnpore on 25-2-1938 with Mr. H. Horsman as President.

In his presidential address, Mr. Horsman dealt with the difficult problem of employer-employee relationships, and explained the employers' view-point. Below is a summary of the views expressed:-

The recent wave of labour unrest in Cawnpore and in other industrial centres is ascribable largely to the extravagant election promises of the Congress. These gave a free rein to the demands of left-wing elements in the Congress, who have no belief in parliamentary methods, but advocate Communist methods. There was need for changes, but changes should be brought about by evolutionary methods. As a last resort, labour had the right to strike; but much of the present labour unrest can be avoided by closer co-operation between employers and employees. He said: "I am therefore quite prepared to recognise a legitimate and responsible trade union of the right kind..... Such a trade union, if it is to be legitimate and genuine, must accept the principle of collaboration with the employer and co-operation with him on the basis of adjustment of rights coupled with the realisation that business can only function and continue provided there is present the incentive of gain and an appreciation of the fact that the worker is only entitled to the wages the industry as a whole can reasonably afford to pay." These were also the views of the recently started Employers' Association of Northern India whose members employed 85 per cent. of the workers of Cawnpore. Government and local bodies, apart from employers, also have considerable obligations in the matter of improving the conditions under which workers live and toil.

(The Leader, 27-2-1938.)

28

Economic Conditions.

Budget of the Government of India, 1938-39. +

The Budget of the Government of India for 1938-39, excluding the Railways, was presented in the Legislative Assembly on 26-2-38 by Sir James Grigg, the Finance Member. It provides for a small surplus of Rs. '9 million, and contains no proposal for increased taxation, nor any relief from existing taxation.

1938-39 Budget. The financial position for 1938-39 is as follows:

Revenue .....	...	Rs. 859.2 million.
Expenditure..	...	Rs. 858.3 million.
Surplus		Rs. .9 million.

Revised Estimates, 1937-38.— The revised estimates for 1937-38 show a total improvement of Rs. 39 million in revenue, but as there is an increase of Rs. 32.2 million in expenditure, the net improvement is Rs. 6.8 million. The Budget estimates provided for a nominal surplus of Rs. .7 million after utilising the whole of the Revenue Reserve Fund of Rs. 18.4 million, but only Rs. 10.9 million will now be required, and Rs. 7.5 million will be carried forward to 1938-39.

Economic Conditions.— The Budget discloses that the American economic recession is travelling eastwards, but it also indicates that the progress of economic recovery in India has not so far been seriously interrupted. Summing up the financial position, the Finance Member said that the Government of India had two main tasks in view— the financing of the new constitution and the provision of money for rural development. The first, he observed, involves an anxious regard for the health of Central finances and also preparations for meeting smoothly the successive obligations which the new constitution entails. As regards rural development, he now recognised that the main responsibility for this has been entrusted to the provinces.

Items on the military side necessitating increased expenditure are the mechanisation of British cavalry regiments of the Indian army and of some Indian units, improvement of coast defences and the starting of a munition factory in India.

(The Gazette of India Extraordinary dated
26-2-1938 - pages 69-82). +

Railway Budget for 1938-39.+

The Railway Budget for 1938-39 was presented in the Legislative Assembly on 14-2-1938 by Sir Thomas Stewart, Communications Member of the Government of India.

Outstanding Facts.- The Budget revealed an actual surplus of Rs. 27.5 millions in 1937-38 and an anticipated surplus of Rs. 25 millions in 1938-39; the actual surplus of 1936-37 was Rs. 12.5 millions. The surplus of Rs. 27.5 millions in 1937-38 will be handed over to the Central Government.

Employer-Employee Relationships.- The Communications Member, in his budget speech, referred briefly to employer-employee relationships on Indian railways and said:

"In the sphere of labour, the maintenance of harmonious industrial relations is of cardinal importance, and we, the largest individual employer of labour in India, have had under consideration for some time past the question of improving the machinery for the prevention and settlement of disputes on railways. This is a problem which was given prominence by the Whitley Commission, and it has been examined in the light of their views and in the light of discussions between the Railway Board and the All India Railwaymen's Federation."

After referring to the appointment of Colonel Wagstaff as Conciliation Officer (vide p. 21 of our Nov. 1937 report), the Communications Member said: "It is our intention, after he (Col. Wagstaff) has completed his organisation, to establish an Industrial Advisory Board under the chairmanship of Sir Zahid Suhrawardy, to which the Conciliation Officer can refer important disputes which he has been unable himself to resolve." +

Social Conditions.Liquor Bars to close on Mill Pay Day:Bombay Government's Decision. ✓

The Bombay Government have decided that after 31-7-1938, when the present licences expire, all bars, liquor shops and toddy booths in Bombay City and Island shall be closed on the pay day fixed by the Millowners' Association, Bombay, for mills employing 1,000 or more workers, and the subsequent day. Fresh auctions will take place subject to this condition.

Licences for foreign liquor shops selling liquor either for spot or outside consumption, liquor stalls, refreshment rooms supplying toddy, tree-foot booths and country liquor shops in the city will be issued subject to this rule. The condition will be operative from August 1, from which ^{date} the "toddy year" begins.

This decision has been taken with a view to wean away mill operatives from drink. The Times of India dated 15-2-1938 in an editorial comment points out that the ban may tend to increase the consumption of methylated spirit and increase the use of drugs such as opium. It may also encourage millhands to spend in the end more money on drink since some of them may purchase and borrow to purchase in advance of the "dry" days foreign liquor to be kept in their quarters.

(The Times of India, 14 and
15-2-1938) ✓ +

Prohibition in Salem District: BeneficialEffects on Mill Workers. ✓ +

One of the first acts of the Congress Ministry of Madras after taking up office in the latter half of 1937 was the passing of the Prohibition Act, 1937, which was applied in the first stage to Salem District. The following information regarding the effects of prohibition on workers and their families is taken from a press communique dated 26-2-1938 on the progress of the scheme of prohibition issued by the Government of Madras. (A copy of the press communique has been forwarded to this Office by the Government of Madras on 26-2-1938).

According to the Managing Director of the Rajendra Spinning Mills, Ltd., Salem, the introduction ~~has~~ had a most salutary effect on the 2,000 odd workers of the mill. The Managing Director reports:

"One of the difficulties in pre-prohibition days was that most of the workers were very irregular in their attendance, several machines having to be stopped during night shifts. A month after prohibition had been introduced, the attendance of the labourers had become regular and the required number of skilled labourers for the purpose of running the mill both night and day were available. In pre-prohibition days quarrels were frequent in the night, and the Managing Director never got an undisturbed night's rest, having frequently to get up and pacify fighting ~~the~~ labourers. These quarrels have now ceased and the machines are much better looked after. Production has increased and expenditure decreased. The outturn has actually doubled since prohibition came into force. Prohibition is particularly beneficial to the women in the mills. They were sickly, dirty and clad in rags; now every woman has two or three sarees, most of them have petty coats, and 50 per cent of them wash daily. Their financial position has also improved; they have redeemed their jewels which they mortgaged due to extravagance. Children are better clad and cleaner. Dwelling houses have improved and lights have been introduced into houses which were formerly unlit."

Sickness Insurance for Indian Workers:

No Legislation contemplated at present stage.* +

A summary of the proposals of the Government of India in regard to the implementing of the recommendations of the Whitley Commission on the institution of sickness insurance schemes in India, contained in a Circular Letter (No. L-3019 dated 30-4-1935) addressed to Provincial Governments, was given at pages 12 to 14 of our May 1935 report. The Government of India has now published in Bulletin form the views on the subject of the Provincial Governments, and its own conclusions. Below is given a brief summary of the conclusions of the Government of India:

History of the Question: In a preliminary survey of the question, the Government points out that the question of instituting sickness insurance schemes in India first came under the consideration of Government in 1927 in connection with the Draft Convention concerning sickness insurance for workers in industry, ~~commerce and agriculture~~, which the International Labour Conference adopted at its 10th Session. (A review of the action taken on these conventions (which were not ratified by India) is contained in the Report of the Royal Commission on Labour (pages 265-6) under the heading "International Labour Conventions").

Recommendations of Whitley Commission: The Commission discussed the whole question on pages 265-9 of their report and recommended (Recommendation No. 212) that all methods should be explored for alleviating hardship among workers arising from lack of provision for sickness. While putting forward proposals for a tentative scheme, they were of the opinion that the existing material was quite inadequate for the introduction of any complete scheme, and they recommended preliminary enquiries with the aid of a small Committee from the Central Legislature and thereafter statistical enquiries to be conducted, as the preliminary enquiries would be, with expert medical and actuarial assistance. Subsequently the results of the enquiries were to be submitted to a more formal Committee.

Decision to drop Statistical Enquiry: The Government of India discussed the possibility of implementing these recommendations with the Standing Advisory Committee of the Central Legislature. The idea of instituting detailed statistical enquiries on the basis of Experience Cards was abandoned as it was found that such procedure would entail labour and expense out of proportion to the value of the results that are likely

* Bulletins of Indian Industries and Labour. No. 63 - Sickness Insurance. Published by order of the Government of India - Manager of Publications, Delhi. Price Rs.1-2-0 or 2s. pp.129

to be achieved.

Consultation with Provincial Governments: The Government of India, therefore, felt that it would be better to pursue the idea of introducing in single establishments actual schemes, of the type envisaged by the Commission as "A Tentative Scheme" (pages 268-9 of the report), wherever medical facilities could be made available by Government, provided that ~~the~~ employers and workers were willing to contribute. The Government placed the matter before the Standing Advisory Committee on the 28th March 1935; the Committee approved the letter expressing the above views which was issued to local Governments on the 30th April 1935.

Views of Provincial Governments: (a) Statistical Enquiry: The Provincial Governments have expressed general agreement with the Government of India that ~~the~~ statistical enquiry would be too elaborate in character, besides being almost impossible to execute and, that even if it could be carried out, it would yield unreliable results which would not be commensurate with the time, trouble and cost involved. The Government of Bombay suggested that the Experience Cards maintained for the past few years might be tested in one or two industrial establishments of the Government of India; but the experience of only one or two Government industrial concerns could not furnish adequate statistical data for general application, and with Government employees ~~the comparison~~ would be further vitiated by the fact that they are a selected class chosen after a preliminary medical examination. The Government of India therefore considers that further statistical enquiries are not likely to lead to any useful result.

Initiation of Small Schemes: With regard to the suggestion for building on actual experience of small schemes, the replies generally agree that this is a sounder method than a general statistical enquiry, but the provincial Governments point out that no experience is available on which to build. They have only been able to furnish details of 14 schemes in actual operation. The benefits provided in them vary from the mere provision of medical aid and medicine, to payment of a proportion of wages for an indefinite period during sickness. In some cases other benefits such as funeral expenses, temporary loans, and lump-sum payments for births and deaths are given. There are so few schemes in operation and even in them so much variety in the nature of the benefits given that these schemes cannot be used as a basis for conclusions about the incidence of cost of a sickness insurance scheme for any class of workers in India.

Difficulties in Introducing Schemes: As regards initiating experiments with small schemes applicable to individual establishments, it has been urged that even these would require some preliminary statistical investigation and that the migratory habits of labour introduce a very uncertain factor into the calculations. Provincial Governments are not hopeful of being able to persuade employers to embark upon experimental schemes in the present conditions of industry and with the present wage position the workers are not likely to show much readiness to join contributory schemes. Only two such voluntary schemes for sickness benefits

have been discovered, and it is noteworthy that in that one of them for which full details are available only 37 out of 7,286 workers have agreed to contribute, ~~to it~~. Nor are provincial Governments themselves able to face expenditure on the administration of such schemes, or on the provision of extra medical facilities for a special class of the population in urban areas which are already more liberally provided with them than rural areas, and in any case the practical difficulties of associating medical relief with the payment of such benefit are considered to be almost insuperable. To start experimental schemes in factories under the control of the Government of India, as suggested by one provincial Government, would serve no purpose in this connection since employees in Government factories generally are ~~ready~~ much better treated under the ~~max~~ service rules than they could hope to be under any general scheme of sickness insurance. Further, experience derived from a selected class of employees would not be of use for general application.

Final Conclusion: No action contemplated at present: At the present moment, there is, therefore, a lack of real demand for ~~an~~ experimental schemes on the part of provincial Governments and employers and, indeed, from workers if the schemes are to involve contributions from them. But schemes can be started by employers where conditions are favourable on the empiric lines suggested by the Commission and the Payment of Wages Act makes it possible to deduct contributions from wages for sound schemes. ~~The powers of the Government of India are limited to legislation~~ and as no provincial Government is in a position at present to take up the problem on general lines it cannot take any further action at this stage on this question.

(A copy of the Government of India Bulletin: "Sickness Insurance" (No. 63 of the Indian Industries and Labour) was forwarded to Geneva with this Office's minute D.1/392/38 dated 24-2-1938.)+

Efforts to reduce House Rents in Bombay:

The Bombay Rent Bill, 1938. -

Leave was granted on 17-1-1938 to Mr. S.C.Joshi to introduce in the Bombay Legislative Council a Bill to regulate the rents of premises in the Bombay Presidency (The Bombay Rent Bill, 1938 - Legislative Council Bill No.1 of 1938). Below is given a brief account of the conditions necessitating such a Bill and a summary of its provisions taken from the statement of objects and reasons:

Previous Legislation.- The Bombay Rent Acts Nos. II and VII of 1918 were passed at a critical time when the purchasing and spending power of the people of Bombay City had been considerably reduced and when the house-rents used to absorb most of the rise in wages. The urgency and necessity of a Rent Act, it is pointed out, are greater in 1938 than during the period 1918-1928. During recent years, on account of trade depression with its usual consequences - acute unemployment, lower wages, keen competition, etc., - the condition of the lower and the middle classes has become very miserable.

Acute Housing Shortage.- While economic conditions have deteriorated, it is pointed out that the inadequacy of the housing accommodation in the City of Bombay is more acute than ever before. While in 1921, about 64 per cent of the population lived in one-roomed tenements, in 1931 the percentage rose to 67. The 1931 census report records "there is no improvement in lowering of the density of population in the over-crowded localities." The smaller tenements which experienced a heavy increase in rental immediately after the expiry of the Rent Act in 1928, have continued to be heavily rented and the percentage of rent paid by middle and the lower classes to their wages, it is pointed out, is perhaps more today than what it was in the boom-period before and during 1918-1928 when the Rent Act was in force.

Main Provisions of the Bill.- The Bill is largely drafted on the lines of the Bombay Rent Acts Nos. II and VII of 1918. Unlike those Acts, however, the present Bill applies only to premises the rent of which does not exceed Rs. 200 per month. It applies in the first instance to the City of Bombay and the municipal and notified areas in the Bombay Suburban and Thana Districts. It is intended to remain in force only for five years.

Restriction on Increasing Rents: Standard Rent to be fixed.- A special and simpler procedure is laid down in fixing the standard rent of small premises (that is premises the rental of which does not exceed Rs. 50 a month) than other premises. The standard rent is defined in the case of premises other than small premises, as rent which shall be less by 25 per cent. than the rent at which the premises were let on 1st January 1936 or shall be first let between this day and the

day of the commencement of the operation of this Bill when it becomes law; and in the case of small premises as rent fixed by the controller appointed for this purpose, having regard to the provisions of this Bill. Any rent above the standard rent is made irrecoverable in the case of small premises; and in others except for improvements, etc.

Other Provisions.- The payment of fine or premium in consideration of grant, renewal or continuance of any tenancy is made illegal and provision is made for recovery of such payment. The Bill provides for the recovery of rent which should not have been paid and fines and penalties are imposed for recovering excess rent and disturbance of easements. The interest of the tenant as against the landlord is also secured by laying down that rents shall be fixed according to the Gregorian calendar only. Advance recovery of rent and deposit in excess of a month's rent are prohibited.

(Summarised from text of Bill published at pages 217-235 of Part V of the Bombay Government Gazette dated 31-1-1938).+

Housing of Bombay Workers:
Government appoints Committee. +

A committee to deal with the problem relating to the housing of labour in Bombay has been appointed by the Government of Bombay with the Hon. Mr. B.G.Kher, Premier, as Chairman. The members of the committee are the Hon. Mr. M.Y.Nurie, Minister for Public Works, and Mr. Gulzarilal Nanda, Parliamentary Secretary for Labour. The Executive Engineer, Presidency Division, will be Secretary to the Committee. The Government considers that the Development Department chawls can be utilised to solve the problem if they are ~~at~~ suitably altered.

(The Times of India, 5-2-1938).
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Labour Welfare Work in Cawnpore:

Grant of Rs. 10,000/- by U. P. Government.

The Government of the United Provinces has recently sanctioned a grant of Rs. 10,000/- for labour welfare work in Cawnpore.

A beginning has already been made in connection with this work by the non-official Advisory Committee appointed for the purpose, and four welfare centres have been opened in important mill labour areas. The work of each centre is controlled by a paid organizer and a paid assistant. At present each welfare centre has an allopathic dispensary with a whole-time compounder and a part-time qualified doctor in charge. A reading room, a library and a gymnasium are also attached to each centre and it is intended to organize sports, picnics, and other entertainments for the benefit of workers.

As a result of a representation made by the Welfare Advisory Committee, the Cawnpore Municipal Board recently passed a resolution sanctioning a sum of Rs. 500 per month for the distribution of milk to working class children and for the supply of warm clothing to working class women. It is expected that the money will be available from the next financial year (1-4-1938 to 31-3-1939)...

Wardha Education Scheme: Discussed by Central Advisory
Board of Education.

The problem of educational reconstruction as suggested in the Abbott-Wood Report on Vocational Education in India (vide pages 84-86 of our July 1937 report) and the Wardha Educational Scheme (vide pages 33-34 of our January 1938 report) was one of the main subjects of deliberation by the Central Advisory Board of Education which met in New Delhi on 28-1-1938.

Vocational Education.- In 1935 the Board passed a series of important resolutions suggesting a radical reform of the present system of education so that, apart from providing instruction which would lead to universities and to professional colleges, the system might have stages at the end of which students could branch off either to occupations or to vocational schools. The Board had also suggested that expert advice would be of value in organizing a scheme of reconstruction (vide pages 56-58 of our December 1935 report).

The Abbott-Wood Report.- The Government of India in consultation with the Provincial Governments, accepted this suggestion and the services of two experts - Mr. A. Abbott, C.B.E., formerly Chief Inspector of Technical Schools, Board of Education, England, and Mr. S.H. Wood, M.C., Director of Intelligence, Board of Education, England - were obtained for this purpose. As these experts considered that an intensive study of a limited area would be more profitable than a necessarily cursory survey of the greater part of British India, they limited their investigation mainly to three provinces, viz., the United Provinces, the Punjab and Delhi, although they discussed their problems with administrators, teachers and others concerned with education from practically every province.

Sub-Committee to consider Wardha Scheme.- The Abbott-Wood Report was considered by the Board at its meeting held on 28-1-1938 and in connection with it the Wardha educational scheme ~~also~~ ~~pp.~~ After a general discussion, the Board appointed a sub-committee consisting of the following members with powers to co-opt, to examine the scheme of educational reconstruction incorporated in the Wardha Scheme in the light of the Wood-Abbott Report and other relevant documents, and to make recommendations:-

The Hon'ble Mr. B.G. Kher, Premier and Education Minister, Bombay, Chairman; The Hon'ble Dr. Syed Mahmood, Minister for Education, Bihar; The Hon'ble Pandit R.S. Shukla, Minister for Education, Central Provinces; Lady Grigg; Rajkumari Amrit Kaur; Dr. Sir Zia-ud-Din Ahmad, M.L.A., Vice-Chancellor, Aligarh Muslim University; Mr. J.E. Parkinson, Educational Commissioner with the Government of India, Mr. R.M. Statham, C.I.E., Director of Public

Instruction, Madras; Mr.W.H.F. Armstrong, Director of Public Instruction, Punjab; Mr. Syamaprasad Mookerjee, Vice-Chancellor, Calcutta University; Dr. Zakir Husain, Principal, Jamia Millia Islamia, Delhi; Khan Fazl Mohammad Khan, Director of Public Instruction; Hyderabad State.

After the Sub-Committee has reported, the Board will consider the recommendations made and the action which should be taken on these recommendations.

Control of Primary Education.- Another subject of considerable importance that engaged the attention of the Board was the problem of administration and control of primary education. At its second annual meeting held in 1936, the Board had decided to refer this question to its Vernacular Education Committee. This sub-committee reported that there was need of more efficient administration and control of primary education and that, inter alia, the Government should take over the control from local bodies. After a general discussion, the Board decided that a copy of the report should be forwarded to Provincial Governments for consideration and such action as they might consider necessary.

National Centre of Educational Information.- Among the other subjects considered was the formation of a National Committee of Intellectual Co-operation in India. A communication had been received from the organisation of the League of Nations for Intellectual Co-operation regarding the establishment of such a body in India. The Board decided that it should itself function as a National Centre of educational information in India whilst the Inter-University Board should act as the national committee on matters concerning higher education.

(Summarised from an Unofficial Note dated 3-2-1938 issued to the press by the Director of Public Information with the Government of India.) +

Maritime Affairs.

Government of India Canvasses views on Hours
of Work and Wages of Indian Seamen. +

On 8-12-1937 the Government of India (Department of Commerce) despatched to provincial Governments a circular letter forwarding copies of the Draft Convention and Recommendation on the subject: "Hours of Work and Manning" adopted at the 21st (Maritime) Session of the I.L.Conference (October 1936), reviewing the past discussions on the question of the hours of work for seamen, and recording its (Government of India's) conclusion that the provisions of the Convention had not been framed with due reference to the conditions in India, and were therefore not suitable for application to India at present.

The letter pointed out that as the Convention was unlikely to be ratified in the immediate future by Great Britain, its ratification by India would have the effect of introducing for Lascars shorter hours ^{than} even ~~than~~ those applying to British seamen with whom they mainly come into competition. In the circumstances, ~~the Government expressed the view that the question should be~~ postponed for a decision until such time as Great Britain ratified the Conventions and applied its provisions to British seamen.

Regulation of Hours without ratifying Convention.- While declaring itself against immediate ratification of the Draft Convention on Hours of Work of Seamen, the Government of India felt, especially in view of its undertaking to propose a reduction in the working hours of Indian seamen if ~~the~~ hours of work are reduced for seamen generally, that the time had come to attempt some regulation of the hours of work of Indian seamen. In this connection the Government of India were advised that the hours of work prescribed for British seamen by the National Maritime Board Agreements - which apply only to foreign-going ships - were suitable for Indian seamen and might be adopted subject to suitable modifications, where necessary, without having an adverse effect on the opportunities of employment for Indian seamen; and the Government of India thought that the working of these agreements would afford experience which might be useful in connection with the ratification of the Convention at a future date. Before proceeding further in the matter, however, the Government of India were desirous of obtaining the views of those likely to be affected by these proposals, and they desired also to receive suggestions in regard to (a) a suitable tonnage limit for the classes of ships to which the proposed regulations should be made applicable, and (b) regarding the scale of overtime wages to be applied to Indian seamen. As regards (b) the Government of India suggested that the over-
time

might be expressed as a percentage of the regular wage, having regard to the fact that the wages of lascars are not regulated by law, but are left to be settled between employers and crew at the time of engagement.

Views of Bengal Chamber of Commerce: No Regulation of Hours and no Scale for Overtime needed.- Consulted with regard to its views on the subject, the Committee of the Bengal Chamber of Commerce, expressed itself against the ratification of the Convention and disagreed with the Government's view that there was need for regulation of hours of Indian seamen. The following, is a summary of the Chamber's views:

The Draft Convention on Hours of Work and Manning, is not in the best interests of Indian seamen and, if applied to lascars, would result in more hardship than gain, as it would become increasingly difficult for lascars to obtain employment owing to their inferior physique and lower level of education. The Chamber Committee do not agree with the Government of India's view that the time has come to attempt some regulation of the hours of work of Indian seamen, as these hours of work compare favourably with those of other nations. Whilst holding this view, the Chamber Committee have the following comments to offer in regard to questions (a) and (b):

No tonnage limit.- If changes are introduced, then it is considered that these should apply to all classes of ships, and that there should be no tonnage limit, as it very often happens that the lascars on smaller ships, calling at a number of ports, have to work harder than those on larger vessels proceeding on long distances involving no ~~inter~~ intricate navigation.

No need for Overtime Scales.- No scale of overtime should be fixed and no overtime should be necessary. At the present time, the usual practice is for off time to be allowed to men when they have to work extra hours when arriving or leaving port or for other reasons. The Chamber points out that it is true up to a point, that wages of lascars are left to be settled between the employers and the crew at the time of engagement; but in most ports there is a recognised minimum scale which is well-known to both parties. It is also pointed out that, even in Great Britain, seamen's wages are not regulated by law but by agreement between the parties interested.

(Summarised from a Note on the subject published in the Abstract of Proceedings for December 1937 of the Bengal Chamber of Commerce, Calcutta.) +

General.51st Session of Indian National Congress-
Haripura, February 1938.

The 51st Session of the Indian National Congress was held from ~~14~~¹⁷ to 21-2-1938 at Haripura, a village in Bardoli Taluka, Gujerat, under the presidentship of Mr. Subash Chander Bose. This was the second village session of the Congress, a new move indicating more complete identification with rural India.

Presidential Address.- The following are the main points brought out in the presidential address delivered by Mr. S.C. Bose:

Capitalism must go.- Referring to the need for a socialist base for the future India, he said: "There is an inseparable connection between the capitalist ruling classes in Great Britain and the colonies abroad. As Lenin pointed out long ago, "reaction in Great Britain is strengthened and fed by the enslavement of a number of nations." The British aristocracy and bourgeoisie ~~exist primarily because there are colonies and overseas dependencies to exploit.~~ The emancipation of the latter will undoubtedly strike at the very existence of the capitalist ruling classes in Great Britain and precipitate the establishment of a socialist regime in that country. It should therefore be clear that a Socialist order in Great Britain is impossible of achievement without the liquidation of colonialism. We therefore are incidentally fighting for the economic emancipation of the British people as well."

Planned Economic Progress.- After referring to the dangers entailed by the too rapid increase of the Indian population, he dealt with economic reconstruction, and said: "Our principal problem will be how to eradicate poverty from our country. That will require a radical reform of our land-system, including the abolition of landlordism. Agricultural indebtedness will have to be liquidated and provision made for cheap credit for the rural population. An extension of the co-operative movement will be necessary for the benefit of both producers and consumers. Agriculture will have to be put on a scientific basis with a view to increasing the yield from the land."

State-owned and Controlled Industries.- "To solve the economic problem, agricultural improvement will not be enough. A comprehensive scheme of industrial development under state-ownership and state-control will be indispensable. A new industrial system will have to be built up in place of the old one which has collapsed as a result of mass production abroad and alien rule at home. The planning commission will have to consider carefully and decide which of the home industries could be x

revived despite the competition of modern factories, and in which sphere, large scale production should be encouraged. However much we may dislike modern industrialism and condemn the evils which follow in its train, we cannot go back to the pre-industrial era, even if we desire to do so. It is well therefore that we should reconcile ourselves to industrialisation and devise means to minimise its evils and at the same time explore the possibilities of reviving cottage industries where there is a possibility of their surviving the inevitable competition of factories. In a country like India, there will be plenty of room for cottage industries, especially in the case of industries including handspinning and weaving allied to agriculture."

Socialising Industry and Agriculture.— "Last but not least, the State, on the advice of a planning commission, will have to adopt a comprehensive scheme for gradually socialising our entire agricultural and industrial system in both the spheres of production and appropriation. Extra capital will have to be procured for this, whether through internal or external loans, or through inflations.

Relations with A.I.T.U.C. and Kisan Sabhas.— Dealing with the relations of the Congress with the All India Trade Union Congress and the Kisan Movement, he said: "There are two opposing schools of thought on this question - those who condemn any organisations that are outside the Congress and those who advocate them. My own view is that we cannot abolish such organisations by ignoring or condemning them. They exist as objective facts and since they have come into existence and show no signs of liquidating themselves, it should be manifest that there is an historical necessity behind them. Such organisations should not appear as a challenge to the National Congress which is the organ of mass struggle for capturing political power. They should, therefore, be inspired by Congress ideals and methods and work in close co-operation with the Congress. To ensure this, Congress workers should in large numbers participate in trade union and peasant organisations. Co-operation between the Congress and the other two organisations would be facilitated if the latter deal primarily with the economic grievances of the workers and the peasants and treat the Congress as a common platform for all those who strive for the political emancipation of their country."

Collective Affiliation of Workers' Organisations.— On this point he said: "The day will come when we shall have to grant this affiliation in order to bring all progressive and anti-imperialist organisations under the influence and control of the Congress. There will, of course, be difference of opinion as to the manner and the extent to which this affiliation should be given and the character and stability of such organisations will have to be examined before affiliation could be agreed to. In Russia, the United Front of the Soviets of workers, peasants and soldiers played a dominant part in the October Revolution - but, on the contrary, in Great Britain we find that the British Trades Union Congress exerts a moderating influence on the National Executive of the Labour Party. In India we shall have to consider care-

fully what sort of influence, organisations like the Trade Union Congress and the Kisan Sabhas will exert on the Indian National Congress in the event of affiliation being granted, and we should not forget that there is the possibility that the former may not have a radical outlook if their immediate economic grievances are not involved. In any case, quite apart from the question of collective affiliation, there should be the closest co-operation between the National Congress and other anti-Imperialist organisations and this object would be facilitated by the latter adopting the principles and methods of the former."

New Working Committee -1938.- The following 14 persons will constitute the Working Committee, or the Cabinet, of the Congress for 1938:

Mr. Subhas Chandra Bose, Mr. Vallabhbhai Patel, Pandit Jawaharlal Nehru, Khan Abdul Gaffar Khan, Maulana Abul Kalam Azad, Babu Rajendra Prasad, Mrs. Sarojini Naidu, Mr. Balabhai Desai, Seth Jammalal Bajaj, Dr. Pattabhi Sitaramayya, Mr. Sarat Chandra Bose, Mr. Jairamdas Doulatram, Acharya Kripalani and Mr. Hari Krishna Mehta. Seth Jammalal Bajaj will continue to be the treasurer and Acharya Kripalani the General Secretary.

Resolutions Adopted.- The Congress Session concluded on 21-2-1938 after adopting a number of resolutions, the more important of them being these relating to: (1) the Ministerial crisis in U.P. and Bihar, (2) The Federal Constitution, (3) Indian States, (4) the Kisan Movement, (5) rights of minority communities, (6) national education, (7) foreign policy and war danger, (8) Indians overseas, (9) Indian labourers in Ceylon, (10) Indians in Zanzibar, (11) Discriminatory legislation in Kenya, (12) Excluded Areas, etc. Below are given extracts from the more important resolutions:

1. Federation.- The Congress has rejected the new Constitution and declared that a constitution for India which can be accepted by the people must be based on independence and can only be framed by the people themselves by means of a constituent assembly. The Congress is not opposed to the idea of Federation, but a real Federation must, even apart from the question of responsibility, consist of free units enjoying more or less the same measure of freedom and civil liberty and representation by democratic process of election. Indian States participating in the Federation should approximate to the provinces in the establishment of representative institutions, responsible Government, civil liberties and the method of election to the Federal House. The Congress therefore reiterates its condemnation of the proposed Federal scheme and calls upon

provincial and local Congress Committees and the people generally, as well as provincial Governments and Ministries, to prevent its inauguration.

2. Congress Ministries.— The Congress welcomes the formation of Congress Ministries in seven provinces and appreciates the work done by them in the face of the difficulties inherent in the situation. The Congress fully appreciates that under the present constitution, British Imperialism is entrenched and preserved and popular ministries are restricted and circumscribed and are unable to tackle effectively the grave problems that demand solution. For a proper solution of these problems the present constitution must be removed and replaced by a constitution of an independent India, framed by Indian people and allowing full scope for their advancement.

Meanwhile, the Congress Ministries must make every effort to give effect to the Congress programme as given in the election manifesto. The Congress has permitted formation of Ministries by Congressmen with a view to strengthening the people and hastening their march to the goal of independence. This objective must, therefore, always be kept in view in all the activities inside legislatures as well as outside, and it must further be remembered that the work outside the legislature is a vital part of the Congress programme. The Congress trusts that there will be full co-operation between Congress Ministries and Congress organisations and people generally so that the national movement may be co-ordinated in all its phases and may grow in strength. For the success of the work inside as well as outside legislatures, discipline and an atmosphere of non-violence are necessary.

3. Indian States.— The Congress stands for full responsible Governments and the guarantee of civil liberty in the States and deplors the present backward conditions and utter lack of freedom and suppression of civil liberties in many of these States. The Congress considers it its right and privilege to work for the attainment of this objective in the States, but under the existing circumstances the Congress is not in a position to work ~~with~~ effectively to this end within the States, the numerous limitations and restrictions imposed by the rulers or by the British authority working through them ~~to~~ hamper its activities. It is not in consonance with the dignity of the Congress to have local committees which cannot function effectively or to tolerate indignity to the national flag.

The Congress, therefore, directs that for the present no Congress Committee be established in an Indian State and that the internal struggles of the people of the States be not undertaken in the name of the Congress. For this purpose, independent organisations should be started or continued where they exist already within the States. The people of the States may, however, become Congress primary or elective members, but the Committee of which they are members must be situated outside the States.

4. National Education.- The Congress is of opinion that for primary and secondary stages, basic education should be imparted in accordance with the following principles: (1) Free and compulsory education should be provided for seven years on a nation-wide scale. (2) The medium of instruction must be the mother-tongue. (3) Throughout this period, education should centre round some form of manual and productive work and all the other activities to be developed or the training to be given should as far as possible be integrally related to a central handicraft, chosen with due regard to the environment of the child.

Accordingly an All-India Education Board to deal with this basic part of education should be established, and for this purpose, authorises Dr. Zakir Hussain and Mr. E. Aryanayagam to take immediate steps under the advice and guidance of Gandhiji to bring such a Board into existence in order to work out a programme of basic national education and to recommend it for acceptance to those who are in control of State or private education.

5. Kisan Sabhas.- In view of certain difficulties that have arisen in regard to Kisan Sabhas and other organisations in some parts of India, the Congress desires to clarify the position and state its attitude in regard to them.

The Congress has already fully recognised the right of kisans to organise themselves in peasant unions. Nevertheless it must be remembered that the Congress itself is in the main a kisan organisation and as its contacts with the masses have increased, vast numbers of kisans have joined it and influenced its policy. The Congress must and has in fact stood for these kisan masses and championed their claim and has worked for the independence of India, which must be based on freedom from exploitation of all our people. In order to achieve this independence and strengthen kisans and realise their demands, it is essential that the Congress be strengthened and that kisans should be invited to join it in ever larger numbers and organised to carry on their struggle under its banners. It is thus the duty of every Congressman to work for the spread of the Congress organisation in every village in India and not to do anything which weakens this organisation in any way.

While recognising the right of the kisans to organise kisan sabhas, the Congress cannot associate itself with any activities which are incompatible with the basic principles of the Congress and will not countenance any activities of those Congressmen who, as members of kisan sabhas, help in creating an atmosphere hostile to Congress principles and policy. The Congress, therefore, calls upon Provincial Congress Committees to bear the above in mind and in pursuance of it take suitable action wherever called for.

6. Indian Labourers in Ceylon.- The Congress is deeply concerned over threatened estrangement of feelings between the people of Ceylon and the Indian population in the island consequent on certain legislation in regard to local administration and apprehensions as to discriminatory measures that may

47

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further be taken. The Congress urges on the Government of Ceylon and her public men not to adopt any policy directly or indirectly aimed at discrimination as against Indians living and carrying on their avocations in Ceylon. In particular, the Congress notes with regret that laws have been recently framed so as to deny to the Indian labourers, who have helped and are helping in the development of the resources of the island, franchise in local administration and make Indian residents apprehend further restrictions on their civil rights and to feel that they are to be relegated to an inferior political status. The Congress hopes that such measures will not be undertaken and that any legislation that has created such feeling will be so modified as to make India feel that, in spite of being under separate Governments, Ceylon and India are one and inseparable in so far as the people are concerned.

7. Indians in Zanzibar. - The Congress expresses its appreciation of the response of the Indian people to the appeal made on behalf of the Congress to refrain from the use of cloves and that their boycott of trade in cloves has been complete and satisfactory. The Congress congratulates Indians in Zanzibar and clove merchants in India on the manner in which they have maintained this boycott. The Congress, however, regrets that ~~the question of the rights of Indians in Zanzibar regarding~~ ^{internal} and export trade has not yet been satisfactorily solved. The Congress repeats its request to the Indian people to continue the ~~disuse of cloves and press upon the attention of the merchants the~~ desirability of continuing the boycott of trade in cloves, and trusts that by these measures the Zanzibar Government would be compelled to rescind the objectionable decrees.

8. Discriminatory Legislation in Kenya. - The Congress has learnt with regret that the Government of East Africa are once again making aggressive inroads on the rights of Indians settled in Kenya and protests against this policy of continuous injustice to Indians in East Africa. While realising that full justice and equality of rights and citizenship will not be acquired until India attains complete independence, this Congress protests against the inequitable legislation relating to the reservation of Highlands in Kenya as the monopoly of the white population in Kenya. The Congress trusts that the British Government will recognise that even now it is not too late to call upon the Government of Kenya not to embark on ~~such~~ a course of wanton spoliation and the degrading discriminatory legislation and orders by which the rights of Indians are being sacrificed.

The Times of India, 18 to 22-2-38,
& the Hindu, 18 to 22-2-1938.

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for March 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
1. <u>References to I.L.O.-</u>	
(a) Representation of Burma at I.L.Conference: When necessary, Burma's Representatives to form part of United Kingdom Delegation.	1
(b) India and the Technical Tripartite Conference on Coal Mines; Government of India's Decision not to participate.	1
2. <u>Ratifications.-</u>	
I.L.Convention re. Safety of Workers in Building Industry: Resolution to consult Provincial Governments adopted by Central Assembly.	2-4
3. <u>National Labour Legislation.-</u>	
(a) The Workmen's Compensation (Amendment) Bill, 1937: Passed by Central Assembly on 4-3-1938.	5
(b) The Factories (Orissa Amendment) Bill, 1938: Bill referred for Circulation.	5
(c) Fixation of Minimum Rates of Wages Bill, 1938: Orissa Assembly refers Bill for Circulation.	6
(d) The Trade Disputes (Amendment) Bill, 1936: Bill passed by Central Assembly on 18-3-1938.	6-7
(e) The Bombay Shops Bill, 1938: 9-Hour Day: Paid Holidays: Minimum Age - 12.	7-9
(f) The Indore Payment of Wages Bill: Referred to Select Committee on 28-3-1938.	9-10
4. <u>Conditions of Labour.-</u>	
(a) Efforts to Restrict Output in Jute Industry: Main Lines of Proposed Agreement.	11-12
(b) Report of the Cawnpore Enquiry Committee: Wage Increase and Holidays with Pay is recommended.	13-14
(c) One Month's Leave with Pay for Calcutta Corporation Menial Staff.	15
(d) Working Class Cost of Living Index Numbers for Various Centres in India during December 1937 and January 1938.	15
(e) Increased Wages in Textile Industry: Protests by Employers' Associations.	16-17
(f) Increased Wages Secured by Interim Report; Workers' Complaints of Evasions by Employers.	19-20
(g) Factory Administration in Hyderabad State, 1935-36.	21-22
(h) C.P. Textile Labour Inquiry: Committee appointed by C.P. Government.	22-23
(i) Industrial Labour Conditions in Bihar: Local Government appoints Enquiry Committee.	23

- | | |
|---|-------|
| (j) Definition of "Wages" in Payment of Wages Act; Government of Bombay institutes test case. | 23-24 |
| (k) Forced Labour in Hyderabad State; Paucity of Results achieved through Prohibition Order. | 24 |
| (l) Forced Labour in Oudh; The Harwaha System. | 25 |
| (m) Bill to Penalise Free or Forced Labour: Views of Bombay Chamber of Commerce. | 26 |
| (n) Baroda Mill Workers Demand 54-Hour Week. | 27 |

5. Industrial Organisation.

Employers' Organisations.-

- | | |
|---|-------|
| (a) All India Organisation of Industrial Employers: 5th Annual Meeting, Delhi, 1938. | 28-29 |
| (b) All India Organisation of Industrial Employers: Report of Committee for 1937. | 29-30 |
| (c) 11th Annual Meeting of Federation of Indian Chamber of Commerce and Industry, Delhi, 1938. | 30-33 |
| (d) Indian National Committee of the International Chamber of Commerce: 9th Meeting, 1938, Delhi. | 33-35 |
| (e) Annual Meeting of Bombay Chamber of Commerce, for 1937-38. | 36-37 |

Workers' Organisations.-

- | | |
|---|-------|
| (a) Progress of Trade Unionism in Orissa, 1936-37. | 38 |
| (b) Progress of Trade Unionism in C.P. and Berar 1936-37. | 38-39 |
| (c) Joint Session of A.I.T.U.C. and N.T.U.F. - Nagpur 17 and 18-4-1938: Restoration of Trade Union Unity. | 39 |
| (d) Indian Motor Transport Workers' Union formed. | 39 |
| (e) All India Kisan Committee: Meetings at Haripura on 17, 18 and 20-2-1938. | 40-41 |
| (f) Labour Programme of Congress: Organising Workers through Gandhi Seva Sangh: Discarding of Class War Ideology. | 41-42 |

6. Intellectual Workers.-

Improvement of Service Conditions of Journalists; 16th Annual General Meeting of Indian Journalists' Association, Calcutta.	43
---	----

7. Social Conditions.-

- | | |
|---|-------|
| (a) U.P. Jails Reforms Committee. | 44 |
| (b) The Bihar Prohibition Bill, 1938. | 44-45 |
| (c) Prohibition in Ahmedabad from 20-5-1938: Co-operation of Textile Labour Association. | 45 |
| (d) The C.P. and Berar Prohibition Act, 1938: Application to certain Industrial Areas as from 1-4-1938. | 46 |

8. Public Health.-

Health of Calcutta Students; Report for 1936-37 of Students' Welfare Committee, Calcutta University.	47
--	----

9. Women and Children.-

6th Biennial Conference of National Council of Women in India, Delhi, 7, 8 and 9-3-1938.	48-49
--	-------

~~10. Maritime Affairs.-~~

~~House of Work of India~~

Pages.

10. Maritime Affairs.-

- | | |
|--|-------|
| (a) Hours of Work of Indian Seamen: Views of Bombay Chamber of Commerce. | 50 |
| (b) Minimum Pay of Rs..50/- per month: Bombay Seamen's Demands. | 50-51 |

11. General.-

Standing Committee to advise Government of India Labour Department.	52
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References to I. L. O. +

Representation of Burma at I.L.Conference:

When necessary, Burma's Representatives to form part of United Kingdom Delegation. ✓

In the House of Representatives, Burma, replying to a question put on 2-3-1938 by Mr. U.Myo Nyun (Oil-fields, Non-Indian Labour) whether Burma has the right to send representatives or delegates to represent her at the International Labour Conference held at Geneva annually, the Hon'ble Counsellor to His Excellency the Governor said:-

Burma is not a separate member of the League of Nations and consequently is not a separate member of the International Labour Organisation, with a right to substantive separate representation thereon. It has been arranged, however, that whenever matters of direct interest to Burma are under consideration, the Government of Burma should nominate advisers or experts to represent Burma's views, such advisers or experts being attached to the United Kingdom delegation, and if the extent of Burma's interest in the agenda of a particular conference justifies it, being given the status of substitute or even full delegates in that delegation. Burma's representation at the annual International Labour Conference will therefore be decided each year on a consideration of Burma's interest in the matters on the agenda."

(The Amrita Bazar Patrika, 4-3-1938.) +

India and the Technical Tripartite Conference on Coal Mines:
Government of India's Decision not to Participate. +

According to a press communiqué issued by the Government of India on 1-4-1938, India will not participate in the Technical Tripartite Meeting on the Reduction of Hours of Work in Coal Mines which is scheduled to be held at Geneva in May 1938.

(The Statesman, 2-4-1938.) +

Ratifications.

I.L. Convention re. Safety of Workers in Building Industry: Resolution to consult Provincial Governments adopted by Central Assembly. ✓ +

On 26-3-1938 the Legislative Assembly considered the following resolution moved by Mr. A.G. Clow, Secretary to the Labour Department, Government of India:-

(a) "That Provincial Governments be consulted regarding the desirability and practicability for legislation to secure greater safety for workers in the building industry; and

(b) "That their attention be drawn to the recommendations concerning co-operation in accident prevention and vocational education."

Views of Government of India.- Mr. Clow, in his speech moving the resolution, referred to the comparative absence of hazard in the great bulk of building operations in India where the great majority of buildings consisted of humble cottages. In the bigger cities, however, where building operations required scaffolding and mechanical appliances, they entered the region of hazard. They had no precise statistics, but it was reasonable to suppose that the number of accidents could be reduced by the enforcement of suitable regulations.

As regards the Convention, the preamble was vague, if not woolly, while the recommendations were so extraordinarily precise that it would be almost impossible to enforce them to any large extent at present. He made it clear that whatever form of legislation was adopted, the executive power would vest in the Provinces and could not be assumed by the Centre, so that it was vital to ensure that if legislation was adopted the Provincial Governments were ready to secure effective enforcement. That was why the Provincial Governments were to be consulted. They were to be consulted on three particular questions, namely:

What is the extent and character of the hazard involved?

How far are these hazards to be reduced by these provisions?

and

Which of these provisions the Provinces are in a position to enforce?

Mr. Santanam's Amendment re. Restricted Application to Municipal Areas.- Mr. K. Santanam moved an amendment to the effect that consultation with the provinces be limited to legislation for safety in the building industry "in Municipal areas."

Mr. Clow pointed out that the amendment would place a limit on the views of the provinces who, he thought, should be left free to consider the question fully, although the Government of India, in addressing the provinces, would suggest to them to consider the desirability of dealing with limited well-developed areas.

Mr. Santanam withdrew the amendment.

Mr. Joshi's Criticisms.- Mr. N.M. Joshi moved an amendment to the effect that after consultation with the provinces, the Government should place their decision before the Assembly as soon as practicable. Mr. Joshi declared that the Government of India were showing a sort of hostility to the International Labour Office and were slow and reluctant to ratify its Conventions. In this case the Government of India were going to consult the provinces nearly a year after the Convention was passed. He added that he did not want the Assembly to be deprived of the opportunity to discuss the decisions of the Government on these matters.

Sir C. Jehangir.- Sir Cowasji Jehangir declared that the risks in building operations in India were negligible and the Convention had no application. The risk in Europe was considerable because steel scaffolding was used and the workmen used steel studded boots, while workmen in India, who were innocent of boots, handled bamboo scaffolding and even in Bombay, where building operations were increasing more rapidly than anywhere else in India, accidents were very, very rare.

Mr. Boyle wants Conventions in general terms.- Mr. J.D. Boyle (European Group) refuted the contention that because there were few accidents in India, therefore India should not have safety regulations. He stressed the need for International Conventions being in general terms, and said it was up to the House to ask the Government of India to make it clear to the International Labour Office that the value of their deliberations was wasted by the effort to go into detailed recommendations in respect of many Conventions intended for general application in many countries.

Neglect of Important Conventions.- Mr. B. Das did not think that the resolution would improve the condition of workers. He criticized the Government's policy of adopting the most "harmless" of the International Conventions and ignoring the more important ones.

Possible adverse effects on Building Industry.- Mr. Hussain-bhai Lalji referred to rules for safety which Municipalities already had, but said that he recognized that buildings constructed outside Municipal areas had to be covered. He, however, cautioned the Government to see that the safety measures did not adversely affect the industry.

Protection in Building Industry needed.- Seth Govind Das, heartily supporting the resolution, did not agree that the number of accidents in the building industry in India was small. From his own experience of building houses for his family he knew that bamboo scaffolding was more dangerous than steel scaffolding.

690,000 Building Workers affected.- Professor Ranga said that the building industry was a fast growing one, using modern appliances and methods involving more and more risk and employing no fewer than 690,000 workers. It was no use waiting till the people affected asked for safety measures.

Breach of Correct Procedure.- Mr. Gadgil declared that the convention whereby the House had the privilege of discussing every International ~~Conventions~~, whether it was ratified or not, had been broken. He, however, supported the ~~Convention embodied in~~ the resolution pointing out that the way of wisdom was to legislate in advance of developments.

Mr. Clew's Reply.- Mr. A.G.Clew, replying to some of the points made during the debate, referred to the complaint that there had been a change in the convention of placing ^{Labour} International Conventions before the House. He said that the Government of India never claimed that they were going to decide which of the ~~Conventions~~ should be laid before the House and which not. What was altered in certain respects was the procedure in laying the recommendations before the House.

As regards the question of what the Government were doing with a large number of other ~~Conventions~~, he said the Government hoped before the end of the session to be in a position to lay a statement on the table showing precisely what they proposed to do in respect of each of them. He accepted Mr. Joshi's amendment, but could not promise that Government would move a resolution in a negative sense. It would be for the members of the House, if they were dissatisfied with the Government's decision, to take such action as appeared appropriate to them.

The resolution, as amended, was passed.

(The Statesman, 26-3-1938.) ✓ +

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National Labour Legislation.

The Workmen's Compensation (Amendment) Bill, 1937:
Passed by Central Assembly on 4-3-1938. ✓

The Central Legislative Assembly discussed on 3 and 4-3-1938 the Workmen's Compensation (Amendment) Bill, 1937, as modified by the Select Committee (vide page 2 of our February 1938 report).

Professor N.G.Ranga's amendment suggesting the inclusion of clerks among the employees eligible for compensation under the Act was rejected.

Mr. A. Ayyangar's amendment for the inclusion of bus conductors among persons entitled to benefit was also lost. Sir N.N.Sircar said that the legal opinion was that conductors were actually covered by the Bill as it was, but that it was found in practice later that these persons were not covered, Government would bring an amendment to rectify the position.

Professor Ranga's amendment proposing the extension of the Act to persons employed in operations for catching or hunting of elephants or other wild animals was accepted by the Government and passed.

During the third reading of the Bill, Mr. N.M.Joshi and Professor Ranga urged that the Government should bring forward a more comprehensive Bill soon, as many of the provisions of the present Bill were either inadequate or out of date compared to the English law.

The Bill was passed on 4-3-1938.

(The Statesman, 5-3-1938.) ✓

The Factories (Orissa Amendment) Bill, 1938:

Bill referred to Circulation. ✓

Mr. Pyari Sankar Ray (non-official) moved in the Orissa Legislative Assembly on 8-3-1938 the reference to a Select Committee of the Factories (Orissa Amendment) Bill, 1938, which he introduced in the Assembly on 28-1-1938 (vide pages 3-4 of our February 1938 Report).

The Hon. Mr. Bodhram Dube, Minister in Charge of Labour, opposed the reference of the Bill to a Select Committee and moved that it be circulated.

The Hon. Mr. Dube's motion was carried.

(The Amrita Bazar Patrika, 9-3-1938.)

Fixation of Minimum Rates of Wages Bill, 1938:
Orissa Assembly refers Bill for Circulation.

Mr. Pyari Sankar Roy (non-official) moved in the Orissa Legislative Assembly on 8-3-1938 that the Fixation of Minimum Rates of Wages Bill, 1938, introduced by him on 28-1-1938 (vide pages 4-5 of our February 1938 report), be referred to a Select Committee.

Mr. Roy, after explaining the provisions of the Bill, referred to the I.L. Convention of 1928 on the subject and expressed regret that India had not yet ratified the Convention. In support of his Bill, he quoted the views expressed by the Whitley Commission on the I.L. Convention regarding minimum wages and stated that Mr. Harold Butler, whom Mr. Roy met in Delhi, had expressed the opinion that the time was ripe for India adopting legislation on minimum wage fixing machinery.

The Hon. Mr. Bodhram Dube, Minister in Charge of Labour, opposed the motion for referring the Bill to a Select Committee and moved that the Bill be circulated for eliciting public opinion.

Mr. Dube's motion for circulation was passed.

(The Amrita Bazar Patrika, 10-3-1938.).

The Trade Disputes (Amendment) Bill, 1936:
Bill passed by Central Assembly on 18-3-1938.

The Select Committee Report: The Select Committee to whom the Trade Disputes (Amendment) Bill, 1936, was referred on 24-8-1937 (vide pages 14-16 of our August 1937 report) reported on the Bill on 10-3-1938. The main change made by the Select Committee related to Clause 8. This Clause proposed to repeal Section 16 of the parent Act, which dealt with general strikes, and to substitute in its place a provision whereby Government could, if they had appointed a tribunal to investigate a dispute, declare any strike in furtherance of that dispute illegal. The Select Committee recommended the retention of Section 16, with certain amendments to give it a less restrictive character.

Discussion in the Assembly: The Bill as amended by the

Select Committee was discussed by the Central Legislative Assembly on 17 and 18-3-1938. Mr. A. G. Clow, who moved for the consideration of the Bill, pointed out that the Bill aimed at not only the settlement of strikes, but the prevention of strikes as well.

Discussion centred mainly round the recommendation of the Select Committee to retain Section 16 in a modified form. Several members characterised Section 16 as conceived in an anti-labour spirit.

Mr. N.M.Joshi moved an amendment to exclude tramways from public utility services. The amendment was defeated.

The House accepted an official amendment for inclusion among public utility services of tramway services and inland water transport services "if the Provincial Government, by notification in the official Gazette declares" these services to be public utility services for the purposes of this Act.

An amendment to drop the word "prolonged" in Section 16 of the Act was moved and carried.

Mr. Joshi's Criticism.- Mr. N.M.Joshi, speaking on the Bill as finally amended, pointed out that he could not congratulate the Government on the piece of legislation they were enacting. The Bill, taken as a whole, was not conceived mainly in the interests of labour. The Government already possessed enough powers under the 1929 Act, but since then, though hundreds of strikes had occurred, the Provincial Governments refused to take action under its provisions and more and more depended on their repressive powers. He urged the Governments, both Central and Provincial, to come forward with really beneficial measures for labour.

The Bill was passed by the Assembly on 18-3-1938.

(The Statesman 18,19-3-1938)..

The Bombay Shops Bill, 1938: 9-Hour Day:

Paid Holidays: Minimum Age - 12. ✓

The Government of Bombay is planning to introduce in the current Session of the Bombay Legislative Assembly, the Bombay Shops Bill, 1938, for regulating hours and conditions of work of shop assistants. The following are the main provisions of the Bill:

Establishments and Employees Covered.- The Act shall apply to persons employed in the following classes of establishments, namely -(i) Shops; (ii) Commercial Establishments; (iii) Hotels, Restaurants, Eating Houses, Theatres, Cinemas and similar places

of entertainment. Nothing in this Act shall apply to domestic servants, care-takers or watchmen or to persons employed in a supervisory capacity in any such establishment.

Definitions.- In this Act, "Shop" would mean any premises where merchandise is sold either by retail or whole-sale or both and for the purpose of this Act includes offices, ware-houses or godowns, whether in the same premises or otherwise, used in connection with such trade or business, hairdressers' and tailors' shops and similar establishments; while "Commercial establishment" is defined as premises, other than a shop or factory, wherein a trade or business is carried on.

9-Hour Day: 54-Hour Week. (a) Shops.- Subject to the provisions of this Act, the hours of work of a person employed in a shop shall not exceed nine on any one day. Shops may be exempted from the provisions regarding hours during the week before Christmas, Diwali week, etc., or 1 on such days as may be prescribed. Subject to the provisions of this Act, no person shall be employed in a commercial establishment for more than nine hours on any one day or 54 hours in any week, exclusive of intervals for rest or meals.

(b) Commercial Establishments.- Commercial establishments shall be exempted from the provisions of section VII during the preparation of periodical accounts or balance sheets or by reason of a special emergency, provided that the number of days on which such work is carried on does not exceed fifteen in a calendar year.

(c) Hotels, Restaurants, etc.- No person shall be employed in a hotel, restaurant, eating house, etc., for more than nine hours on any one day, exclusive of intervals for rest or meals.

Rest Interval.- Every employee shall be granted, during the period of daily employment, an interval of at least one hour for rest or meals, provided that no employee shall be employed for more than six hours without an interval for rest of at least half an hour.

Spread-Over.- The periods of work of a person employed in an establishment subject to this Act shall be so arranged that along with the intervals for rest they shall not spread over more than twelve hours in a day, provided that where the establishment is entirely closed for a period of not less than three hours between 7 a.m. and 9 p.m. the spreadover may extend to fourteen hours.

52 Annual Holidays with Pay.- Every person employed in a shop or in a commercial establishment or in any other establishment which is subject to this Act shall be entitled to 52 whole holidays with pay in each calendar year of which at least four must be given in each calendar month. Where a person employed

is required to work on a holiday notified as such under the Negotiable Instruments Act he shall be entitled to receive an extra day's holiday in lieu thereof in addition to any holidays which may be due to him under the provisions.

Child Labour: (a) 12 to be Minimum Age.- No child under the age of twelve years shall be employed in any of the establishments subject to this Act, provided that any child who is already so employed may continue to be so employed on receiving a certificate of fitness from the Certifying Surgeon. No child (below 15 years) shall be employed in or about the business of an establishment covered by this Act before 6 a.m. or after 7 p.m.

(b) 6-Hour Day.- The hours of work of a child shall not exceed six on any one day. The hours of work of young persons (over 15 but below 17 years) shall not exceed eight on any one day. Children and young persons shall be entitled to the same holidays as other employees.

Closing Time.- Government may, after such enquiry as may be prescribed and after consultation with the local authorities and the employers affected, issue an order fixing the hours at which shops must be closed.

(The Bombay Chronicle, 18-3-1938).4

The Indore Payment of Wages Bill:

Referred to Select Committee on 28-3-1938. ✓

The Indore Payment of Wages Bill, intended to regulate the payment of wages to certain classes of persons employed in all factories and workshops where 50 or more persons are employed, and which is drafted on the same lines as that of the Payment of Wages Act of British India, came up for discussion in the Holkar State Legislative Council on 28-3-1938. Employers' interests opposed the Bill.

Mr. N.H.Draavid, who moved consideration of the Bill, said that it would remove one of the grievances of the employees of mills and factories in Indore State that their wages were either not properly calculated or that the payments were delayed and that indiscriminate fines were imposed.

Seth Bhanwar Lal Sethi, opposing the Bill, said that there was no necessity for such legislation and it would be impossible

for managements of mills to maintain discipline if they were not allowed to impose fines. He said that it would be impossible to make out pay bills within three or four days of the date on which the payment of wages fell due. Similar legislation in British India, he said, had failed to achieve its objective and so it should not be introduced in Indore, as it would create unnecessary difficulties.

On the motion of Captain H.C.Dhanda, the Bill was referred to a Select Committee of the House. The Select Committee is to report within three months.

(The Statesman, 29-3-1938) +

Conditions of Labour.

Efforts to Restrict Output in Jute Industry:

Main Lines of Proposed Agreement. ✓

Reference was made at page 16 of the report of this ~~month~~ Office for February 1938 to the negotiations that are at present being carried on between the Indian Jute Mills Association, Calcutta, and non-Association mills regarding ^{the} reducing of working hours and other measures to restrict output in the jute industry. The following information about the progress of the negotiations is taken from the address of Mr. H.H. Burn, the retiring president of the Association, at the Annual General Meeting of the Association held at Calcutta in the second week of March 1938.

Possibility of Agreement.- Referring to the recent negotiations, Mr. Burn said that the possibility of a lasting solution, agreed to by the non-Association mills (principally the Adamjee, Agartara, Gagalbhai, Shree Luxminarain, Shree Hanuman, Kastanara and Calcutta Jute Manufacturing Company's Mills, representing in all 4,600 looms; the smaller Bengal units, comprising approximately 800 looms, namely, Kedarnath, Gounishankar, Mahadeo, Kelay (Nafar Ghandra) Ganesh and Bharat, the Ludlow Jute Mills, incorporated in U.S.A.; the Cawnpore Jute Mills; the Katihar Mill; the Rameshwara Mills; the Hellimarla Mills and the Ghitavalsah Mills) were brighter than ever before.

Essentials of Agreement.- The essentials of the proposed agreement according to him were: (1) that the agreement embraces all or nearly all units at present engaged in the industry on a basis of equality; (2) that the agreement is sufficiently flexible to meet all conceivable consumption demand; (3) that the agreement is sufficiently flexible to enable the signatories, as far as it is possible to do so, to resist the entrance into the industry of new mills; (4) that the agreement is such as to ensure, ultimately if not immediately, a fair and reasonable margin of profit; and (5) that the agreement will secure stable conditions within the industry for a period of years with facilities for efficient and economic working.

Main Terms of Agreement.- (1) Period: Five years, leaving a new agreement to be negotiated during the last year of the five year period; or five years and continuing thereafter subject to suitable notice of termination which may be given only by a simple majority of the voting strength of the signatory mills.

(2) Termination Clause:- A termination clause, if such is considered essential to meet the danger of new entrants to the industry, to be invoked at any time during the currency of the agreement on suitable notice which may be given by a proportion of the signatories, representing a simple majority of the total

K. 12
voting strength.

(3) Working Hours: The agreement should provide for working hours not exceeding 45 per week or the equivalent thereof in loom hours per week, for a period of one year in the first place; hours to be varied thereafter according to circumstances, on not less than one month's notice, by the votes of 75 per cent of the loom strength of signatories in the case of a decrease, and by a simple majority in the case of an increase; subject (a) to a minimum of 40 hours per week or the equivalent thereof in loom hours; (b) to a maximum of 54 hours per week or the equivalent thereof in loom hours, such maximum to be exceeded only on the vote of 75 per cent of the loom strength, to meet either an unforeseen demand such as might arise in case of war or an abnormal cycle of world prosperity, or to meet the danger of actual or projected new mills; (c) subject if necessary to the concession that signatory mills of 250 looms or less will be permitted to work 54 hours per week or the equivalent thereof in loom hours, such limit to be exceeded only in the event of hours generally being increased under the agreement above 54 per week; and (d) subject to suitable arrangements to enable those mills who have sold forward to implement contracts made prior to 28th February 1938.

(4) Rationalisation; suitable provision on the lines already proposed for inter-mill or inter-group rationalization in the interest of efficient and economic working.

(5) Making up lost time; suitable provision for the making up of time lost only on account of strikes, shortages of coal, failure of electric supply, mechanical breakdown or other circumstances or calamities beyond the control of the mill itself.

Other Provisions: The agreement is also to provide for (a) prohibition regarding installation of new machinery and scrapping of second hand machinery, (b) inspection of looms and working hours, (c) penalties for infringements, etc.

Mr. Burn concluded by pointing out that an agreement on the lines was sure to meet with the approval of the markets overseas, the investing public, the Provincial and Central Governments and the industry in Dundee. Referring to the attacks made by Dundee jute interests, he said that Calcutta's increased jute output during the past two years has been misinterpreted as a competitive attack upon Dundee and has given rise to a strong plea for protection of the United Kingdom market against the influx of jute goods from India.

(The Statesman, 14-3-1938.) ✓

Report of the Cawnpore Enquiry Committee:
Wage Increase and Holidays with Pay recommended. +

Reference was made at pages 25-26 of our August 1937 report to the appointment by the Government of the United Provinces of an Enquiry Committee into textile labour conditions in Cawnpore. Though the report has not yet been published, according to the Cawnpore correspondent of the Statesman, the following are some of its more important recommendations:

(1) An increase in workers' wages of 10 to 20 per cent with a prescribed minimum; (2) recruitment of labour by an independent board in which both labour and employers will be represented; (3) restrictions on the right of employers to dismiss workers at will; and (4) the right of workers to privilege and sick leave with pay benefits.

Other recommendations, which are reported to be unanimous, suggest the complete stoppage of the over-lapping shift system; urge that no mill should work on Sundays for any reason; and ~~reiterate the claims of the Cawnpore Mazdoor Sabha to recognition by employers.~~

Wage Cuts.- After a careful consideration of the question of wages, the Committee is understood to have come to the conclusion that there had been a general cut in wages in the Cawnpore textile mills, though it was untrue to say that the wage cuts had been uniform in all mills.

Minimum Wages.- In regard to a minimum wage, the Committee is believed to have laid down that no labourer in the Cawnpore Textile Mills should be employed at less than Rs. 15 monthly. The Committee has recommended that no changes in the rates of wages and in any other conditions of work affecting the workers' income, etc., should be made without the Mazdur Sabha and the workers being given advance information of the same. Workers and the Mazdur Sabha, the Committee recommends, should be given sufficient time before such changes are introduced so that if they do not approve of them they may attempt alterations in the proposed changes through negotiation with mill employers.

Right of Dismissal of Employer.- On the question of dismissal, the Committee have recommended that, ordinarily, no worker should be dismissed without notice. In cases of workmen being summarily dismissed on any charge by the employers, the Mazdoor Sabha should be entitled to represent their case before employers. If the matter cannot be solved amicably by negotiation between employers and the Mazdoor Sabha, the latter may place the matter before an arbitration board. On the arbitration board's finding

that a worker has been wrongly dismissed, he should be paid his wages until the date of the inquiry and he should also be given six months' wages as compensation. His name should also be entered in a Government employment applicants' register and he should be found a job.

Recruitment of Labour.- The Committee advocates changes in the present methods of recruiting labour which, it is alleged, lead to corruption. The Committee is opposed to individual mills recruiting their labour directly and suggest the formation of a labour exchange at which employers, the Mazdur Sabha, and the Government will be represented through their nominees. This exchange will be independent of any one party's influence and will do all the recruiting of labour for the Cawnpore textile mills.

Multiple Shifts.- The Committee is also understood to have found that the system of overlapping shifts and multiple shifts is illegal and should be abolished forthwith.

Leave with Pay.- The Committee is reported to have devoted considerable space to a discussion of the evidence with regard to workers' complaints regarding leave. It recommends that each worker should be entitled to sick leave with pay for a maximum period of 15 days each year. Each worker should also be granted 15 days' privilege leave with pay each year.

Weekly Rest.- Under no circumstances, says the Committee, ~~should work be done on Sundays~~ in lieu of other days. Holidays on other days should not be compensated for by work on Sundays. Piece-wage workers should also be entitled to Sunday and other holidays, and leave with pay. Though working on piece wages they should get their wages for Sundays and other holidays like time workers.

Recognition of Mazdur Sabha.- The Committee has also recommended that employers should recognise the Mazdur Sabha as representative of Cawnpore labour. It will be recalled that employers had recognised the Mazdur Sabha at the recommendation of the Premier, but had later withdrawn their recognition.

Though the Government has not yet formally published the Committee's report, advance copies have already been circulated among labour M.L.As; the Employers' Association and the Mazdoor Sabha have also received copies. The Committee's report is shortly expected to be formally published by the Government.

(The Statesman, 6-4-1938). +

15

One Month's Leave with Pay for Calcutta

Corporation Menial Staff. +

On 25-3-1938 the Calcutta Corporation discussed a recommendation of its Services Committee to grant the Corporation menial staff (jamadars, peons, orderlies, cycle peons, durwans, and bearers) privilege leave with full pay for one month in a year. The clerical and sub-ordinate staff of the Corporation, it was pointed out, is already getting this privilege, irrespective of the extra cost involved in making arrangements for acting staff.

Supporting the recommendation of the Committee, Mr. K.C. Roy Chowdhury drew the attention of the House to the I.L. Convention on Holidays with pay.

The motion was adopted by 39 votes against 26.

(The Statesman, 26-3-1938) +

Working Class Cost of Living Index Numbers for Various Centres
in India during December 1937 and January 1938. +

The cost of living index numbers for working classes in various centres of India registered irregular changes during December 1937 and January 1938 as compared with November 1937.

Bombay.- The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in December 1937 and January 1938 remained stationary at 107. The average in the year 1936 was 104.

Ahmedabad.- The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad in December 1937 fell by 2 points to 75, and by 2 more points in January 1936 to 73; for 1936 the average was 71.

Sholapur.- The index number (Base: Year ending January 1928) of the cost of living in Sholapur rose in December 1937 by 3 points to 76. The number remained stationary at 76 during January 1938. The average for 1936 was 71.

Nagpur.- The index number (Base: January 1937) of the cost of living in December 1937 fell by 2 points to 63, and in January 1938 by one more point to 62.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in December 1937 declined by 2 points to 61, and in January 1938 by one more point to 60.

(Extracted from the Monthly Survey of Business
Conditions in India, December 1937 and January
1938 issues.) +

Increased Wages in Textile Industry:
Protests by Employers' Associations. +

The main findings of the Interim Report submitted by the Bombay Textile Labour Inquiry Committee were given at pages 11 to 14 of our February 1938 report, where it was also stated that the Millowners' Association of Bombay and Ahmedabad have adopted the recommendations regarding increase of wages. This acceptance has, however, been accompanied with protests on the part of the employers. Below are given extracts from authoritative pronouncements on the subject made by the Presidents of the Bombay and Ahmedabad Millowners' Associations:

Millowners' Association, Bombay.

Mr. D.M.Khataw's Views. - In his presidential address at the annual general meeting of the Millowners' Association, Bombay, held on 18-3-1938, Mr. D.M.Khataw, reviewing recent developments in the cotton textile industry, and more particularly the recommendations made in the Interim Report, said:

Inadequate consideration of Employers' case. - It is unreasonable to say that the recommendations contained in this report, based, as they have been, not on actual facts and data but upon a series of assumptions regarding the future trend of prices of raw cotton, cloth, etc., are entitled to the weight and authority of the findings of an industrial court or a court of arbitration. What, in short, the Committee of Inquiry says is:- "We do not accept the figures contained in the consolidated balance sheet of the Bombay cotton mill industry prepared by the Millowners' Association and duly audited; we do not accept the conclusions arrived at by previous Tariff Boards as to what constitutes an adequate return on capital or an adequate provision for depreciation; we do not even accept the proposition that the heavy losses of the past are entitled to be taken into consideration in the framing of the recommendations; we do not believe that shareholders should receive any consideration; and finally we do not accept the proposition that actual profits must be made before a rise in wages could be given."

Unjustified Optimistic Assumptions. - "Having thus disposed off the facts and contentions which the industry advanced in support of its case, the Inquiry Committee then proceeded to enter into the realms of speculative prophecy in regard to the future, and arrived at the conclusion that the prices of raw cotton were going to remain low, that the prices of cloth were not going to fall, that although commodity prices were falling, demand would not deteriorate, and that taking all these theoretical considerations together, the industry

was likely to have an eight per cent greater margin in 1938 than in 1937. We may be pardoned for saying that we can hardly be expected to accept these conclusions as though they were the findings of an industrial court.

Increased Wages Conditional on Capacity to Pay.- "The conclusions of the Committee already show signs of being falsified, as during the last two months, demand has fallen, cloth prices have shown a tendency to decline, and stocks of manufactured goods are on the increase. A blow has been dealt to our growing export trade, and substantial assistance has been given to our competitors in the Indian market. As a practical course, the increase in wages was, however, agreed to. As regards the future, all that can be stated is that the maintenance of the new scale of wages will entirely depend on the capacity of the industry to pay, and that, in view of the prospect of additions to our cost of production arising from Government's announced programme in regard to sickness insurance and other matters, it is problematical how long the new scale can be kept in existence."

Costly Social Welfare Schemes.- "Referring to the social legislation contemplated by the Government of Bombay, he said: "The rate of advance in social legislation must be dictated by the industry's capacity to finance their legitimate share of such schemes without imperilling competitive capacity. Legislation in matters like sickness insurance, holidays with pay, old-age pensions, and social benefits of a like nature should be of an all-India character and so far as sickness benefits and old-age pensions were concerned, the salutary principles followed in other countries, namely, contribution towards the cost by the State in the case of sickness benefits and the provision of the whole or greater part of the cost by the State in the case of old age pensions, must be followed. The embryo schemes envisaged by Government would impose an additional burden of Rs. 4,000,000 per year on Bombay mills, which was excessive in comparison with the burdens imposed on employers for the same class of benefits in other countries; and until the industry had been definitely and permanently established on the road to prosperity, the policy which should be followed in regard to the sickness insurance scheme, holidays with pay and the like should be the encouragement of voluntary schemes by financially strong individual concerns; these schemes may be extended and improved whenever circumstances permitted."

(The Times of India, 19-3-1938).

Millowners' Association, Ahmedabad.

Mr. Balabhai Sakerlal's Views.- In his presidential address at the annual general meeting of the Millowners Association, Ahmedabad, held on 17-3-1938, Mr. Balabhai Sakerlal, reviewing the recommendations of the Interim Report said:

Arbitrary and Incorrect Assumptions.- "It has been felt by employers in the Province that the interim recommendations of the Textile Labour Inquiry Committee are based on arbitrary assumptions and theories and hypothetical and problematic estimates. Amelioration of labour conditions, even by an increase in wages, will receive our full support, but this should be subject to the capacity of the industry to pay. This has to be determined by an examination of relevant statistics. I feel not only that the data relied on by the Committee does not warrant such conclusions, but that it is based on erroneous premises. The criteria adopted even by the Tariff Boards have not been accepted by the Committee. The recommendations are certain to impose a most inequitable burden on the industry to the advantage of units outside the Province.

Ahmedabad hard hit.- "Ahmedabad mills effected a wage cut a year or more later than other centres, and the extent of the cut was smaller than elsewhere. They have shown during the last ten years a proportionately higher advance in the wage level than mills in any other centre. Moreover, industrial recovery began to be felt in Ahmedabad some months later than in Bombay. These are facts which have been admitted by the Inquiry Committee, but nevertheless the Committee have made recommendations on almost a uniform basis, which in my opinion, is incomprehensible. However, the Association has decided to recommend to the members to give at present an increase in wages according to the Government resolution."

Government's Social Legislation.- Referring to the social legislation contemplated by the Government of Bombay, he said: "Another burden on industry was impending social legislation. Its enforcement would mean an additional increase in wages". Over and above the contention already urged that the condition of the industry should be a vital consideration, the speaker urged, that such legislation should cover all classes of workers and be on an all-India basis."

(The Times of India, 18-3-1938)

The Share-holders' Association, Bombay. +

The Committee of the above Association in a memorandum on the Interim Report says:

Unwarranted Conclusions.- The Inquiry Committee has failed to carry out a comprehensive, scientific and detached examination of the working of the industry in all its aspects. The Inquiry Committee appears to have started on its labours with a mental reservation that somehow or other a case had to be made out for granting an increase in wages whether "the present condition of the industry" or "the ability of the industry to bear" warranted such increase or not.

Difficulty of attracting new Capital. - The Committee further observe that the Inquiry Committee have also lost sight of the consideration that this industry, if it has to live and stand the competition of foreign imports, has to be continuously kept up-to-date in its plant and equipment, and in order to enable the industry to do this a continuous inflow of fresh capital must be ensured. The Committee ask whether the industry would be able to attract fresh capital, if its working is now to be determined by the sole consideration for improvement in wages.

(The Bombay Chronicle, 18-3-1938). +

Increased Wages Secured by Interim Report:

Workers' Complaints of Evasions by Employers. +

Mr. R. S. Nimbkar, General Secretary, Bombay Girni Kamgar Union, has addressed on 13-3-1938 a letter to the Prime Minister, Bombay, complaining of evasions on the part of textile millowners in the matter of according to the workers the increased wages recommended in the Interim Report of the Textile Inquiry Committee. The following are extracts from the letter:

Piece-Workers' Wages Affected.- The Bombay Mill-owners' Association is not carrying out the recommendations of the Textile Inquiry Committee in their Interim Report, in the matter of the wages of piece-workers. The Report of the Committee has been accepted in full by your Government, and the millowners though they consider the wage-increases as unjustifiable have decided to agree to them. But they are cutting down the increases in the matter of piece-workers by an indirect method which has no ground whatever in the Report itself.

Interim Report's Recommendations.- Para 133, Clause 2B, in the Report says "In the case of piece-workers, the rate of increase to which an individual worker will be entitled is indicated in the Schedule by the category of earnings within which may

fall his net earnings during the pay-period." According ~~to~~ to this schedule if two piece-workers earn Rs. 34 and Rs. 38, the rate of increase for the first one will be 2 annas in the rupee and for the second $1\frac{1}{2}$ annas. On page 91, this is made very clear by the Report which says "We are thus led to recommend that the basis 'both' for calculating the increment and for determining its rate should be the actual earnings of each piece-worker."

Individual Earnings substituted by Average Earnings.-
Circular No.845/184 dated 26-2-1938 sent out by the Millowners' Association, Bombay, however, declares that the rate of increase for all piece-workers is not determined by their 'individual' net earnings, but by the average earnings of full time permanent workers. This method of applying the increase is wrong and contrary to the recommendations of the report, both ~~their~~ spirit and word as shown in pages 131, and 133 particularly. The net effect of this tampering with para 131 and 133 by the Millowners is that piece-workers get a less percentage of increase.... In weaving alone, the millowners will make a saving of more than Rs. 30,000 per month, according to our tentative calculations. And we may point out that piece-workers are more than 50 per cent of the total strength. ~~It~~

Redress requested.- I, therefore, request you to take up the question and to ask the Millowners to ~~a~~ restore completely the increase and pay next month whatever shortage is found in this month's wages because of the faulty method followed by the owners.

(The Bombay Chronicle, 18-3-38). +
(A copy of the Interim Report was forwarded to Geneva with this Office's minute ~~2.1/11/41/33~~ dated 3-3-38).

Protest by Byculla Congress Committee. +

The Managing Council of the Byculla District Congress Committee (Byculla is a municipal ward of Bombay city; it has a large working class population) has passed the following resolution on the subject at a meeting held on 9-3-1938:

"This meeting condemns the attempts of the managements of some of the mills, to nullify the good effects of the suggestions of the Textile Labour Enquiry Committee of the Government by discharging hands and re-employing them on lower wages and then giving the increase. So also, it condemns the attempts of others to reduce the number of workers in order to compensate the increase. This meeting calls upon the workers of the Byculla Ward to unite and fight this onslaught on their living conditions and request the Labour Committee of the Bombay Provincial Congress Committee to enquire into this grievance of the workers."

(The Bombay Chronicle, 17-3-1938). +

Factory Administration in Hyderabad State, 1935-36.* ✓

Number and Classification.- During the year ending 5-10-1936 the number of factories on the register increased from 469 to 521. The net increment is the result of 56 factories being added and 4 factories being removed from the register. Of the 56 factories added to the register during the year, 12 were newly erected and the remaining 44 were already existing, but ~~4~~ were registered as factories during the year; of the latter, 35 were rice mills and 5 bidi manufacturing factories. Of the 521 factories on the register 377 factories worked during the year and the others remained closed. Of the factories that worked 43 were perennial factories and 334 seasonal. 231 seasonal and 6 perennial factories were connected with the cotton industry.

Inspection.- Of the 377 factories working during the year, 329 factories were inspected, of which 241 were inspected once, 65 twice and 23 more than twice. Besides, 40 unregistered factories were inspected and instructions to protect machinery were issued.

Number of Operatives.- The total average daily number of persons employed in all industries was 29,733; of these the cotton spinning and weaving industry employed 7818 persons (6,155 males, 1,834 females and 351 children) and the remaining industries together 21,914 persons (13,014 males, 8,290 females and 610 children). No case of employment of women at night was reported.

Sanitation.- A further improvement was observed in the general standard of sanitation in the factories. The health of employees ~~is~~ remained generally satisfactory throughout the year.

Wages and Strikes.- The scale of wages remained unchanged, and no strikes were reported.

Accidents.- Protection of machinery was satisfactory. Accidents due to want of protection of machinery have become rare. Two fatal accidents occurred during the year. There were 21 serious and 43 minor accidents, as against 26 serious and 54 minor accidents reported during the preceding year.

Workmen's Compensation.- The report points out that even partial compensation was paid only in a few ~~max~~ cases, and that in most cases of serious accidents the question of compensation was not even considered by the factory owners. At the instance of the Factories Department full wages during the period of

* Report on the Administration of Factories and Boilers Inspection Department of H.E.H. the Nizam's Government for the year 1345 Fasli (7th Oct. 1935 to 6th Oct. 1936) (With the Government Review thereon).-Hyderabad-Deccan.-Govt. Central Press 1936. -pp.12

22
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treatment, and incidental expenses were paid to the injured in almost all cases. The Government is contemplating the early introduction of a Workmen's Compensation Act.

Extension of Factories Act.- During the year, two notifications under the provisions of the Factories Act were issued by the Government. The proposal to bring small rice mills employing 10 persons and more, under the Factories Act, which was under consideration of the Government for some time, was accepted and a Notification to that effect was issued. In order to prevent child labour in bidi manufacturing factories, which was reported to have assumed serious proportions, a Notification was issued under Section 2(3)(b) of the Act, bringing all the bidi manufacturing factories employing 20 persons and more under Factories Act. +

C. P. Textile Labour Inquiry:
Committee appointed by C. P. Government. ✓ +

At a meeting of the textile workers of Nagpur held on 11-3-1939, the Prime Minister of the Central Provinces stated:

"It will be the endeavour of the Central Provinces Congress Cabinet to fall in line with the policy of the Bombay Government regarding the recommendations of the Bombay Inquiry Committee, both as regards the extent of restoration of wage-out and the period from which it will take effect, subject to such variations as local conditions necessitate..."

With a view to implement this undertaking, the Governor of C.P. and Berar, has appointed a Committee to report on:

- (1) the extent to which the conditions in the Central Provinces and Berar differ from those which form the basis of the Bombay Committee's recommendations;
- (2) the changes that would as a consequence be necessary in these recommendations in their application to the conditions in the Central Provinces and Berar; and
- (3) the date from which the modified recommendations should take effect.

Persennel.- The following is the personnel of the Committee:
Chairman:- Mr. N.J. Roughton, C.I.E., I.C.S., Financial Commissioner,
Members:- (1) Mr. A.C. Sen Gupta M.A. (Edin), Principal, Morris College, Nagpur, (2) Mr. V.R. Kalappa, M.L.A., and (3) Mr. C.C. Desai, I.C.S., Director of Industries. He will also act as Secretary to the Committee.

The Committee will be advised on technical matters by the following associate members:- Mr. S.H. Batliwala, Manager, Empress Mills, Nagpur, and Mr. R.S. Ruikar, B.A., LL.B., General

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Secretary, Nagpur Textile Union.

The Committee is to submit its report by 30-4-1938.
(Page 216 of Part I of the C.P. and Berar
Gazette, dated 11-3-1938.) +

Industrial Labour Conditions in Bihar:

Local Government appoints Enquiry Committee. ✓ +

As the result of a resolution adopted recently in the Bihar Legislative Assembly, the Government of Bihar has appointed a Committee to investigate the conditions of industrial labour in Bihar and make suggestions for improving the same. The Committee consists of seven members with Babu Rajendra Prasad as Chairman; others are Prof. Abdul Bari, Jagatnarayan Lall, Mr. M.P. Gandhi, Mr. Radhakamal Mukerji, Mr. H.B. Chandra and Prof. R.K. Saran. The last-named will serve as Secretary also.

The Committee is empowered to co-opt local representatives of capital and labour in each area which it may visit and will conduct inquiry into the conditions of industrial labour prevailing in the province with a view to make ~~practicable~~ recommendations for improving level of wages, conditions of work, prospects, employment, etc., in important industries and localities.

(The Amrita Bazar Patrika, 19-3-1938.) +

Definition of "Wages" in Payment of Wages Act:

Government of Bombay to institute test case. ✓ +

Reference was made at pages 25-26 of our February 1938 Report to the intimation circularised by the Government of Bombay regarding the definition of wages in the Payment of Wages Act. The effect of that definition is to incorporate into wages any bonus that may be offered by the employer for good attendance, good work, good production or matters of that kind; moreover, this bonus becomes payable whether or not the conditions governing this earning of the bonus are fulfilled. The printed Excerpts from the proceedings of the Committee of the Bombay Chamber of Commerce point out that

letters have been received by the Committee from various members firms protesting against the interpretation. It is understood that the Government of Bombay is contemplating the institution of a test case in both Ahmedabad and Bombay, and the Committee has decided to defer any action until the results of these test cases are known.

(Excerpts from the Proceedings of the Bombay Chamber of Commerce during January 1938).

According to the Times of India of 28-3-1938, a test case has been filed against the Arvind Mills, Ahmedabad, to get a ruling on the subject. The Government of India also has been moved in the matter. +

Forced Labour in Hyderabad State:

Paucity of Results achieved through Prohibition Order. +

In earlier reports of this Office references have been made to the action taken by the Government of Hyderabad, to eradicate the Bhagela system of forced labour from the State (vide pages 21-22 -January 1936 report and pages 17-19 - December 1937 report). Commenting on the lack of practical results achieved by these efforts, Mr. P.R.Venkataswamy, Secretary, Youth League of Ambedkerites (an organisation of the section of the depressed classes led by Dr. Ambedkar, the Bombay depressed class leader), Secunderabad, Hyderabad State, says in the course of a press statement issued in the middle of March 1938:

"The lamentable system of forced labour is still in existence in the State. Though a 'firman' was issued by the Nizam abolishing begari (forced labour) yet it exists in an intense form in almost all the districts. The Information Bureau of the State may issue statements from time to time repudiating the contention that begari is in existence. The firman continues to be on the Statute Book lacking practical translation."

(The Bombay Chronicle, 18-3-1938). +

Forced Labour in Oudh:
The Harwaha System. ✓ +

The following information about the Harwaha system of forced labour obtaining in certain parts of Oudh is taken from an article under the caption: "Serfdom in Oudh: Need for Legislation" contributed by Mr. S.S. Haider to the National Call, Delhi, and published in its issue dated 6-3-1938:

The Harwaha System: The Harwaha system of pledging personal labour is generally resorted to by the majority of the poor and landless classes in Oudh who have no substantial security to offer, for raising money loans. So popular has this practice become that it has now almost grown into an institution with fixed rules and regulations which are, with slight local variations, followed by every Harwaha and his employer. In the eastern districts of Oudh, for example, it is usually in the month of Jeth (May-June), that is, before sowing of the Kharif crops, that opportunities for employment as Harwaha are most abundant. In return for a loan of Rs. 7/- or a slightly bigger amount, the Harwaha, the landless depressed class labourer obtaining the loan, has to work in the three-fold capacity of a field-labourer, a watchman and a domestic servant. Besides the petty amount of Rs. 7/- the Harwaha receives for his daily maintenance further advances in cash or in grain, known in the vernacular as the 'Khawali!'. This is returned by him at the time of the harvest when he is entitled to a share of the produce known as 'Bhatta'. Also an equal amount is given to him from the 'Khaliyan', a place where grain is stored. At the end of the year he is discharged, but he may if he likes renew the contract on similar lines. He will be given an advance of Rs. 7/- as before, which is not meant to be repaid by him at the end of the term of his Harwahi.

The Ultikasar System: The Ulti-kasar system does not enslave the Harwaha to the same extent as the system called Sanwaki, which is resorted to by the Harwaha, when, compelled by some necessity like marriage, he seeks a bigger loan. Generally the money advanced in the Ultikasar form of Harwahi does not exceed Rs. 28/- or thereabout. But, as much depends on the merit of the case and the interaction of supply and demand, the Harwaha may contrive to get slightly better terms by way of a larger loan. Though everything in this system corresponds to the previous one—the Khawal, the Bhatta and Khaliyani remaining much the same, the position of the Harwaha undergoes a transformation for the worse as his redemption now depends upon the repayment of the debt. In most cases this is rendered almost impossible by the extremely poor remuneration of his labour, a life-long servitude which may even become hereditary may be the result. At the best the Harwaha can perhaps find a more benevolent master, who, by paying off his debt, might relieve him from the clutches of the farmer and thus serve only as a lesser evil.

(The National Call, 6-3-1938.) +

Bill to Penalise Free or Forced Labour:

Views of Bombay Chamber of Commerce. +

A private member of the Bombay legislature has recently sponsored a Bill seeking to make free or compulsory forced labour a punishable offence.

Main Features of the Bill.- The statement of objects and reasons appended to the Bill points out that forced labour prevails in an aggravated form in certain rural areas in the Bombay Presidency where traces of feudalism still survive, and expresses regret that the Government of India refused to ratify the I.L. Convention of 1930 re. abolition of forced labour. It is also pointed out that the principle that no person could be compelled to labour against his will was recognised by Section 374 of the Indian Penal Code, but that the ~~worded~~ wording of the section is so vague that it had failed to root out this evil. As the mischief did not lie in compulsion alone, but in non-payment of wages and often times in inadequate payments, the Bill seeks to make free or compulsory or forced labour an offence punishable with imprisonment or fine. It recognises two ~~an~~ exceptions to compulsory labour. It allows impressed labour provided for in the Indian Forest Act, 1927, and the Bombay Irrigation Act, 1879. As it is but just that such labour ought to be adequately remunerated, the Bill makes provision for such payment.

Views of Bombay Chamber of Commerce.- Consulted in January 1938 by the Commissioner of Labour, Bombay, as to its views on the Bill, the Bombay Chamber of Commerce, after going into the question with its Labour Sub-Committee has advised the Commissioner for Labour that it sympathised with the intention underlying the Bill to remedy the existing position as regards forced or compulsory labour, but considered that the question of free labour should be excluded altogether from the scope of the Bill or the permitted exceptions to the definition of free labour so closely defined that no anomalies would arise and this they feared in practice might not be found possible. Whilst the Committee understood from the Commissioner of Labour's letter that it was the definite intention of Government to bring about changes in the age-old conditions governing service rendered in certain rural areas, it was of opinion that any legislation designed to bring about the changes which Government had in view, should be introduced by gradual stages, since it did not appear possible to foresee the repercussions which drastic legislation on the lines proposed in the Bill might have on rural economy.

(Extracted from Excerpts from the Proceedings during February 1938 of the Committee of the Bombay Chamber of Commerce). +

Baroda Mill Workers Demand 54-Hour Week. +

At a meeting of the textile mill workers of Baroda held on 23-3-1938 under the auspices of the Baroda Majur Mahajan Mandal, a branch of the Textile Labour Association of Ahmedabad, a resolution was passed demanding reduction of working hours in factories in the State from the present level of 60 hours per week to 54 hours, and urging that the Baroda Factories Act should be amended so as to incorporate this reform.

(The Statesman, 24-3-1938).+

28

Industrial Organisation.
Employers' Organisations.

All India Organisation of Industrial Employers:
5th Annual Meeting, Delhi, 1938. +

The 5th annual meeting of the All India Organisation of Industrial Employers was held at Delhi on 2-4-1938 under the presidentship, in the absence of Mr. G.D. Birla, the president, of Lala Padampat Singhanian.

In his presidential speech, Mr. Birla (the speech was read by Mr. Singhanian) reviewed the political changes in India as well as the main economic trends during 1937. He referred to the labour unrest in industrial centres, which, he said, was due to the new hopes created by the advent of popular ministries. Mr. Birla expressed satisfaction at the appointment of labour enquiry committees by provincial governments and suggested to Bombay employers to accept the recommendations of the Bombay Committee ~~so that they might have a contented labour force.~~

Demand for Increase in Wages. - As regards the general ~~demand for higher wages~~, into which enquiry committees are going in several provinces, Mr. Birla pointed out that in raising the level of wages, a few important factors should be taken into consideration.

Consequences of Higher Wages. - Firstly, in the interest of greater employment, which will be seriously jeopardised through rationalisation and labour saving devices, and also through hindrance to industrialisation, and secondly in the interest of the tax-payer, extremely disproportionate wages are not in the wider interest of the country. Higher wages does not eventually come out of the pocket of the industry concerned. If it comes definitely and the whole of it out of the pocket of the employers, then the hen that lays the golden egg will die soon and there will neither be the employer nor the employee. To a great extent, it is the worker himself (higher the wages, less the workers for the same job through labour saving devices and rationalisation), the tax-payer (through protection, etc.), the consumer (who will be compelled to pay higher price for his needs) and the agriculturist (who due to lower purchasing power of the industry will be compelled to sell his raw produce cheaper) who eventually pay the higher wages. The industry is only one of the parties that is affected by higher wages. Substantially it is a clearing house.

Industrial Relations. - If industry is the fount of bread for all, then industrial peace assumes an importance the effect of which could never be exaggerated. Such peace could be achieved only if there were genuine Trade Unions with whom the employer in time of emergency could negotiate. Unfortunately, such a

condition seems yet to be far off. Not only, except in Ahmedabad, are there no genuine Trade Unions to represent the workers, but some of those which claim to represent labour exist merely for their exploitation for revolutionary purposes. Mr. Birla suggested that the Provincial Governments should, until genuine Trade Unions came into existence, control all questions causing disputes between the employer and the employee and enforce their will on both the parties to prevent lockouts and strikes.

Office-bearers for 1938-39. - The following office-bearers were elected for the year 1938-39 and 1939-40: President: Lala Padampat Singhania; Members of the Committee: Mr. G.D. Birla, Mr. Kasturbhai Lalbhai, Seth Walchand Hira Chand, Lala Shri Ram, Mr. Amritlal Ojha, Dr. Narendranath and Lala Ram Saran Das.

(The Hindustan Times dated 3-4-1938. President's speech summarised from printed text supplied to this Office.) +

All India Organisation of Industrial Employers:

Report of Committee for 1937.* +

Membership. - The total number of members on the roll of the All India Organisation of Industrial Employers on 31-12-1937 was 12 Associations representing different industries and 98 industrial concerns, making a total of 110 members.

Meetings of the Committee. - The Committee of the Organisation held two meetings during the year under report, both in New Delhi.

Relations with the I.L.O.: Washington Textile Conference and 23rd I.L. Conference. - After referring to the recommendations made by the Organisation regarding the nomination of the Indian employers' delegate to the Washington Textile Conference, the report deals with the work of the 23rd session of the I.L. Conference. The Committee of the Organisation considered the report of the Indian Employers' delegations to these two Conferences. As regards the suggestion made in the latter report, that the Indian employers' representative, Mr. D.S. Erulkar, should be advised on the question of the reduction of hours of work in the textile industry when it comes before the Governing Body of the International Labour Organisation, the Committee decided to express the view that they were opposed to the application of the 40-hour week Convention in India and further that the Asiatic countries must have hours of work different from the non-Asiatic countries in view of climatic conditions, imperfect development of industrial organisations and other special circumstances.

* All India Organisation of Industrial Employers. Report of the Proceedings of the Committee for the year 1937: 1938. Seindia House, Curzon Road, New Delhi. *JP* //

Mr. Butler's Indian tour.- The report next refers to Mr. Butler's Indian tour and states that every opportunity was given to Mr. Butler to meet leading Indian employers at the various industrial centres visited by him, particularly, at Calcutta, Cawnpore, Delhi and Ahmedabad.

Tripartite Technical Conference on Coal Mines.- The Committee urged the Government, as soon as the Conference was announced, to send an Indian delegation to the Conference.

(Copies of the presidential speech of Mr. G.D.Birla at the 5th meeting of the All India Organisation of Industrial Employers and the annual Report to the meeting were forwarded to Geneva with our Minute D.1/606 /38 dated 7-4-1938).

11th Annual Meeting of Federation of Indian
Chambers of Commerce and Industry, Delhi, 1938.

The 11th annual session of the Federation of Indian Chambers of Commerce and Industry was held at Delhi on 1 and 2-4-1938 under the ~~presidentship~~ of the Hon. Sir Rahimtoola M. Chinoy.

The following are the salient features of the presidential address:

Presidential Address.- Sir Rahimtoola, in his presidential address, reviewed broadly world economic, industrial and political conditions and pointed out that the political situation "growing out of fear and absence of goodwill amongst nations" has created an artificial improvement in the industrial activities of several nations with reflected betterment in countries producing raw materials and expressed the view that such artificiality in international trade is bound to bring in its wake depression of a very severe character as increased expenditure on armaments will deplete national resources and prevent countries from contributing their quota towards the maintenance of better economic conditions in years to come. Passing on to conditions in India, he criticised the Government for its policy of concluding important trade agreements without consulting the Indian interests concerned, deplored the growing worsening of the position of Indians abroad, and stressed the need for the adoption by India of a vigorous policy of economic nationalism. The following are relevant extracts from the address.

Trade Agreements.- Criticising the Government of India's methods in committing India to important trade agreements without consulting the Central Legislature and the different interests concerned, Sir Rahimtoola referred to the International Sugar Agreement, the Indo-Japanese and Indo-British trade agreements. On the first, he expressed strong condemnation of the Government for committing India for a period of five years "to an irrevocable agreement under which the Indian sugar industry was denied the

privilege of even attempting to enter into the International free export market for sugar", and for ratifying the agreement against the definite verdict of the Legislative Assembly. Regarding the Indo-Japanese agreement, it was pointed out that the Government of India failed to maintain constant contact with Indian industrial and agricultural interests which were mainly to be affected under the terms of the agreement, and that the Agreement has resulted, first, in the Indian cotton trade being subjected to a number of handicaps under the plea of foreign exchange control introduced by the Government of Japan, and secondly, in the absence of safeguards against the manipulations of the Japanese Cotton Spinners' Association; he also regretted the abandoning, on the flimsy plea of the out-break of the Sino-Japanese conflict, at an advanced stage of the departmental inquiry initiated by the Government on the subject of according adequate protection to minor Indian industries threatened by Japanese competition. Regarding the Indo-British trade negotiations, he deplored the undue delay and the secrecy in which the negotiations are enveloped and demanded that all such agreements should in future be submitted to the Central Legislature for ratification.-

Position of Indians Abroad.- Referring to the growing worsening of the position of Indians abroad, he pointed out that attempts were being made in various parts of the British Empire, and more particularly in Kenya, Tanganyika, Zanzibar and South Africa, to exclude Indians from their legitimate rights, and demanded that the Government of India should fight vigorously for the rights of Indians abroad.

Reformed Constitution and Stimulation of Agriculture and Industry.- Welcoming the advent of provincial autonomy and the advent into power of Congress Ministries in 7 out of 11 Indian provinces, he expressed the hope that the autonomous Ministries would take adequate steps to stimulate both agriculture and industry. Deploring the lack of effective improvement in commodity prices in India, ~~and~~ despite the insistent need for raw materials in the industrial countries of the world, he criticised the Government for its lukewarmness in not assuring to the agriculturist a proper return for his labour. He said: "In India, both in respect of agricultural produce and industrial products, it is a question of under-consumption rather than over-production.....The Government must stimulate consumption which is only possible if the purchasing power of the Indian masses improves. The family budget of the Indian agriculturist must be balanced by securing for him better prices. The question of fuller utilisation of his produce in the country itself must be investigated by all Provincial Governments.... A policy of economic nationalism, therefore, in some shape or form, is best suited to a country like India with its abundance of raw materials, ample natural resources, unlimited internal market and enormous manpower..... If the Indian agriculturist is to live as a human being, industrial development on an enormous scale throughout the country is essential.....Industry, under the Government of India Act, is a Provincial subject and if a sincere effort is made in full co-operation with the commercial interests in the +

country to increase the purchasing power of the masses, it will indirectly influence the tariff policy of the Central Government. ... The agriculturist requires cheap and quick transport for the movement of his produce and the indigenous industry is in no less need of such facilities. Every effort will have to be made towards securing these facilities by proper co-ordination of different modes of transport."

Relief of Agricultural Indebtedness.- While conceding the need for accordng a certain measure of relief to the agriculturist in respect of indebtedness, he pointed out that mere relief from past liabilities will not make the agriculturist immune from future liabilities and that such artificial adjustments by law are abnormal and may defeat the very object in the long run. The question of rural finance requires well thought-out planning and he recommended the bringing into operation the machinery of co-operative societies for the financing of certain operations of the agriculturist.

Role of Money-Lender.- The total rural indebtedness of India estimated by the Central Banking Enquiry Committee at Rs. 9,000 millions; he pointed out, must now be reckoned at double that figure of Rs. 18,000 millions owing to the fall in commodity prices; the working capital of all co-operative societies in India comes up scarcely to Rs. 970 millions and commercial banks do not play any active part in rural credit. In the circumstances, the balance, Rs. 10,000 millions and over has to come from money lenders and therefore their services have to be retained on reasonable terms.

(Summarised from a copy of the presidential address forwarded to this Office by the Secretary of the Federation. A copy of the speech was forwarded to Geneva with this Office minute D.1/606/38 dated 7-4-1938.)

Resolutions: Below is given a summary of the resolutions on labour subjects and other matters of interest to this Office adopted, among others, at the session.

Labour Legislation: Mr. Govardhandas G. Morarji moved the following resolution on labour legislation:

This Federation desires to emphasise—

- (a) the imperative necessity of co-ordination of Factory and Labour legislation in the different provinces so as to make it uniform as far as possible and to prevent any unfair competition between industries located in different provinces, and
- (b) that the Governments, Central and or Provincial, should, as in other countries, bear their fair share of the expenditure incurred in labour welfare work, instead of imposing the whole burden on the industries.

The resolution was adopted.

Resolutions were also passed (1) urging the development of Indian shipping by securing a share of empire trade for it; (2) condemning the recommendations of the Railway Enquiry (Wedgewood) Committee and the freight policy of railway managements; (3) protesting against the increased postal and telegraph rates between India and Burma; (4) urging the institution of a proper industrial research scheme with a view to develop the economic resources of the country; (5) demanding the setting up of suitable machinery for reviewing the development of indigenous industries and for evolving a well thought-out plan for their systematic expansion; (6) regretting the

decision of the Government of India * to suspend the enquiry into Japanese competition with Indian small industries and urging the completion of the enquiry so that adequate protection may be given to the industries concerned, and permanent machinery may be set up to safeguard the interests of small industries; (7) urging the Government of India to take steps to secure and maintain for Indians in British Colonies and possessions a position of equality with other British subjects; and (8) criticising the Government for ratifying the International Sugar Agreement.

Office-bearers for 1938-39.- The following were elected office-bearers of the Committee of the Federation for the year 1938-39: Mr. Jamshed N.R. Mehta - President; Dewan Bahadur Ratnasabapathy Mudaliar - Vice-President; Mr. A.L.Ojha, Mr. Debes Chandra Ghose, Mr. M.A. Master, Mr. Kasturbhai Lalbhai, Mr. G.D.Birla, Lala Padampat Singhania, Mr. J.C.Setalvad, Mr. N.L.Puri, Mr. M.C.Ghia, Mr. Karamchand Thapper, Mr. Mahomed Ismail, Mr. Guru Prasad Kapur, Lala Gurusharan Lal, Mr. Brijlal Biyani, R.B.Shivaratan G. Mohatta, R.S. Hayavadana Rao, Sir Rahimtoola Chinoy, and Mr. A.D.Shroff - members; Mr. D.N. Sen was elected Honorary Treasurer.

Co-opted Members.- The following members were co-opted to the Committee: Sir Purshotandas Thakurdas, Mr. A.R. Dalal (of Tatas, Calcutta), Mr. D.P.Khaitan, Rai Bahadur Ramsaran Das, Mr. Chunilal B.Mehta and Mr. M.L.Dahanukar.

(The H.T., 2 and 3-4-1938.) +

Indian National Committee of the International Chamber
of Commerce: 9th Meeting, 1938, Delhi. +

The 9th annual meeting of the Indian National Committee of the International Chamber of Commerce was held at Delhi on 1-4-1938 under the presidentship of the Hon. Sir Rahimtoola M. Chinoy. The following are the salient features of the presidential address:

World Economic Conditions, 1937.- The major part of the year 1937 has undoubtedly recorded a steady progress in the recovery of international trade since the depression period of 1929-32. The impetus to world recovery was due more or less to enormous expenditure on armaments which have brought in an improvement in prices of certain raw materials and rapid development ~~in prices~~ of certain ~~raw materials~~ industries. The industrial production of the world, including U.S.S.R., which was at its lowest ebb in 1932 being only 69 (1929-100), rose to 111 in 1936 and though exact figures are not available for the whole of 1937, figures for the first six months give sufficient indication that the improvement was maintained in most of the industrial countries. This is partly due to a series of reciprocal trade agreements negotiated by the United States of America and the stability brought about in monetary standards by the Tripartite Monetary Agreement of September 1936. The index of wholesale

prices for the United Kingdom and the U.S.A. also steadily rose. After October, 1937 the shadow of a slump is cast on many of the industrial nations and that too, in spite of the feverish activity of the armament industries all over the world. India too is beginning to lose even the slight ground gained by her in the earlier part of 1937.

Anglo-American Trade Talks.- The efforts of the U.S.A. in creating greater international co-operation by adjustment of tariffs are now directed towards negotiating a trade agreement with United Kingdom. Both these countries followed an aggressive policy of high protectionism which was in contradiction with the requirements of international co-operation. A great deal of interest and concern centres round these Anglo-American trade negotiations.

Increasing Production.- At the last Biennial Congress of the International Chamber of Commerce, held at Berlin, increased production of goods for wider consumption and thereby raising the standard of life was urged, and it was pointed out that any attempt to prevent an increase of production would seriously mar the progress of increased trade between nations. India's position vis-a-vis the industrialised countries is peculiar in view of the fact that she has been trying for years to fully utilise her raw materials by developing major and minor industries with a view to supply her own requirements. When a general resolution on world economic reconstruction came for deliberation before the Resolutions Committee, therefore, the Indian delegation put forth the view that the raw materials producing countries should have a prior claim to their raw produce.

for International Exchange at Stable Rates.- Dealing with the need for introduction of a system of free international exchange at stable rates, discussed at the biennial congress, Sir Rahimtoola pointed out that a serious effort was made in 1936 under the Tripartite Monetary Agreement by the Governments of the United Kingdom, U.S.A., and France, and though a number of other countries adjusted their currency on the basis of that agreement, but that there are signs indicating renewed tension in the international monetary relations so far as parities are concerned. As long as uncertainty exists in world monetary conditions as to the future value of a currency, whether in terms of gold or some other leading currency, it would not encourage co-operation in international trade. So far as India is concerned, it is needless to point out that there can be no stable exchange with a deliberately overvalued currency. The recent tendencies of India's export trade are sure to give an anxious moment to any one seriously considering the position of India in world trade. India being a debtor country with no investments abroad to pay for her liabilities to the United Kingdom has mainly to depend upon her export trade with foreign countries. A situation is likely to arise in the near future when it will no longer be possible for this country to meet her liabilities abroad through her favourable balances arising out of her export trade. It is, therefore, necessary that India's currency policy should be reviewed to suit the new requirements of international trade. He also condemned the Government of India for permitting an

enormous amount of gold to be exported from the country.

Mr. Van Zeeland's Report.- Referring to Mr. Van Zeeland's report on quotas and other obstacles to international trade, Sir Rahimtoola remarked that though Mr. Van Zeeland may find many persons agreeing with him in principle on such questions as reduction in tariff, in practice most of the countries would not follow his advice. Economic nationalism has taken such deep root as the basis of economic policies of most of the countries of the world that there can be no longer any international free trade.

Office-bearers for 1938. The following were elected office-bearers for 1938; President: Mr. Jamshed N.R.Mehta; Vice-President: Mr. Amritlal Ojha; Members: Sir Rahimtoola M. Chinoy, Sir Purshotamdas Thakurdas, Messrs. G.D.Birla, Shri Ram, Kasturbhai Lalbhai, Padampat Singhania, C.S.R. Mudaliar, Ramsaran Das, A.D. Shroff, Chunilal B. Mehta, J.C.Setalvad and M. Muhammad Ismail.

(The Hindustan Times, 2-4-1938. President's speech summarised from printed text supplied to this Office.)

(A copy of the presidential speech was forwarded to Geneva with our Minute D.1/606./38 dated 7-4-1938.)

Annual Meeting of Bombay Chamber of Commerce, for1937-38. ✓

The annual general meeting for 1937-38 of the Bombay Chamber of Commerce was held at Bombay on 23-3-1938, with Mr. G.H. Cooke, the President of the Chamber, in the chair.

Summary of Presidential Address. - In his presidential address, Mr. Cooke said that in 1938 trade conditions are likely to be less favourable for India than in 1937. The falling away in the export and price of raw cotton as a result of the Sino-Japanese conflict and world over-production, is likely to affect the whole trade of Bombay Port and Bombay Presidency particularly.

Labour Legislation: (a) Recognition of Trade Unions. - Referring to labour legislation, he said that the Chamber was much exercised over the extensive labour legislation programme projected by the Government of Bombay. Regarding the question of recognition by employers of trade unions, which the local Government raised in September 1937, the Chamber conceded the desirability of building up responsible organisations of employees, provided such organisations were under the efficient ~~control of the workers themselves~~. But as this stage can only be reached gradually, the Chamber was of opinion that the existing Labour Officer system might advantageously be further developed in the meanwhile.

(b) Social Insurance Scheme. - Referring to the comprehensive system of social insurance, which in the first place would provide for leave with pay for workers during periods of sickness, which the local Government projected, he said that, after ~~examining~~ examining these proposals most carefully, the Chamber advised Government that in ~~their~~ opinion the proposals were too comprehensive to be translated into immediate practical legislation and that both labour and industry must be given the opportunity of adjusting their position to new conditions arising out of each step of advancement in labour legislation, before further measures, the immediate results of which must inevitably tend to retard the scope of employment and the capacity of industry, were introduced. The Chamber stated, however, that of the proposals in view, it regarded sick leave with pay to be the most feasible and likely to be of the most benefit to labour. At the same time, it expressed the opinion that no scheme to which Government and the worker did not make a contribution would be administratively practicable.

Interim Report of Textile Committee. - Referring to the Interim Report recommending increased wages submitted by the Bombay Textile Inquiry Committee, he said that the Chamber was perturbed because decisions so vital, both to the scope for employment in the Province, and to the prosperity of Bombay's leading industry, were taken by Government upon the grounds set out in the report without at least the correction of the

mis-statement made regarding the reduction in the quota of Japanese piecegoods which has an important bearing on the conclusions reached by the Committee and adopted by Government. (See pages 16-19 of this report for views of other Employers' organisations on the Interim Report.)

Finally, defining the Chamber's attitude to progressive labour legislation, he said that it was always ready to lend support to all legislative measures tending to improve the lot of the worker, without permanently reducing the scope of his employment.

The Governor's Speech. - Sir Roger Lumley, the Governor of Bombay, who was present at the meeting, in his address referred to the labour policy of the Government of Bombay, and said:

Increased Wages means Increased Efficiency. - "Government realises, that the worker is dependent upon industry, and that it would be doing a poor service to labour if any legislation passed for his benefit lessens the field of employment or hinders the development of industry. This is an aspect of the problem which has not been lost sight of, but it has also to be remembered that industrial peace and a contented labour force are invaluable assets to all employers, counting for more, in the long run, than a reasonable increase in labour costs. The cost of labour in relation to the article produced is, within certain limits, a matter under the control of an employer and, although wages may be increased, it does not follow that labour costs need be increased in the same proportion. The effect may be to stimulate employers to obtain the highest possible value for the money they are paying to labour with the result that the individual worker gains and the employer does not lose."

Obligations of Workers. - "At the same time, labour must understand that higher individual wages may hasten the enforcement of efficiency schemes and rationalisation and a closer scrutiny of muster rolls. Employers cannot always pass on the extra cost to the consumer, especially when they are selling their production in fierce competition with factories in other parts of India where labour policy is not so enlightened as it is in Bombay."

Committee for 1938-39. - The following were elected to the Committee of the Chamber for 1938-39: Mr. R.W.Bullock, Mr. W.L. Clement, Mr. W.J.Cullen, Mr. S.Fuchsmann, Mr. R.C.Lowndes, Mr. R.Scherer, Mr. J.J.H. Walls.

(The Times of India, 24-3-1938.) ✓
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Progress of Trade Unionism in Orissa, 1936-37.* ✓

According to the annual report on the working of the Indian Trade Unions Act, 1926, in the province of Orissa for the year ending 31-3-1937, the only trade union working at the end of the year in the province was the Rice Mill Labour Association, Rambha, with a membership of 18. No trade union was registered during the year under report, nor was there any case of refusal of registration of any trade union. No appeal was preferred in the Court against the orders of the Registrar of Trade Unions, and consequently no subsequent appeal was preferred in the High Court against the decision of the lower court. There were no federations of trade unions in existence in the province, and there were no developments of interest relating to the trade union movement to report. Orissa was separated from Bihar, and constituted into a separate province on 1-4-1936. -

Progress of Trade Unionism in C.P. and Berar 1936-37.* ✓

The annual report on the working of the Indian Trade Unions Act, 1926, for the year ending the 31st March 1937 in the Central Provinces and Berar shows that 16 trade unions and one Federation were on the rolls during the year. The total membership of all the unions at the beginning and end of the year stood at 7,348 (9,147 in the previous year) and 6,133 (10,815 in the previous year), respectively. No political fund was maintained by any of the registered trade unions. One new union and one federation of trade unions were registered during the year. The registration certificates of two unions were cancelled as the unions ceased to exist.

* Annual Report on the working of the Indian Trade Unions Act, 1926 (XVI of 1926), in the Province of Orissa for the year ending 31st March 1937. - Press Officer, Govt. Press Orissa, Cuttack. 1937. - Price Annas 2. - pp.2

+ Govt. of the Central Provinces and Berar - Annual Report on the working of the Indian Trade Unions Act, 1926 for the year ending the 31st March 1937 - Nagpur: Govt. Printing, C.P. & Berar 1938. - Price Annas 6. - pp.7

No appeals were filed by the unions during the year under report against any decision of the Registrar. Government has decided to continue the free audit of accounts of ~~the~~ trade unions by the auditors of the Co-operative Department as a permanent measure. During the year, five unions availed themselves of this facility. The Registrar of Trade Unions was appointed Returning Officer for the newly constituted Trade Union Labour Constituency in which seven of the registered trade unions at Nagpur, including the Nagpur branch of the Bengal-Nagpur Railway Indian Labour Union, participated in voting for one seat in the Provincial Legislative Assembly.

Joint Session of A.I.T.U.C. and N.T.U.F. - Nagpur

17 and 18-4-1938: Restoration of Trade Union Unity. ✓

A joint Session of the All India Trade Union Congress and the National Trades Union Federation will be held at Nagpur on 17 and 18-4-1938; it is anticipated that the session will lead to unity being re-established in Indian trade union ranks. Mr. R.S. Ruiker is the Chairman, Messrs. R.W. Fulay and V.R. Kalappa, the Vice-Chairmen, and Mr. P.M. Naidu, the General Secretary, of the Reception Committee.

(The Indian Labour Journal, 6-3-1938.) +

Indian Motor Transport Workers' Union formed. ✓

At a meeting of the Executive Committee of the Calcutta Motor Transport Workers' Union held at Calcutta on 25-2-1938, it was resolved to extend the activities of the Union, to consolidate in one Union the various motor transport workers' associations and that the Calcutta Motor Transport Workers' Union should itself be merged in an Indian Motor Transport Workers' Union in order that the latter body might be in a position to speak for and represent the ^{motor transport workers of the country} ~~country~~. Mr. S.K. Banerjee, the President of the Calcutta Motor Transport Workers' Union, was elected President of the all-India Union. The office of the new Union is located at 195, Upper Circular Road, Calcutta.

(The Amrita Bazar Patrika, 3-3-1938.) +

All India Kisan Committee:

Meetings at Haripura on 17, 18 and 20-2-1938. ✓+

Meetings of the All-India Kisan Committee were held at Vithalnagar, Haripura (where this year's session of the Indian National Congress was held), on 17, 18 and 20-2-1938, under the presidentship of Prof. N.G.Ranga, to consider certain urgent problems of the Kisan (agricultural workers) movement.

The following are some of the more important resolutions adopted:

(1) No General No-Rent Campaign. - This Committee condemns the vicious propaganda carried on by a section of the press and the public accusing the Kisan Sabha and its leading workers of launching a general No-Rent campaign, especially in Bihar, U.P., C.P., and Surma Valley.

(2) Agrarian Income under Rs. 500/- per year to be exempt from Taxation. - This Committee reiterates the principles that, first, the amount required for maintaining the Kisan and his family in comfort should constitute the first charge on the product of his labour; second, rent and revenue should be assessed on an income tax basis, exempting minimum net incomes of Rs. 500 and less of Kisans from payment of any dues; and third, pending the adoption of laws and measures in fulfilment of these demands, Kisans will be fully justified in demanding exemptions from payment of rent and revenue, when these demands cannot be met except by selling their rights in land or by incurring debts or by cutting down their minimum maintenance charges.

(3) Liquidation of Landlerdism without compensation. - This ~~Kanpur~~ Committee is convinced on a review of the latest developments in the agrarian struggle that the liquidation of ~~Federation~~, involving the abolition of all systems of landlordism is the urgent and immediate task of the Kisan movement. It is further of opinion that no reform of tenancy laws can substantially alleviate the woes and oppression of the Kisans so long as vast areas of land remain vested in non-cultivating landlords. It therefore calls upon all Kisan Sabhas to concentrate their best attention on the abolition of all feudal systems of landlrdism root and branch without paying any compensation.

(4) Cancellation of Debts. - This Committee deeply regrets that no adequate measures have been adopted since the inauguration of the new constitution in most of the provinces to declare a complete moratorium on agrarian indebtedness. Even in the provinces where the Congress is in office, this demand though embodied in the Faizpur agrarian programme, remains mostly unfulfilled because of the failure of the Congress Ministries to resist the opposition of vested interests. Debt relief and moratorium legislation as passed

by some of the Ministries is so halting and niggardly as to grant practically no relief from attachments and sale of lands, crops, cattle and other movable properties of the Kisans. The Committee authorises the President and Secretaries to fix an early date for the observance of an All India Kisan Debt Cancellation Day.

¶ (5) Congress Attacks Condemned.- This Committee condemns the attacks levelled persistently at the Kisan Sabhas, by some responsible Congress leaders. It takes a serious view of such criticism emanating from Congress circles inasmuch as it constitutes a breach of the Karachi and Faizpur resolutions on recognition of peasant unions, and splits the United Front between anti-Imperialists in and outside the Indian National Congress. The Committee reiterates its resolve, even in face of this grave provocation, to support and strengthen all genuine anti-Imperialist struggles that might be carried on by the Congress with a view to build up a United Front and develop the struggle for the National Democratic Revolution.

(The Comrade, Calcutta, 5-3-1938.) +

Labour Programme of Congress: Organising
Workers through Gandhi Seva Sangh: Discarding
of Class War Ideology. +

At the Conference of the Gandhi Seva Sangh held at Delang, Berboi, Orissa, from 25 to 27-3-1938, Sardar Vallabhbhai Patel, a prominent Congress leader and a member of the Sangh, sponsored a scheme for organisation of Indian workers under Congress auspices through the Gandhi Seva Sangh and for Congress mediation in industrial disputes. The main features of the Gandhi Seva Sangh's scheme are given below.

Copying Ahmedabad Model.- The success of the Ahmedabad Textile Labour Association founded by Mahatma Gandhi, with the working of which Sardar Patel has close acquaintance, is understood to have led him to adopt this Association as the model of similar Associations to be formed all over the country under the auspices of the Gandhi Seva Sangh. Although the activities of the Sangh since its inception have been mainly concentrated on the propagation of Khadi (hand-woven cloth), it may be pointed out that there is nothing in its constitution preventing extension of activities in other spheres. In November 1937, the Sangh decided to take up the question of labour and with this purpose set up a Labour Committee for studying labour problems at various labour centres. Sardar Vallabhbhai Patel is the President of the Committee, and Messrs. Jairamdas Doulatram and Shankerlal Banker, its secretaries.

Formation of New Labour Unions.- One of the first steps in the labour programme of the Sangh will be to establish Labour Unions on the model of the Ahmedabad Textile Labour Association, wherever labour is unorganised (For a description of the methods of work of the Ahmedabad Textile Labour Association see Whitley Report pages 336-337). The next move, will be to approach the existing trade union organisations for cooperation and co-ordination of activities. According to the special Correspondent of the Amrita Bazar Patrika at Berboi, in the event of hostility being shown by existing unions under non-Congress or Communist influence, the Sangh may not hesitate to establish its own unions.

(The Amrita Bazar Patrika, 24 to 27-3-38).

Sardar Patel against Class War Ideology.- The following information about the policy and methods of work of the new Labour Unions is taken from an interview given on 29-3-1938 by Sardar Patel to the Associated Press of India.

Difference in Outlook.- Sardar Patel pointed out that while the basic policy of the A.I.T.U.C. was class war, the Labour Unions proposed to be organised by the Gandhi Seva Sangh would be on the lines of the Ahmedabad Labour Association, in which the idea of class war was excluded and emphasis was laid on ~~truth and non-violence~~. The new organisation would lay great ~~emphasis~~ also on these principles and strive for a peaceful solution of all labour troubles. It would not rule out strikes, but would regard strike as a last resort and would be definitely opposed to sporadic strikes.

Method of Work.- Workers belonging to the Gandhi Seva Sangh will undergo training for about six months. They will be given a good grounding in economics, particularly labour economics, and will also get practical experience for the same period in the Ahmedabad Labour Union, after which they will take up the work of organising labour with confidence and in right earnest. The idea is to begin with cotton textile labour, but when a sufficiently large number of workers are trained they might extend their activities to other sides of labour such as docks, jute and mines. The workers are expected to be life workers attached to the Sangh. They will place truth and non-violence in the forefront of their activities and work for a peaceful solution of labour troubles.

Agricultural Workers.- Turning to kisans (agricultural workers), Mr. Patel said that the Congress was really the biggest organisation for them. In a predominantly agricultural country like India, increase in Congress membership necessarily meant increase in kisan representation in the Congress. No other possibility was open. The kisans therefore did not need a separate organisation. The Congress itself was their biggest union.

(The Hindustan Times, 30-3-38). +

Intellectual Workers.Improvement of Service Conditions of Journalists:16th Annual General Meeting of Indian Journalists' Association, Calcutta. +

The 16th annual general meeting of the Indian Journalists' Association, Calcutta, was held at Calcutta on 20-3-1938, with Mr. Mrinal Kanti Bose, President of the Association, in the Chair.

Conditions of Service of Working Journalists.— Mr. Bose, in his presidential address, referred to the insistent need for improving the conditions of service of working journalists in respect of salary, hours of work, leave rules, holidays, provident fund benefits, etc. He referred, in this connection, to the agreements entered into by the National Union of Journalists, Great Britain, and various newspaper employers' associations in that country (agreement of 16-3-1921 between the Union and the Newspaper Proprietors' Association; agreement of 31-3-1921 between the Union and the Press Association, Ltd., The Central News, Ltd., and the Exchange Telegraph Co. Ltd.; ~~agreements of 16-3-1929 and 18-5-1931~~ between the Union and the Newspaper Society, Ltd), pointed out that these agreements, taking due note of changing conditions, secured for working journalists' decent scale of salaries and fair conditions of service, and urged that collective agreements on similar lines should be promoted in India. He also referred to the Journalists' Benefit Fund, which is to be the nucleus of a substantial fund to afford benefit in case of death, sickness and unemployment, maintained by the Association, and appealed for greater support for the Fund.

Office-Bearers for 1938-1939.— President: Sj. Ramananda Chatterjee. Vice-Presidents: Sjts. (1) Sj. Mrinal Kanti Bose, Tushar Kanti Ghose, Prafulla Kumar Sarkar, Sachindra Prosad Bose, Kishoreee Mohan Banerjee, and Maulana Md. Akram Khan. Secretary: Sj. Bidhu Bhsan Sen Gupta of the "United Press."

(The Amrita Bazar Patrika, 23-3-38) +

U.P. Jails Reforms Committee. ✓

The Government of the United Provinces have appointed in March 1938 a U.P. Jails Reforms Committee of eleven members with Mr. Gopi Nath Srivastava, Parliamentary Secretary, as Chairman, and the Judicial Secretary to the U.P. Government as Secretary. The subjects coming under the purview of the Committee include, among others, superintendence and staff, classification of prisoners, prison labour and manufacture, offences and punishment, reformatory influences, hygiene and medical administration, and general conditions. The Committee is to report by 15th April 1938.

(Summarised from a Press Statement dated 2-3-1938 issued by the Director of Public Information, United Provinces.) +

The Bihar Prohibition Bill, 1938. ✓

The Government of Bihar has introduced in the current session of the Bihar Legislative Assembly, the Bihar Prohibition Bill, 1938, which seeks to implement Government's policy in regard to the prohibition of liquor, tari and intoxicating drugs.

The Bill is modelled on the corresponding legislation recently enacted by the Madras legislature. It gives Government authority to introduce prohibition in selected areas of one or more excisable articles, with power to extend it to other areas ~~as may be deemed fit~~ and in respect of all such articles as time and experience enable such extensions to be made. It penalizes all traffic and consumption of liquor, tari and intoxicating drugs, but provides:- (i) for the exemption of rectified spirit or drugs required for medical, scientific and industrial purposes; (ii) the grant of personal permits to those who in the opinion of Government may be specially exempted and permitted to keep and consume liquor or drugs; (iii) the issue of licenses to clubs and other institutions to possess liquor and issue it to its members; and (iv) for the exemption in regard to the liquor required for bona fide religious purposes. The concession referred to in (ii) and (iii) will be made only in very exceptional circumstances.

The Bill makes provision not only for the effective prevention, detection, investigation, and prosecution of offences against the Act, but also for the collaboration of anti-drink committees and honorary workers with the officers charged with

the duty of controlling the administration of the Act.

(Summarised from text of the Bihar Prohibition Bill, 1938, published at pages 112-144 of Part V of the Bihar Gazette dated 9-3-1938.) ✓

Prohibition in Ahmedabad from 20-5-1938:

Co-operation of Textile Labour Association. ✓

The Whitley Commission had recommended that in all large cities and industrial areas a general policy of restricting the facilities for the sale of liquor should be adopted. Further, the new Congress Ministries have adopted a general scheme of prohibition as part of their social programme for the country. As a preliminary to the introduction of total prohibition, the Bombay Government has declared that after 20-5-1938 prohibition ~~should~~ be enforced in Ahmedabad (cantonment, municipal area, and 27 adjacent villages).

Co-operation of Textile Labour Association.- At present in Ahmedabad there are 18 country liquor shops, one in the Cantonment, and 17 within Ahmedabad municipal limits. There are also about 7 opium shops, two toddy shops, 5 foreign liquor shops, 2 hotels, and 4 bars where wine is served. All these will not be allowed to sell liquor after 20-5-1938. To make the prohibition scheme a complete success the authorities are in close touch with the Ahmedabad Textile Labour Association. It is understood that the Textile Labour Association intends to use the existing country liquor shops as shops for the sale of tea, milk, bhajias, curd, ice-cream, etc. In addition, the local authorities have recruited a strong preventive staff, including 25 'women searchers', to enforce prohibition. The fact that both Hindu and Muslim sentiment is against the drink habit and that Mahatma Gandhi is keen on prohibition will, it is expected, make the prohibition experiment a success.

(The Times of India, 22-3-1938). ✓

The C.P. and Berar Prohibition Act, 1938:
Application to certain Industrial Areas as from 1-4-38. ✓ +

The Central Provinces and Berar Prohibition Act, 1938, received the assent of the Governor on 24-3-1938. The Act applies to the whole of C.P. and Berar, but in the first instance, it shall come into force as from 1-4-1938 in select~~ed~~ areas of the province, namely, Saugor District, Narsinghpur Sub-Division, Akot Taluq, (Akola district), ~~the towns of~~ Hinganghat, Bandera, and Katnimurwara, (all ~~three~~ industrial areas), in which except for sacramental, medicinal, scientific and industrial purposes traffic in liquor will be prohibited, including its manufacture, sale and consumption. There are also provisions in the Act for the formation of anti-drink committees, which will assist the authorities in enforcing the law and carrying on propaganda.

(The text of the Act is published at pages 418-437 of Part III of the C.P. and Berar Gazette dated 25-3-1938). +

47

Public Health.

Health of Calcutta Students:
Report for 1936-37 of Students' Welfare Committee,
Calcutta University. ✓ +

The following information about health conditions of students in Calcutta is taken from the report for 1936-37 of the Students' Welfare Committee set up by the Calcutta University.

Incidence of Defects.— The medical board attached to the Committee visited nine institutions during the year 1936, and examined the health of 2,205 students. This brings the total number of students examined till 31st December, 1936 to 34,266. The proportion of students found to be suffering from defects requiring immediate attention was 53.6 as compared with 63 p.c. for 1935 and 56 p.c. for 1934. The following table gives an analysis of the findings of the medical examination.

General Defects Chart.

Names of diseases.	Figures for college students. (350 students) in p.c.	Figures for school students (1768 students) in p.c.
Defective vision.	29.8	33.4
Malnutrition.	32.5	36.0
Enlarged Tonsils.	7.5	14.7
Caries (Dental).	9.5	12.3
Skin diseases.	9.8	9.5
Lung disease.	4.9	3.0
Enlarged Liver.	2.6	7.2
Enlarged Spleen.	3.27	1.7
Pyorrhoea.	0.65	0.11
Heart disease.	2.95	3.11

Malnutrition.— There has been a decline in the incidence of diseases under all heads except malnutrition and heart disease. The slight increase in the incidence of malnutrition and heart disease, among both the college and school students, can partly be explained by the fact that a larger number of schools which draw their students from families "carrying on with difficulty or with just enough for subsistence", were visited during the year.

Determining Food Values.— A scheme for determining the food values of Bengali cooked dishes was initiated in August 1937, to help the Committee in devising suitable dietaries for the Bengalee student. This work is being conducted under the direct supervision of Dr. Bireschandra Guha, D.Sc.(Cantab), Sir Rashbehary Ghose Professor of Applied Chemistry.

(The Amrita Bazar Patrika,
16-3-1938). +

Women and Children.6th Biennial Conference of National Councilof Women in India, Delhi, 7, 8 & 9-3-38.✓

The 6th Biennial Conference of the National Council of Women in India was held at Delhi on 7, 8 & 9-3-1938, Mrs. Brijlal Nehru presiding.

Secretary's Report.- The report presented by Mrs. Keron Bose, the Secretary, dealt among other subjects, with the work of the Legislation Committee, the Standing Committee on Education, the Standing Committee on Food Enquiry, the Child Welfare Committee and the Art Committee of the N.C.W.I.

Education Committee.- The Education Committee, in suggesting careers for women, has suggested physical training, nursing, training in beauty culture and dentistry as providing good openings. The Committee also studied with interest the proposals made at the Wardha Conference (vide pages 73-75 of our October 1937 Report) on the subject of reforms in education urging compulsory primary education and vocational training to be introduced on a large scale, and was of opinion that the suggested reforms should be introduced speedily.

Food Committee.- The Standing Committee on Food Enquiry studied the problem of nutrition in relation to the cost of a balanced diet. The Committee has found that there is enough evidence that malnutrition and food deficiency are widespread throughout India. The Committee is of opinion that although some of the malnutrition apparent is due to ignorance, the chief factor responsible for it is poverty and it can only be remedied by raising the standard of living. The most important problem facing those who wish to improve nutrition is how to improve the production of food stuffs and the quality of milk without increasing the price of these necessities of life. The Food Committee's report included three samples of balanced vegetarian diets. The first diet was for people of means and cost about Rs. 20 per month. The second diet cost from Rs. 8 to Rs. 10 per month and had to be balanced by using skimmed milk powder, rice polishings and oil cakes. In the third diet soya beans had to be added to the substances used in the second diet, and the cost was about Rs. 5 to Rs. 6 a month.

Resolutions Adopted.- The Conference adopted resolutions: (1) appreciating the steps taken by the Government of India regarding the problem of health and nutrition, and urging that the Government keep the following purposes in view: to promote a good and cheap supply of milk, to ensure the supply of hand pounded rice in all markets, to increase the production of green

vegetables and to wage a campaign against all adulterated foodstuff: (2) urging the Government to provide a Maternity and Child Welfare Service as part of their public health service; (3) recommending that to further the cause of women's education it was necessary to include women representatives on the various education committees and boards.

(The Hindustan Times, 8 to 10-3-38,
and the Statesman, 10-3-1938). +

Hours of Work of Indian Seamen: Views
of Bombay Chamber of Commerce.

In December 1937 the Shipping Master, Bombay, requested the views of the Bombay Chamber of Commerce in regard to the Draft Convention concerning the question of "Hours of Work on board Ship and Manning", which was adopted by the 21st (Maritime) Session of the International Labour Conference held at Geneva in October 1936.

After referring the matter to the Shipping and Export Sub-Committee, the Committee advised the Shipping Master that they saw no objections to the proposals.

(Excerpts from the Proceedings of
the Bombay Chamber of Commerce
during January 1938.)

(The proposals of the Government of India on the subject and the views of the Bengal Chamber of Commerce are given at pages 40-41 of the report of this Office for February 1938.)

Minimum Pay of Rs. 50/- per month:

Bombay Seamen's Demands.

A meeting of the seamen of Bombay was held at Bombay on 20-3-1938 when several demands relating to the improvement of conditions of work of the seamen of the Presidency were formulated. Among others, resolutions were passed formulating the following demands:

(1) Seamen's Recruiting Bureau and Advisory Committees.- That the Government of India should, in view of the bribery rampant in the present system of recruitment of seamen, set up without delay Advisory Committees, along with the establishment of the Seamen's Recruiting Bureau recommended by the International Labour Conference

(2) Bombay Lines to Recruit Bombay Seamen.- That the Government of Bombay should bring pressure to bear on the British India and other shipping lines of Bombay to recruit seamen from the port of Bombay in all ships that sail from Bombay, and thus place

the seamen of Bombay on an equal footing with the seamen of Calcutta in this respect.

(3) Regulation of Hours of Work:Overtime Pay.- That the Government of India should take early steps to regulate hours of work of seamen and to make necessary provisions compelling the shipowners to pay seamen extra remuneration for overtime worked by them.

(4) Minimum Wage of Rs. 50/- per month.- That the Government of India should recognise the need for fixing a minimum wage for Indian seamen, and that the minimum wage should be fixed at not less than Rs. 50/- per month.

Among the labour leaders who addressed the meeting in support of these demands were Mr. S.V.Parulekar, M.L.A. (Servants of India Society) and Mr. Dinkar Desai (S_ervants of India Society).

(The Bombay Chronicle, 24-3-1938)+

Standing Committee

to advise Government of India Labour Department.

The following non-official Members of the Indian Legislature have been elected by the Council of State and the Legislative Assembly to serve on the Standing Committee to advise on subjects with which the Department of Labour is concerned:

(1) The Honourable Diwan Bahadur Sir K. Ramunni Menon (Council of State), (2) The Honourable Khan Bahadur Syed Ihtisham Hyder Chaudhury (Council of State), (3) Mr. T. Chapman-Mortimer (Legislative Assembly), (4) Pandit Krishna Kant Malaviya (Legislative Assembly), and (5) Mr. N.M.Joshi (Legislative Assembly).

(Notification No. G.101 dated 9-3-1938 of the Department of Labour, Government of India, published at page 308, Part I, Gazette of India, dated 12-3-1938.) ✓

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

C 1903/113

Report for April 1938.

N. B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
<u>1. Ratifications.-</u>	
(a) Action on Draft Conventions and Recommendations of the 23rd I.L.Conference: Government of India's Statement.	1-2
(b) Prevention of Forced Labour in U.P.: The Bengal Regulation Repealing Bill, 1938.	2
<u>2. National Labour Legislation.-</u>	
(a) The Bengal Regulation Repealing Bill, 1938: Bill in U.P. Assembly to prohibit Forced Labour.	3
(b) Workmen's Compensation (Amendment) Act, 1938.	4
(c) The Trade Disputes (Amendment) Act, 1938.	4
(d) The Trade Disputes (Central) Rules, 1938.	4
(e) The Berar Payment of Wages (Procedure) Rules, 1938.	5
(f) The Hazardous Occupations (Berar) Rules, 1938.	5
(g) The U.P. Trade Union Recognition Bill, 1938: Bill Introduced on 5-4-1938.	5
(h) The United Provinces Shops Bill, 1938.	6
(i) The U.P. Maternity Benefit Bill, 1938: Report of Select Committee: Bill Passed on 26-4-1938.	6-7
(j) Extension of the French Indian Labour Code to Business Concerns.	7
<u>3. Conditions of Labour.-</u>	
(a) Cawnpore Labour Enquiry Committee's Report, 1938: Increased Wages Recommended.	8-11
(b) Bihar Labour Enquiry Committee: Questionnaire Issued.	11
(c) Proposed Labour Legislation in Madras: Labour Minister convenes Preliminary Conference.	12-13
(d) Working Class Cost of Living Index Numbers for Various Centres in India in February 1938.	14
(e) Report on Chirala Strike and Firing: Order of Government of Madras on Horwill Report.	14-15
(f) Bombay Government Rules re. Provision of Creches in Mills: Criticism of Millowners' Association, Bombay.	16
(g) Madura Wages Dispute: Arbitrator appointed by Government of Madras.	16-17
(h) G. P. Textile Labour Inquiry Committee: Report ready for submission to Government.	18
<u>4. Industrial Organisation.</u>	
<u>Employers' Organisations.</u>	
(a) Employers' Association of Northern India: Annual Report for 1937-38.	19-20
(b) 1st Annual Meeting of the Employers' Association of Northern India, Cawnpore, 1938.	20-21
<u>Workers' Organisations.</u>	
(a) Re-establishment of Trade Union Unity: Joint Session of A.I.T.U.C. and N.T.U.F. - Nagpur - 17-4-1938.	22-26

(b) 1st Kistna District Agricultural Labour Conference Gudivada, 15-4-1938.	27
5. <u>Economic Conditions.</u> -	
(a) Economic and Industrial Survey of Bombay Province: Government appoints Committee.	28
(b) Lancashire Cotton Delegation's Visit to India.	28-29
6. <u>Employment and Unemployment.</u> -	
(a) Unemployment in Rampur State: Report of Government Commission.	30-31
(b) Alleviating Educated Unemployment: Work of U.P. Association of Educated Unemployed in 1937.	31-32
7. <u>Social Conditions.</u> -	
Bombay Social Workers' Conference-23 and 24-4-1938, Bombay.	33
8. <u>Public Health.</u> -	
(a) Health Conditions in Jharia Coal Mines - 1936-37.	34-35
(b) Rents of Living Premises of Working and Middle Classes: Government of Bombay appoints Advisory Committee.	36
(c) All India Population and Family Hygiene Conference, Bombay, 16-4-1938.	36
9. <u>Education.</u> -	
Progress of Education in India, 1935-36.	37-41
10. <u>Agriculture.</u> -	
(a) Debt Redemption in Bhavnagar: Survey of Six Years' Work.	42-43
(b) The Madras Agriculturists Relief Act, 1938.	43
(c) The C.P. and Berar Relief of Indebtedness Bill, 1938.	44
11. <u>Migration.</u>	
Sir E. Jackson's Report on Indian Immigration into Ceylon.	45.

Ratifications.

Action on Draft Conventions and Recommendations of the 23rd I. L. Conference: Government of India's Statement.

The following statement on behalf of the Government of India laid on the table of the Council of State on 8-4-1938 and of the Central Assembly on 11-4-1938, gives particulars of the course which the Government of India proposes to follow in respect of the Draft Conventions and Recommendations adopted by the Twenty-third Session of the International Labour Conference held at Geneva in June 1937:-

I. (a) Recommendation concerning international co-operation in respect of public works.- The Government of India propose to inform the International Labour Office that they are not convinced that international co-operation is essential to effective action in respect of advance planning of public works, but that they will be prepared, if the Committee contemplated in the Recommendation is set up, to consider the question of co-operation with it and to examine, in consultation with provincial Governments, the possibility of supplying such statistics as may be wanted.

(b) Recommendation concerning the national planning of public works.- The Recommendation is one which contemplates administrative rather than legislative action and the Government of India propose to forward the Recommendation to the Provincial Governments.

II. Draft Convention and Recommendations fixing the minimum age for admission of children to industrial employment.- (a) The possibility of ratifying the Draft Convention is under examination. Fresh legislation would be required for this purpose and if ratification is contemplated, legislative proposals will be made in the Central Legislature.

(b) No action is required in respect of the Recommendations as the Indian laws do not contain special provisions for family undertakings.

III. Draft Convention concerning the age for admission of children to non-industrial employment (revised 1937).- No Resolution will be moved by Government. The subject was considered by the Council of State in 1932 in connection with the Minimum Age (non-industrial employment) Convention, 1932, of which this is a revision. It was then decided that the Convention should not be ratified. The evolution of the Convention with its special Article 9 for India is set out in paragraphs 38 and 39 of the Report of the Delegates of the Government of India. The Convention prevents employment of children under 13 in (a) shops, offices, hotels, or restaurants; (b) places of public entertainment; and (c) any other non-industrial occupation to which the provision of the Convention may be extended by the competent authority. The Government of India do not believe that all-India legislation on the comprehensive lines indicated by the Convention is called

for in existing Indian conditions. In their opinion young children employed in unregulated small power factories and workshops ~~xxx~~ have prior claim to protection. The Convention will, however, be forwarded to Provincial Governments for consideration.

IV. Draft Convention concerning the reduction of hours of work in the textile industry. - The Draft Convention is an application of the general principle of the 40 hours week which has been rejected by the Legislature and no Resolution will be moved by Government.

V. Draft Convention and Recommendations concerning safety provisions in the building industry. - A resolution on the subject was moved in the Council of State on the 2nd March 1938 and in the Central Assembly on the 26th March 1938 and adopted.

(Summarised from the Statement, a copy of which was forwarded to this Office by the Government of India.)

(A copy of the Statement was forwarded to Geneva with this Office's Minute D.1/695/38 of 21-4-1938.) +

Prevention of Forced Labour in U. P.:

The Bengal Regulation Repealing Bill, 1938.

With a view to prevent abuses in connection with the impress-
ment of forced labour of bearers, coolies, boatmen, cartmen, etc.,
on the occasion of tours of Government officers, the U. P.
Government will shortly introduce a Bill, the Bengal Regulation
Repealing Bill, 1938, in the local Assembly. Fuller details of
the proposed legislation are given at pages 3 of the Section; National
Labour Legislation of this Report.

3

NATIONAL LABOUR LEGISLATION

The Bengal Regulation Repealing Bill, 1938: Bill in
U. P. Assembly to prohibit Forced Labour. +

The Government of the United Provinces intends introducing shortly a Bill, the Bengal Regulation Repealing Bill, 1938, in the local Assembly so as to repeal in its application to the U.P. of Section VIII of The Bengal Regulation XI of 1806 as amended by Regulation III of 1820, with a view to prohibit the exaction of forced labour in connection with tours of officers, etc (impressment of bearers, coolies, boatmen, carts, bullocks, etc.). The Statement of objects and reasons appended to the Bill is as follows:

In 1930 the International Labour Conference adopted a Convention of which Article 1 required each covenanting State to suppress the use of forced or compulsory labour. Article 4 of the Convention prohibits compulsory labour for the benefit of private individuals or associations. The Government of India although unable to ratify the convention, adopted certain resolutions passed by the Central Legislature on the convention and asked local Governments to take action accordingly. It is therefore proposed to repeal the said section completely.

(Summarised from pages 300 to 301 of
Part VIII of the U.P. Gazette dated
9-4-1938). +

4

Workmen's Compensation (Amendment) Act, 1938. +

Reference was made at page 5 of our March 1938 report to the passing of the Workmen's Compensation (Amendment) Act, 1938, by the Central Legislative Assembly on 4-3-1938. The Act received the assent of the Governor General on 5-4-1938; the text of the Act is published at pages 125 to 128 of Part IV of the Gazette of India dated 9-4-1938. +

The Trade Disputes (Amendment) Act, 1938. +

Reference was made at pages 6-7 of our March 1938 report to the passing of the Trade Disputes (Amendment) Bill, 1938, by the Central Assembly on 18-3-1938. The Council of State considered on 1-4-1938 the Bill as passed by the Assembly and made a few amendments. The Bill, as amended by the Council of State, was ~~again~~ ~~again placed before the Assembly~~ on 6-4-1938 and the Bill was finally passed by the Assembly the same day. The Trade Disputes (Amendment) Act received the assent of the Governor General on 9-4-1938, and is published at pages 138 to 140 of Part IV of the Gazette of India dated 16-4-1938. +

The Trade Disputes (Central) Rules, 1938. +

Attention is directed to pages 885 to 888 of Part I of the Gazette of India dated 23-4-1938 where are published the Trade Disputes (Central) Rules, 1938. These Rules apply in respect of industries, businesses and undertakings carried on by the Central Government or under its authority or by the Federal Railway Authority or by a railway company operating a federal railway. The Rules deal with procedure for reference of trade disputes to Courts of Inquiry or Boards of Conciliation and the powers and procedure of these Courts and Boards. +

5

The Berar Payment of Wages (Procedure) Rules, 1938. .

Attention is directed to pages 631 to 637 of Part III of the C.P. and Berar Gazette dated 15-4-1938 where is published the draft of the Berar Payment of Wages (Procedure) Rules, 1938, which the Government of the Central Provinces intends to adopt. +

The Hazardous Occupations (Berar) Rules, 1938. +

(Part III, C.P. & Berar Gazette of 22-4-38)

At pages 662-667 are published the draft of the Hazardous Occupations (Berar) Rules, 1938, which the Government of the Central Provinces propose to make in respect of the following industries: (1) Lead, (2) Miscellaneous, (3) Aerated Waters, (4) Rubber, (5) Chromium, (6) Cellulose Spray^{ing}, and (7) Sand Blasting.

The Rules are to apply to Berar only. +

The U.P. Trade Union Recognition Bill, 1938:

Bill Introduced on 5-4-1938. .

Mr. Raja Ram Shastri, (Congress) introduced in the U.P. Legislative Assembly on 5-4-1938 the United Provinces Trade Union Recognition Bill, 1938. The Bill seeks to make provision for the compulsory recognition by employers of registered trade unions.

The principal features of the bill are as follows: (1) A registered trade union shall be recognised by the employer. (2) No employer shall refuse the right to a recognised trade union to collect subscriptions within mill premises as also to hold meetings there during work intervals. (3) Every recognised union shall have the right of meeting the employers and addressing to them communications regarding the demands of its members. (4) Political activities of a union shall not stand in the way of its recognition.

The text of the Bill is published at pages 38-39 of Part VII of the U.P. Gazette dated 9-4-1938.

Mr. Shastri, after introducing the Bill, moved that it be referred to a Select Committee. An amendment that the Bill be circulated till 30-6-38 to elicit public opinion was moved and accepted by the House.

(The Hindustan Times, 6-4-1938) +

HK. 6

The United Provinces Shops Bill, 1938. +

Mr. B.K.Mukerji (Congress) moved in the U.P. Legislative Assembly on 5-4-1938 the United Provinces Shops Bill, 1938, to prohibit the employment of children, to limit hours of work in shops, and to regulate leave, fines, wages and terms of service of workers in shops. The salient features of the Bill are:

(1) Children under fourteen years of age are prohibited from employment. (2) Length of the daily working period, including interval, is fixed at nine hours. (3) All shops, barring exceptions noted in the Bill, are to be closed for one day every week. (4) Shops are also to be closed on all public holidays, and for all such holidays pay is to be given to employees. (5) Wages are to be paid fortnightly and within a week after they are due. (6) No employee is to be discharged without a month's notice.

The text of the Bill is published at pages 44-to 45 of Part VII of the U.P. Gazette dated 9-4-1938.

After introducing the Bill, Mr. Mukerji moved the same day ~~that it be referred to a Select Committee~~. An amendment, however, was moved and adopted to have the Bill circulated till 30-6-1938, to elicit opinion thereon. Dr. K.N. Katju, Minister of Labour, assured the House of the Government's sympathy with the Bill. +

(The Hindustan Times, 6-4-1938).

The U. P. Maternity Benefit Bill, 1938:
Report of the Select Committee:
Bill Passed on 26-4-1938. +

Select Committee Report.- Reference was made at page 2 of our January 1938 report to the introduction and reference to a Select Committee of the U.P. Maternity Benefit Bill, 1938. The Select Committee's report on the Bill is published in a U.P. Gazette Extraordinary dated 6-4-1938.

The Committee proposed extensive changes, the more important of which are that; (1) the Act should extend to the whole of the province forthwith; (2) it should apply to concerns employing 10 persons or more; (3) leave with pay for 3 weeks in cases of miscarriage should be granted; and (4) the daily rate of benefit should be equal to the average daily rate of wages or 8 annas whichever is higher.

Discussion on Select Committee's Report.- The Bill as amended by the Select Committee was taken up for consideration during the last week of April. Mr. E.M. Souter wanted the extension of the Bill not alone to industrial establishments but to local bodies like municipal boards, district boards and cantonment boards also. The Minister of Labour accepted the

7
suggestion and promised to take early action.

Bill adopted.- Though numerous amendments were moved, the Bill, as amended by the Select Committee was adopted.

(The Hindustan Times 27-4-1938)

Local Bodies invited to grant Maternity Benefits.- On 27-4-1938 the U.P. Government addressed local bodies of the Province drawing their attention to the unsatisfactory conditions under which sweepers employed by them had to work and suggesting improvement of their conditions and grant of maternity benefits ^{on the scales adopted} in the U.P. Maternity Benefit Act, 1938.

(Summarised from a Government Press Note dated 27-4-1938 copy of which was sent to this Office by the Director of Public Information, U.P.)+

Extension of the French Indian Labour Code to Business Concerns. +

The Government of French India is extending the provisions of the newly promulgated French Indian Labour Code (vide pages 26-29 of our June 1937 report for details) to ~~the~~ local private business houses also. The attention of ^{the} ~~the~~ two ~~of the~~ wholesale rice merchants in Pondicherry was officially drawn to the Labour Code and they were directed to give one day's holiday in a week, preferably on Sunday, and to allot only eight hours' work on other days, for clerks and labourers. The Code, it is understood, is to be extended to other business concerns also.

(The Hindu, 26-4-1938.) +

Conditions of Labour.

8

Cawnpore Labour Enquiry Committee's Report, 1938:Increased Wages Recommended. +

The Cawnpore Textile Labour Enquiry Committee which was appointed on 11-11-1937 recently submitted its report; the report was published by the Government on 23-4-1938. The following is a brief summary of the findings and recommendations contained in the report:

Data regarding Wage Cuts.— In dealing with the question of wage cuts between 1929 and 1937 the Committee deplores the absence of reliable statistics to base their conclusions and states that it is impossible to answer with precision the question what wage cuts have taken place during the years 1929-37.

Capacity of Industry to Pay Increased Wages.— Discussing the capacity of the Cawnpore textile industry to pay better wages, the report reviews the expansion of the industry during 1929-37. The great agricultural depression did not adversely affect the Indian textile industry; on the other hand the industry made considerable progress during this period. A wealth of evidence is adduced to substantiate this ~~and~~ contention. It is pointed out that during the eight years (1929-37) the Cawnpore mills showed 8.15 per cent trading profit on the lot of block and paid up capital which was much more than showed by the Bombay mills.

Comparative Wage Levels.— After quoting the comparative figures of wages for Cawnpore, Bombay and Ahmedabad labour in the year 1934, the Committee says that the wage level for the textile industry in Cawnpore was far lower than that in Bombay and Ahmedabad. Differences in the wages of workers in Bombay and in Cawnpore were glaring. The disparity between the Cawnpore and Bombay wage levels would be further accentuated as a result of the recommendations of the interim report submitted by the Bombay Textile Inquiry Committee.

Increased Wages Recommended.— Having established that the Cawnpore textile industry is prosperous and is expanding and that the workers there are paid less than in other textile centres in India, the Committee recommends an increase in Cawnpore wage levels. It has divided workers into five groups for purposes of ~~a~~ wage increase. It is recommended that workers receiving between Rs. 13 and Rs. 19 per month should be given a wage increase of 2½ annas in the rupee subject to the condition that no one gets more than Rs. 21-8; workers getting between Rs. 19 and Rs. 25 should be given an increase of two annas in the rupee subject to the condition that no one gets more than Rs. 27-8 a month; workers getting between Rs. 25 and Rs. 32-8 should be given an increase of 1½ annas in the rupee

subject to the condition that no one gets more than Rs. 35; workers getting between Rs. 32-8 and Rs. 40 per month should be given an increase of anna one per rupee subject to the condition that no one gets more than Rs. 41-8; and workers getting Rs. 45 and Rs. 59 per month should be given an increase of half an anna in the rupee subject to the condition that no one gets more than Rs. 60-8. The case of workers getting less than Rs. 13 a month has been dealt with under the head "minimum wage."

The Committee has also recommended that all time workers, wherever they are on a daily basis, should be put on a monthly basis.

Minimum Wages.- The Committee has recommended that a minimum wage of Rs.15 a month should be fixed both for the cotton and the woollen industry in Cawnpore. This minimum would apply to adult male workers only, except those who were infirm and who could not attain the lowest standard of efficiency. The Committee has also stated that Rs.15 a month is not the minimum wage for all time. The Wage Fixation Board, to be appointed by the Government, should revise the minimum from time to time.

The Committee has also stressed the necessity for standardisation of wages.

Unemployment Benefits.- The Committee admits that schemes of rationalisation and intensification are such that the industry cannot do without them. But schemes of rationalisation should be adopted subject to certain safeguards being provided for the workers who will be affected by them. In the case of unemployment resulting from schemes of rationalisation, the Committee recommends that those who have put in two years' service or more should be given an unemployment benefit at the rate of 15 days' wages for every year of service. Such workers' names should be entered on the waiting list of the Labour Exchange and should be given first chance whenever any vacancy arises.

Recruitment of Labour through Labour Exchange.- After discussing the various systems for recruiting labour in Cawnpore, the Committee recommends the establishment of a labour exchange. Both the employers and the workers have advocated it. Recruitment through such exchanges, it is suggested, will eliminate bribery and corruption. In the present conditions at Cawnpore, the Committee thinks that the establishment of an unofficial exchange is unacceptable and that the labour exchange should be under supervision of/and controlled by the Government. In the matter of recruitment the Committee lays emphasis on physical fitness, educational qualifications and technical training of workers.

Freedom of Association.- The Committee recommends that a uniform set of rules applicable to all the mills should be evolved. It should be made clear in these rules that active

membership of a trade union will not stand in the way of the worker.

Punishments and Stricter Enforcement of Payment of Wages Act.- The Committee has found that employers circumvent the Payment of Wages Act by a system of "Forced leave" or by the payment of differential rates of wages and recommends the prohibition of these practices. As regards dismissal, the Committee recommends that this should be restricted to gross misdemeanour or wilful and serious neglect of duty. A dismissed worker should have the right of having his case taken up by his trade union with the mill concerned. If necessary, the services of the Labour and Conciliation Officer should be utilised. If on investigation the dismissal is found to be unjust and reinstatement cannot be obtained, the conciliation Officer should have the power to ask the employers to pay compensation either at the rate of 15 days' wages for every year of service or a lump sum not exceeding six months' wages.

Leave with Pay.- Dealing with the question of sick and privilege leave, the Committee says that the average Cawnpore mill-worker comes from the open country-side and bad housing conditions and exacting work inside the mills impair his health. The Committee declares that "employers in Cawnpore are doing less welfare work than employers in other textile centres." It recommends that in a year 15 days' privilege leave with full pay should be given to workers who have put in not less than two years' ~~service~~ continuous service, and 15 days' sick leave on half pay should be given on the production of a registered medical practitioner's certificate. When a worker has completed five years' continuous service he should get both kinds of leave on full pay. The Committee recommends 60 holidays, including Sundays, in a year.

Recognition of Unions.- The Committee is not disposed at this juncture to suggest that there should be a statutory obligation on the employers to recognise all registered trade unions. They, however, feel that employers should place no obstacles in the way of workers belonging to trade unions. The constitution of Mazdoor Sabha has been examined and suggestions are made for its reorganisation. The Mazdoor Sabha, after reorganisation on sound lines, should be recognised by employers without any further condition being imposed.

Housing.- To improve or reconstruct existing workers' dwellings which fall below the minimum standard of health and sanitation, the Committee has recommended that the Improvement Trust should be given adequate powers by an amendment of the U.P. Town Improvement Trusts Act.

Provident Fund.- The Committee has drawn up the frame-work of a contributory provident fund scheme. All workers receiving Rs. 15 a month or over will contribute half an anna per rupee of the wages earned and the employers will add an equal

amount. No worker will be entitled to get the employer's contribution unless he has put in at least 10 years' service, or is discharged earlier for physical disability or as a consequence of rationalisation.

Establishment of a Labour Office..- The Committee strongly recommends the establishment of a regular labour office on the lines of the Bombay Labour Office for the collection and publication of information regarding labour conditions and labour welfare. A list of subjects on which, the Committee consider, the Labour Office should collect statistics is appended in the report.

Financial Implications of the Recommendations..- As a result of all the proposals made by the Committee the labour costs will be enhanced by about 21 per cent.

(Summarised from the text of the Report published at pages 331-471 of Part VIII of the United Provinces Gazette dated 23-4-1938).

(Requisition has been made for two copies of the Report, and, when received, one will be forwarded to Geneva). +

Bihar Labour Enquiry Committee: Questionnaire Issued. +

Reference was made at page 23 of our March 1938 report to the appointment by the Government of Bihar of a Committee to enquire into labour conditions in the province. The Committee has now issued a comprehensive questionnaire on the nature and recruitment of labour; conditions of employment (training of apprentices, security of service, promotions, sick and privilege leave rules, maternity leave, holidays, etc.); hours of work (rest intervals, weekly rest, shifts, etc.); measures of safety; and wages (methods of calculation, payment for overtime and night work, systems of payment, etc.).

(The Amrita Bazar Patrika,
23-4-1938).

12

Proposed Labour Legislation in Madras:
Labour Minister convenes Preliminary Conference.

A conference of representatives of employers and employees convened by the Hon. Mr. V.V.Giri, Minister for Industries and Labour, was held on 22-4-1938 at the Council Chamber, Madras. The object of the Conference was to elicit the views of representatives of employers and workers on Mr. Giri's draft proposals for legislation for (1) Unemployment Relief, (2) Settlement of Trade Disputes and (3) Protection of Trade Unions. The conference was attended by about sixty representatives of the Employers' Federation of South India and of Chambers of Commerce and an equal number of representatives of registered trade unions. The Government representatives present included, besides Mr. Giri, the Parliamentary Secretaries for Labour, and Public Information, the Secretary to the Development Department and the Labour Commissioner.

Labour Minister's Speech.- Mr. Giri, the Labour Minister in his opening speech disclaimed credit for originality in calling a conference of employers, workers and the Government, and said that he was only acting on the suggestion made in the Whitley Report for constitution of an Industrial Council representative of the triangular interests concerned (see Recommendation No.353 in summary of Whitley Recommendations). He believed in the 'human touch' being imparted to industry and deprecated the tendency of employers and workers to insist on their rights, while being unmindful of their duties. Government was averse to intervening in labour disputes and enforcing settlement by arbitration; it preferred the methods of conciliation and "inside" settlement by the parties concerned.

As regards unemployment assistance, he pointed out there ought not to be any opposition to the Government's proposals, as such assistance enables workers ~~to~~ not to get demoralised and become useless for further employment if they are thrown out of employment. He said he would not go into details then, as the Government had already submitted a detailed note of their tentative views to the representatives of the various organisations.

(The Hindu, 22-4-1938)

At this stage the representatives of the press were requested to withdraw, as it was considered desirable that the discussion on the proposals in the initial stages should be kept confidential. According to a Press Note issued by the Ministry of Public Information, Sir William Wright, representing the Employers' Federation of Southern India, Mr. Cordon, Agent, M.S.M. Railway, Mr. F.E.James on behalf of the U.P.A.S.I., Mr. Nuttall on behalf of the Chamber of Commerce and Mr. Md. Ismail on behalf of the Southern India Chamber of Commerce on the one side, and Mr. Guruswami, representing the Federation

K. 13
of Labour Unions, Mr. Basudev and Mr. A.S.K. Iyengar and other labour representatives on the other side, participated in the discussions.

Joint Committee to discuss details.- The Labour Minister stated at the end of the discussions that at a later date he would constitute a Joint Committee to go into the whole question and that he would place before this committee, fuller material, based on the afternoon's discussions, for them to formulate detailed proposals for legislation for the consideration of Government.

(Summarised from a communiqué dated 22-4-1938
issued by the Ministry of Public Information,
Government of Madras.)

Views of Trade Union Representatives.- A meeting of representatives of trade unions in the Madras Presidency was held on 21-4-1938 under the auspices of the Madras Provincial Confederation of Trade Unions to consider Government's proposals for labour legislation, Mr. S. Guruswami, the President of the Confederation, presiding.

The meeting was of the view that the proposed unemployment ~~assistance legislation should be simultaneously enforced in all the establishments covered by the legislation, instead of extending the same gradually as proposed, that registered trade unions should be given the status of approved societies in Great Britain for administering unemployment benefits, and that the Government should contribute substantially to the unemployment benefit fund in order to ensure adequate assistance.~~

Views of Congress Socialist Party.- A statement issued by the Congress Socialist Party, Madras, on Government's proposed labour legislation points out that the provisions contemplated are far from adequate and there should be statutory provision for the following, among other things: minimum wage; leave with pay; housing facilities or in its absence house allowance; provident fund; eight hour day and forty-hour week; over-time and night work to be remunerated at double the ordinary rate, (night work not to exceed six hours); liquidation of debts of workers getting below Rs. 50 per month; and free education and free supply of books to children of workers getting below Rs. 50 per month.

(The Hindu, 22-4-1938.) +

14

Working Class Cost of Living Index Numbers for Various
Centres in India in February 1938. +

The cost of living index numbers for working classes in various centres of India registered the following changes during February 1938 as compared with the preceding month.

Bombay.- The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in February 1938 remained stationary at 107. The average in the year 1937 was 106.

Ahmedabad.- The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad in February 1938 fell by 2 points to 71; for 1937 the average was 75.

Sholapur.- The index number (Base: Year ending January 1928) of the cost of living in Sholapur during February 1938 declined by 4 points to 72. The average for 1937 was 73.

Nagpur.- The index number (Base: January 1927) of the cost of living in February 1938 fell by 1 point to 61.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in February 1938 declined by 2 points to 58.

(Extracted from the Monthly Summary of Business
Conditions in India, February 1938 issue).+

Report on Chirala Strike and Firing;

Order of Government of Madras on Horwill Report.

The Government of Madras issued on 18-4-1938 its orders on the report issued by Mr. Justice Horwill, who was specially appointed by the Government of Madras to investigate the circumstances in which firing was opened on 14-2-1938 by a posse of police on strikers of the Indian Leaf Tobacco Distributing Company, Chirala:

The main facts of the case are as follows: On 26-10-1937 a worker of the Company's Chirala factory died as the result of an accident in the factory. This led to serious dissatisfaction, and eventually to the setting up of a Union of the workers, which formulated a number of demands. Delay in grant of the demands led to a strike of the workers and picketing by the workers of "black-leg" workers. On 14-2-1938 a crowd of strikers, ~~which~~ refused to disperse at the police's orders and stoned the police with the result that three of the strikers were killed. In March 1938 Justice Horwill was appointed to conduct an inquiry into the Chirala firing and his report was submitted in April 1938 justifying the resort to firing.

The Order issued on 18-4-1938 by the Government of Madras on the report, while endorsing the verdict of justification of the firing, draws attention to the following points: (1) In future less fatal means than firing, like tear gas, should be utilised to disperse hostile crowds, (2) The danger of such serious happenings as were witnessed at Chirala on 14-2-1938 are involved in every trade dispute where the management and the workmen do not come to terms. As the workers concerned are not trained in non-violent resistance, and are by reason of continued unemployment and ~~far~~ fear of starvation of themselves and their families, in a state of mind not helpful for the preservation of non-violence, it may be necessary, in future, especially when the dispute is under some kind of negotiation, to prevent such trials of strength by not allowing factories to resume work under conditions inviting dangerous conflicts. (3) Factories, however, cannot be indefinitely closed down if negotiations fail to materialise in a settlement. Where a factory is opened without a settlement and, on the one hand, fresh workmen are invited, and on the other, the strikers seek to persuade fellow-labourers not to go to the factory, conditions have to be imposed in the interest of peace and so as to be fair to both sides. The conditions will vary with every situation and have to be enforced by the officers charged with the maintenance of order. The Government invite the co-operation of employers of labour and the organisations of workers on such occasions.

(Summarised from a Communiqué dated 18-4-1938 issued by Ministry of Public Information, Madras).

Hindu's Comment. - The Hindu dated 19-4-1938, makes the following editorial comments on Government's orders:-

"The conditions that may have to be imposed ~~in~~ in the interest of peace, as the Government points out, will vary with every situation. But the Government have every right to look for the willing co-operation of the employers in the observance of these conditions when the intention of the Government is made clear that their intervention in that particular manner is intended solely to safeguard the public peace and not to impose restrictions which might be construed as enhancing the workers' bargaining power."

(The Hindu, 19-4-1938.) +

Bombay Government Rules re. Provision of Creches in Mills:
Criticism of Millowners' Association, Bombay. +

Attention was drawn at page 12 of our December 1938 report to certain draft rules of the Government of Bombay making it compulsory for factories employing more than 100 women workers to provide creches for the children of ~~the~~ women workers.

Expressing its views on the proposed rules, the Committee of the Millowners' Association, Bombay, points out that certain rules were made by the Government of Bombay in 1934, but on subsequent representations made by the Association the Government agreed not to frame any rules regarding creches for the time being, pending further investigation into this question. The Committee also suggests that the rule prescribing a floor space of not less than nine square feet for each child might be deleted, and discretion might be vested in the Chief Inspector of Factories to decide whether the floor area allotted per child ~~was~~ sufficient.

(Summarised from the Excerpts from the
 Proceedings of the Committee of the Millowners'
 Association, Bombay, during February 1938.) +

Madura Wages Dispute:

Arbitrator appointed by Government of Madras. +

Reference was made at pages 25-27 of our December 1937 report to the settlement of the Madura Mills dispute. Subsequently, the workers of the Papanasam Mills, which are under the same management as the Madura Mills, claimed rates of wages equal to those prevailing in the Madura Mills. Finding the management unsympathetic to this demand, the workers of the Papanasam Mills struck work; the Madura Mills were closed down soon after, as the Papanasam situation affected these mills also. The Government of Madras ~~promptly~~ intervened and offered to appoint an arbitrator or a court of enquiry to go into the matter under dispute; this offer was rejected by both parties.

Subsequent intervention of the Government was more fruitful, and the ~~management~~ management agreed to submit the Papanasam mills dispute to arbitration, but refused to have the affairs of the Madura Mills, which they desired to reopen in April 1938 after reducing the labour strength by about 3,000, enquired into. The Government, however, felt that chances of successful arbitration in the Papanasam Mills were poor as long as there was discontentment in the Madura Mills and so advised the management to reopen the Madura Mills with the entire

17
complement of labour & or to submit the case for reduction in labour force to a court of enquiry. Since the management refused to agree to this suggestion, the Government passed an order under Section 144 Criminal Procedure Code restraining the management from re-opening the Madura Mills as trouble was apprehended.

Subsequently, Mr. Doak, on behalf of the Madura Mills, met the Premier and the Minister for Labour at Madras. As a result of discussions, the following conclusions were arrived at:-

1. The management of the Madura Mills Co., Ltd., agreed to abide by the award given by the arbitrator to be appointed by the Government on the question of wages at the Papanasam Mills at Ambasamudram.

2. The management agreed to grant leave annually to their workers in Madura, Tuticorin and Ambasamudram as follows:- Six days privilege leave on full pay and up to seven days sick leave on medical certificate on full pay to those with one year's continuous service and over.

3. The case for the management of the Madura Mills Co. Ltd. is that it has found it necessary to reduce night running by reason of its inability to exercise control and discipline over so large a body of labour as has recently been employed in night running. The class of persons from which such labour has been drawn has been exclusively rural, unaccustomed to conditions prevailing in towns, and the difficulties experienced in exercising efficient control have increased rather than diminished by their continued employment. It is mainly for this reason that this necessity has arisen to reduce the labour force. The management is nevertheless willing to place its reasons for taking this step before the arbitrator and obtain an expression of his opinion.

The Government of Madras appointed on 21-4-1938 Mr. D.N. ~~Strathie~~ Strathie, I.C.S., as the arbitrator to give his award on the question of wages at the Papanasam mills and to go into the necessity for reduction of the labour force in the Madura Mills.

(Summarised from a Government communiqué dated 21-4-1938 forwarded to this Office by the Ministry of Public Information, Madras)..

C. P. Textile Labour Inquiry Committee:
Report ready for submission to Government.

According to the Special Correspondent of the Times of India at Pachmarhi, the Summer capital of C.P., the report of the C.P. and Berar Textile Labour Inquiry Committee, of which Mr. N.J. Roughton, I.C.S., is chairman, is ready for submission to Government. Except for a dissenting note by Mr. V.R. Kalappa, M.L.A. (Congress Labour), the report is believed to be unanimous.

Majority Recommendations.- It is learned that the majority of the Committee have recommended restoration of 60 per cent. of the wage cuts imposed.

Mr. Kalappa's dissenting Minute.- Mr. Kalappa, in a dissenting minute, maintains that the recommendations of the majority are neither adequate nor fully justified by the local conditions. He points out that the wage levels in the C.P. textile mills are much lower than in Bombay city or other centres of the Bombay Presidency as a whole. The average labour cost in C.P., according to him, works to about 15 per cent., as against 22.5 per cent. in Bombay. This lower percentage in labour costs conclusively establishes that the need and scope for an adequate increase in the wages of the workers is much greater in C.P. than in Bombay. He ~~therefore recommends the adoption of the Bombay schedule with such modifications as may be necessary to secure the restoration of 75 per cent. of the wage-cuts as an immediate measure and the restoration of the full wage-cut at the earliest possible opportunity.~~

(The Times of India, 30-4-1938)

(Requisition has been made for two copies of the C.P. Textile Labour Inquiry Committee report; when received one copy will be forwarded to Geneva.) +

19

Industrial Organisation:
Employers' Organisations.

Employers' Association of Northern India:
Annual Report for 1937-38.* +

The following are the salient features of the Annual Report for ^{the} period ending 31-1-1938 on the working of the Employers' Association of Northern India, Cawnpore (formed on 2-8-1937), presented to the first annual meeting of the Association held on 5-4-1938.

Membership. - During the period under review there were 28 industrial establishments as members of the Association. The total labour force employed by these concerns is approximately 47,500 out of an estimated total in all mills and factories in Cawnpore of about 52,000.

Agreement with Mazdur Sabha. - The outstanding event of the report period was the general strike in the textile mills of Cawnpore. Soon after the Association came into being, at the instance of the U.P. Government, it entered into an agreement with the Cawnpore Mazdur Sabha (workers' union) with a view to end the general strike. The agreement was entered into by the Association with considerable hesitation since it did not think that the terms of the agreement would be observed by the Mazdur Sabha, which, it was contended, had no proper control over labour, and ^{was} not truly representative of the workers, being a political body. This agreement, the report states, was broken by the Mazdur Sabha soon after; the report further states that owing to continuous breaches of the agreement by the Mazdur Sabha the Association withdrew its recognition of the Mazdur Sabha on 29-11-1937.

The Cawnpore Labour Enquiry Committee. - Under the terms of the Agreement of the 9th of August 1937, between the Association and the Mazdur Sabha, a fact-finding Committee was appointed by the U.P. Government, with effect from 30-8-1937, which included Sir Tracy Gavin Jones as the employers' representative. The Committee held 33 sittings from 15-9-1937 to 31-1-1938. The Association was considerably dissatisfied with (1) the lines on which the enquiry was being conducted, (2) the absence in the Committee of members who had intimate knowledge of the technical problems of the textile industry, and (3) the inclusion in it of representatives of employers and workers with completely divergent views. As a result, Sir T. Gavin Jones resigned from the Committee on 7-1-1938.

The Association's Labour Officer. - The Association appointed a Labour Officer from 1-9-1937, to enquire into the grievances *First Annual Report of The Employers' Association of Northern India, Cawnpore, for the year 1937-38. (Established 2nd August, 1937.) Presented to the Annual General Meeting held on Tuesday, 5th April, 1938. The Star Press, Cawnpore. pp. 10.

of workers and also to advise and assist members in labour matters. The Labour Officer's services have been requisitioned by members in connection with the numerous strikes which took place during the period and his services were also utilised in making enquiries into and settling grievances of workers in various member-concerns.

The Government's Labour Officer.- Since the formation of the Association, the Government appointed Dr. Raj Bahadur Gupta as Labour Officer for the United Provinces. Dr. Gupta, according to the report, had previously been a Trade Union official and, in the opinion of the Managing Committee of the Association, has conducted his duties more as a trade unionist than as a neutral representative of Government. This was pointed out on more than one occasion to the Premier of the U.P. but no alteration in the appointment has been made.

Labour Bureau.- The Committee also considered the question of a Labour Registration Bureau through which all labour engaged in member-concerns will be recruited.

(Summarised from a copy of the Annual Report forwarded to this Office by the Secretary of the Association.) +

1st Annual Meeting of the Employers' Association of
Northern India, Cawnpore, 1938.

The first annual general meeting of the Employers' Association of Northern India was held at Cawnpore on 5-4-1938 under the presidentship of Sir Tracy Gavin Jones. The following is a summary of the presidential address.

Labour Bureau.- After reviewing the membership and financial strength of the Association, Sir Tracy stated that since the period covered by the Report, a labour bureau has been established and started work on 6-3-1938. Since then, 1,600 workers have been registered, and of these 400 have been found employment. Of the men registered 700 are weavers and 610 men from other departments of the mills. It was found that there is a very large surplus supply of trained labour in Cawnpore, and untrained labour from the villages have been coming in such large numbers that it has been necessary to close down registration. A fact of note is that U.P. men who have been working in Ahmedabad, Bombay and Calcutta are finding their way back to U.P. to be nearer their homes. Only 1 per cent of those registered came from outside the United Provinces. 65 per cent. of the labour is entirely illiterate, but a fair number of young men with knowledge of English have offered themselves for employment as coolies and markers in mill warehouses.

Increasing the Purchasing Power of the Masses.- Sir Tracy then dealt with the question of the strained industrial relations for the past few months and the work of the Cawnpore Labour Enquiry Committee. Reviewing the course of labour

legislation in the Province, he drew attention to the general desire of Congress Governments to raise the standard of living of the people. With this desire, the employers, he declared, are in fully sympathy but it must be approached on sound economic lines. Arbitrarily to raise the standard of living of workers in a few industries, is, in his opinion, beginning at the wrong end. The true basis of prosperity in India is to raise the standard of living of the agricultural workers.

At present India is following the economic ideals of Europe where top-heavy industrialisation has resulted in unemployment and over-production. This unemployment and lack of purchasing power are due to want of co-ordination in the standards of living of the industrial and the agricultural worker. India is now joining the race of industrialisation, and here the standard of living of the town dweller is about 5 to 6 times that of the villager. The tendency for workers to drift from country to town will, therefore, increase enormously if a forward industrial welfare legislation policy is pursued by Congress Governments without a compensating uplift of the agricultural masses, and a staggering unemployment problem in towns will very soon arise. In India the problem is aggravated by the extreme poverty and a lack of purchasing power of the country producer.

Provincial Labour Legislation deprecated. - ~~That~~ ~~the~~ ~~legislation~~ ~~should~~ ~~not~~ ~~be~~ ~~enacted~~ ~~by~~ ~~local~~ ~~governments~~, but should be undertaken by the Central Government. Matters like sickness insurance, holidays with pay, maternity benefit, old age pensions, and benefits of a like nature, should be enforced alike in all industrial areas throughout India. In other countries the State contributes to such benefits, as also the workers; it is very inequitable to endeavour to place the whole burden on Industry. When these matters are considered on an all-India basis, the capacity of the industry, the State and the worker to contribute, and allied questions will arise. It will be found that the solution rests on the fundamental economic basis of the standard of living of the agricultural masses.

(Summarised from the text of the Presidential Address forwarded to this Office by the Secretary of the Employers' Association of Northern India.)+

Workers' Organisations.

Re-establishment of Trade Union Unity: Joint Session of A.I.T.U.C. and N.T.U.F. - Nagpur - 17-4-38.

A special joint session of the National Trades Union Federation and the All India Trade Union Congress was held at Nagpur on 17-4-1938 under the presidentship of Dr. S.C.Banerji to implement the terms of the agreement between these two principal labour organisations in the country. ~~and to unite them in one central organisation.~~ At the session a formal resolution ratifying certain terms previously agreed upon by the A.I.T.U.C. and the N.T.U.F. as the basis for unity moved by Mr. N.M.Joshi, and supported by twenty labour leaders of practically all schools of labour opinion, was adopted.

Prominent among the leaders of both organisations who attended the session were Mr. N.M.Joshi, M.L.A.(Central), Mr. R. R.Bakhale, Mr. S.C.Sen, Mr. Sibnath Banerji, Mr. R.S.Nimbkar, Mr. Aftab Ali, Mr. P.O.Bose, Mr. Hariharnath Shastri, Mrs. Maniben Mulji, Mr. W.V.R.Naidu, Mrs. Chandobibi, Mr. N.Dutta Majumdar, Mr. Mukundlal Sircar, Mr. Yusuf Meherally and Mr. B.K.Mukherji. Over 5,000 workers also attended the session. Messages of good wishes were received, among others, from the Hon'ble Mr. V.V.Giri, Labour Minister, Madras, Dewan Chaman Lal, M.L.A.(Punjab), Prof. N.G.Ranga, President, All India Kisan Sabha, Mr. Guruswamy, General Secretary, All India Railwaymen's Federation, and the Director, Indian Branch of the I.L.O.

History of Split and Unity Efforts.- The trade union movement in India has a chequered history. It was formally inaugurated in 1920 and the first session of the All India Trade Union Congress was held in Bombay under the presidentship of the late Lala Lajpat Rai. In 1929 a split occurred between the left and right wings of the trade union movement. It was feared by the latter that the Girni Kamgar Union, Bombay, and the G.I.P. Railway Union (both with large book memberships), which were inclined to the left, would swamp the entire movement. Moderate leaders of labour, therefore, seceded from the A.I.T.U.C. and set up a separate body under the name of the National Trades Union Federation in order to co-ordinate the activities of right wing unions in India. Various attempts have been made since then to bring the two bodies together and these efforts culminated in the acceptance by the A.I.T.U.C. at its session in Delhi in December 1937 of the terms proposed by the N.T.U.F. At the present time the N.T.U.F. has a membership of 83,000 with 62 trade unions affiliated to it, and the A.I.T.U.C. a membership of 46,000 with 98 affiliated unions. (The Times of India, 19-4-1938). It is interesting to note that the labour unions of Ahmedabad which draw their inspiration from Mahatma Gandhi, have throughout remained aloof from both these

bodies. (For fuller particulars of the split of 1929 and subsequent developments vide for Nagpur split pages 24-29 -November 1929 report; for unity efforts vide pages 55-56 May 1931 report; 27-31 July 1932 ; 39-41 February 1933; 53-57 August 1935; 32-34 December 1935; 26-27 January 1936; ~~and~~ 31-33 March 1936; and 55-63 December 1937 reports).

Basis of Unity:-Giri-Proposals.- The basis on which unity was achieved was furnished by what are known as the Giri-proposals, the main terms of which are given below:

(1) The N.T.U.F. as a unit should be affiliated to the A.I.T.U.C.; (2) The A.I.T.U.C. should accept the constitution of the N.T.U.F. in toto; (3) The executive of the A.I.T.U.C. should be formed in accordance with the above mentioned constitution; (4) No foreign affiliations are to be made so far as the A.I.T.U.C. is concerned; (5) The affiliation of the N.T.U.F. to the A.I.T.U.C. should remain in force for a period of one year and should lapse automatically, unless renewed; (6) All political questions and strikes should be decided by a three-fourths majority of the Executive; and (7) On all ~~other~~ industrial questions, the decision should be taken by a majority vote.

This basis had been accepted both by the N.T.U.F. and the A.I.T.U.C. at their last sessions.

Amplifications by Negotiations Committee.- The above terms were further amplified at its meeting held on 16-4-38 by the Negotiations Committee appointed by the Executives of the A.I.T.U.C. and the N.T.U.F. to settle the points left unsettled by the ~~2~~ Giri-proposals. The Negotiations Committee suggested, and the A.I.T.U.C. and the N.T.U.F. accepted, the following supplementary conditions:

(1) The personnel of the General Council of the Federation should be accepted as part of the personnel of the joint General Council; the A.I.T.U.C. should form its part of the personnel of the General Council not exceeding the number of the N.T.U.F. personnel; (2) The A.I.T.U.C. should have the Presidentship, one vice-presidentship, the Treasurership and one Assistant Secretaryship, and the N.T.U.F. should have one Vice-Presidentship, General Secretaryship and one Assistant Secretaryship and (3) The official flag of the A.I.T.U.C. should be an ordinary red flag with the letters T.U.C. thereon.

The Negotiations Committee also passed the following resolution for guidance of the officers and ~~members~~ of the A.I.T.U.C.

The Negotiations Committee passed the following resolution for guidance of the officers and members of the A.I.T.U.C.

3. 24

"The A.I.T.U.C. stands committed only to such resolutions and decisions as are passed in its sessions or by its General Council or Working Committee, and such resolutions and decisions alone constitute the policy of the A.I.T.U.C. No press statement on any public question shall be issued by any of the office-bearers as office-bearers which has not been previously approved by the General Council or the Working Committee. They are, however, free to issue statements in their individual capacity; but they will not commit the Congress to the views contained therein. The President and the General Secretary may jointly issue statements, whenever necessary, and such statements will be placed before the General Council or the Working Committee for its consideration, approval or otherwise." (Taken from Statement issued by the President and General Secretary of the A.I.T.U.C. and published in Indian Labour Journal dated 24-4-1938).

Mr. N.M.Joshi's Resolution Ratifying Unity Terms.- These preliminaries being ~~over~~ ^{settled} the N.T.U.F. made formal application for affiliation to the A.I.T.U.C. and the application was accepted. At the special joint session of the A.I.T.U.C. and the N.T.U.F. held on 17-4-1938 to ratify the terms of unity, the following resolution moved by Mr. N.M.Joshi was adopted:-

(1) The Special Joint Session of the All India Trade Union Congress and the National Trades Union Federation rejoices at the conclusion of the negotiations that have been going on for the last few years between the two organisations with a view to bringing about unity in the Indian trade union movement. In sending its greetings and good wishes to the entire working class in India, this session hopes that it will be able to strengthen trade union organisation in this country where it is weak and create organisations where no organisation exists today, so that with the combined force that may be created, it will at no distant date be able to achieve for the Indian workers what is their due.

(2) Notwithstanding anything contained in rule 26 of the new constitution of the A.I.T.U.C. the Congress shall not be affiliated to any foreign organisation during the period of the N.T.U.F.'s affiliation with it. It will however, be open to the affiliated unions to do so provided that the foreign body with whom the affiliation is sought, has same or similar objects.

(3) Notwithstanding anything contained in the new constitution of the A.I.T.U.C., all political questions and the question of strikes shall be decided by a three-fourths majority of the General Council. The individual unions, will, however, be free to take any action they like in the absence of any mandate given by a three-fourths majority of the General Council.

(4) This session approves of the personnel of the General Council as agreed to between the Executives of the A.I.T.U.C. and the N.T.U.F.

General Committee.- The joint session elected a General Committee consisting of 88 members, 44 representing the A.I.T.U.C. and 44 the N.T.U.F.

Office-Bearers. - The joint session also elected the following office-bearers for the united body:-

President:- Dr. Suresh Chandra Banerji. Vice Presidents:- Mr. Mukunda Lal Sircar, Mr. Aftab Ali and Mr. Jammadas Mehta. General Secretary:- Mr. R.R.Bakhale. Assistant Secretaries:- Mr. S.V.Parulekar and Mr. Deven Sen. Treasurer:- Mr. R.S.Nimbkar.

Working Committee.- A Working Committee of 30 members, including the first six of the above office-bearers as ex-officio members, was also elected.

(Indian Labour Journal, 24-4-1938).

Below are given selected extracts from the addresses delivered by Mr. R.S. Ruiker, Chairman, Reception Committee, and Dr. S.C. Banerji, the President;

Mr. Ruiker's address: Class Struggle Ideology.- Referring to the relations between the Indian National Congress and the Indian trade union movement, Mr. Ruiker said:- "Doubts have been expressed and attacks levelled on the Trade Union Congress that it stands for class struggle. Class struggle is the basic principle of any Trade Union in the world. To say that class struggle is not consistent with Truth is nothing but the height of misrepresentation. If there is any truth in the world today, which stands naked and does not require any further explanation, it is the class character of the whole society, not only in India but throughout the Capitalist world. To put class struggle in juxtaposition to non-violence is fallacious. The very basis of capitalistic society is violence. The T.U.C. which stands for a radical transformation of the present society based on brute force and violence is the only organisation which rally stands for non-violence inasmuch as it is endeavouring to create a classless society whose basis will be cooperation and mutual goodwill".

The Gandhi Seva Sangh.- Dealing with the Gandhi Seva Sangh, a body inspired by Mahatma Gandhi for organising Indian workers, and possible rivalry from it to the A.I.T.U.C., he said: "The A.I.T.U.C. must remain the central organisation of the Indian working class. Its doors are open to one and all whatever may be their political faith. Nor are our doors closed to those who really believe in non-violence and truth as an article of faith, but I will appeal, with all the emphasis at my command, to Mahatma Gandhi and his band of workers of the Gandhi Seva Sangh, not to create divisions in the ranks of the working class, when, after years of wandering in the wilderness, we are in sight of unity today. Any attempt to divide the workers under whatever garb it may be made, will be nothing but disastrous to the future development of the working class movement".

Dr. S.C. Banerji's Presidential Address:- After a rapid survey of the world labour and industrial problems, Mr. Banerji pointed out that the alternative of going back from the present intensive industrial civilisation advocated by some as a corrective for India's social ills was unacceptable, and that the right remedy lay in the abolition of the capitalist system and its substitution by a socialist system.

Plea for co-operation with Congress.- Pleading for cordial relationships with the Indian National Congress, he said:- "The formation of Congress Ministries in seven out of eleven provinces of India aroused in the mind of Trade Union leaders the possibility of winning basic trade union rights and the minimum demands of the workers. The Indian National Congress represents all sections of the people, yet its special concern is the masses. Hence, in case of any real conflict between the classes and the masses, it will not hesitate to support the cause of the latter. Thus, in spite of the apparent contradiction, here is a genuine point of agreement. Labour keeping its separate independent existence under the leadership of the A.I.T.U.C. should therefore co-operate with the Congress and help it in its anti-Imperialist fight".

Resistance to Fascist Tendencies.- He then referred to the prosecutions of labour leaders under Section 107 of the Criminal Procedure Code launched recently in Calcutta and the ban imposed on the Communist Party of India, and said that they furnished evidence of Fascist tendencies. To successfully fight such tendencies, it was necessary that the Reformed Constitution, including both the provincial and Federal parts, should be opposed, and in the opinion of the A.I.T.U.C. the only effective way of doing so was the revolutionary utilization of the legislatures and linking it up with direct action of the masses such as a general political strike and no-tax campaign.

(The Indian Labour Journal, Nagpur,
17-4-1938).

~~Resolutions.~~

1st Kistna District Agricultural Labour Conference

Gudivada, 15-4-1938.

The 1st Kistna District Agricultural Labour Conference was held at Gudivada on 15-4-1938. The Conference was formally opened by the Hon. Mr. V.I. Muniswami Pillai, Minister for Agriculture, Madras. In the course of his opening address, Mr. Muniswami Pillai assured the sympathy of his Department ^{for} with the efforts that are being made to ~~improve~~ better the conditions of agricultural workers.

Resolutions. - The Conference passed resolutions: (1) urging all labourers to join the Andhra Provincial Agricultural Union, and (2) requesting the Government to pass legislation to wipe out the outstanding debts of the labourers, to start co-operative societies, house-building societies, insurance companies and co-operative stores for the benefit of the labourers; to abolish private banking concerns and arrange loans only through Government banks or banks recognised by them; to grant waste lands to the ~~landless and the unemployed~~ for carrying on co-operative farming and to lend its support to the residential Agricultural and Industrial Institution proposed to be started at Bezvada.

(The Hindu, 16-4-1938.) +

Economic and Industrial Survey of Bombay Province:

Government appoints Committee. +

The Government of Bombay has appointed a Committee with Sir Purushotamdas Thakurdas as Chairman and Dr. V.K.R.V. Rao as Secretary to carry out an economic and industrial survey of Bombay Province. The terms of reference to the Committee are as follows:

- (1) To examine the present position of small industries in the Province and to report on their place in the provincial economy in relation to agriculture and large industries;
- (2) to survey the work done by the Government of Bombay in the field of economic development within the Province during the last 17 years, with special reference to agriculture, large industries and small industries;
- (3) to report on the measures which the Government can undertake to promote economic development within the Province and to suggest methods for financing the same; and
- (4) to make such other recommendations as pertain to State policy with regard to economic development within the Province.

The Committee has been requested to submit its report as early as possible, but not later than the end of October 1938.

(Summarised from a Government Communiqué dated 14-4-1938, copy of which was sent to this Office by the Director of Information, Bombay). +

Lancashire Cotton Delegation's Visit to India. +

A delegation from the Lancashire Cotton Industry will be reaching Simla on 8-5-1938 in connection with the negotiations for an Indo-British trade agreement that are being carried on at present. The deputation, headed by Mr. Angus D. Campbell, Chairman, Manchester Chamber of Commerce, will be conferring with the unofficial panel of advisers to the Government of India in the Indo-British trade negotiations, prominent among whom are Sir P. Thakurdas, Seth G.D. Birla, and Mr. Kasturbhai Lalbhai. According to a statement issued by the Lancashire delegation prior to its departure from England, instead of protracted negotiations through Government departments there would be direct contact between the delegation and the Indian business interests most vitally interested in the cotton clauses of the

new trade treaty.

The last Lancashire cotton delegation to visit India was the Clare-Lees Delegation of 1933, from which the Clare-Lees-Mody agreement ~~resulted~~ resulted. ~~This agreement~~ This agreement, it may be recalled, was rejected by the Central Assembly; nevertheless it was ratified by the Government of India. It is anticipated that in place of the 6 per cent of India's total consumption of textiles reserved for Great Britain at present, the delegation will press for an increased quota, and that, in exchange, the delegation will agree to an intake by Great Britain of a larger quantity of Indian cotton. Pertinent considerations in this context are that Indian cotton sales to Japan are seriously endangered at present and that the sales are likely to register further decline in the future. The arrival of the Delegation is timely, as the Government of India is likely to appoint a Tariff Board by the end of 1938 to investigate the protective needs of the Indian textile industry.

(The Times of India 20-4-1938 and
the Leader 27-4-1938.) +

Employment and Unemployment.Unemployment in Rampur State: Report of Government Commission

The following information about unemployment conditions in Rampur State is taken from the report recently submitted by the Commission on Unemployment appointed by the State on 24-9-37. The President of the Commission was Mr. R.H. Saloway, I.C.S., Minister in Charge of Development and Industries (A typed copy of the Report was forwarded to Geneva with this Office's minute D.1/753/38 dated 28-4-1938).

Unemployment in Rampur City. Over 5000 questionnaires were circulated among the unemployed in Rampur City and 1886 replies were received. Of these 1886 unemployed, 886 were uneducated, 808 literate (semi-educated), and 211 educated (Urdu Vernacular Middle, Matric, Graduates and Under-graduates). The occupational distribution was: Clerks -320, Retrenched from Army -391, Trade and business - 362, Mustajri (General merchants) and allied occupations -231, Miscellaneous -582 (Total 1886).

Causes of Unemployment. Apart from general causes leading to unemployment, the report adduces the following special causes: (1) reduction of personnel in Departments of the State from 1930 onwards, (2) lack of industrial development in Rampur, (3) the modernising of the administrative system which had led to the abolition of many superfluous posts. The report recommends that the principal cottage industries of the State, weaving, furniture-making, calico-printing, iron wire-work, etc., should be modernised and the unemployed absorbed into employment in them.

Principal Recommendations. - The more important recommendations of the Commission are given below:

1. The Rs. 100,000 which has been provided in the budget for industrial development in Rampur should form the nucleus of an Industrial Development Fund, which should be controlled by a permanent board with a majority of non-official members.

2. Efforts should be made to ~~make~~ encourage large-scale industries in Rampur. A start has already been made with the establishment of two sugar factories and arrangements are completed for a Match Factory. In each case, the State has put capital into the industries concerned. In the opinion of the Commission an attempt should also be made to establish a cloth mill, a tannery, a paper mill and an oil crushing mill. It is suggested that advertisements should be inserted in news papers stating that the Rampur Government is prepared to assist the establishment of industrial concerns in every way possible and to invest capital in them. The Commission understand that proposals for the development of the fruit-growing industry and establishment of a factory for preserving fruit and for manufacturing fruit squashes are under the consideration of the Rampur Government, and consider that these proposals merit careful consideration.

3. In the technical departments of the State e.g. the Electricity Department, Motor Garages, etc., a suitable number of paid apprentices should be employed.

4. The possibility of establishing co-operative societies should be explored, but the Commission is of the opinion that the backwardness of Rampur may prove an obstacle to the immediate establishment of co-operative societies.

5. Weaving should be introduced as an optional subject in girls' school and classes held under trained women weavers in each mohalla. The Commission feel that if it is made possible for the women of Rampur to earn money in their homes a great deal will be done to alleviate poverty. It is suggested, therefore, that trained women teachers should instruct the women of Rampur in lace-making, embroidery, weaving, hosiery, etc.

6. ~~The~~ In order to organise marketing and to superintend the development of cottage industries in general an industrial officer, ~~to~~ be lent from British India, should be appointed.

7. Cottage industries should be assisted by Government to find suitable markets and in the purchase of raw materials.

8. An information Bureau should be established in order to collect the necessary statistics to enable a preliminary economic and industrial survey of Rampur to be carried out.

9. ~~The present system of education should be reorganised.~~ In the higher classes of Primary Schools a technical bias should be provided. The Commission are not in favour of compulsory free primary education, but recommend that increased facilities for free education should be provided in the city schools. Training in agriculture should also be given in ~~these~~ schools.

10. The possibility of providing land for and assisting the colonisation of young unemployed men of urban areas in habitable rural areas should be explored. In particular such persons should be assisted in establishing their own fruit gardens.

(Summarised from a typed copy of the Report of the Commission on Unemployment and Economic and Industrial Development in Rampur City forwarded to this Office on 19-4-38 by the Chief Minister, Rampur State).

Alleviating Educated Unemployment:

Work of U. P. Association of Educated Unemployed in 1937.

According to the report on the first year's working of the U.P. Association of Educated Unemployed established in December 1936 with head office at Allahabad and Branches at Allahabad, Lucknow and Cawnpore, the Association is doing good work by turning the minds of the unemployed towards industry and

commerce rather than relying on Government services, by starting small industries and sales depots, and establishing industrial homes, training institutes and vocational schools.

Among the many schemes that are at present engaging its attention is the establishment of a colony for the educated unemployed, on a large tract of land within six miles of Mirzapur railway station, where fruit farming or agriculture may be tried, provided the Government agrees to give both financial and advisory help. It has made efforts to survey the possibilities of starting and developing small industries in the province, such as, hosiery, tin-buttons, rumal (handkerchief) printing, making combs, cricket balls, brushes, shoes and pens, electroplating brass utensils, embroidery, poultry farming, fruit growing and manufacture of fruit preserves. A co-operative concern for the manufacture of preserves and syrups has already been started at Allahabad and a hosiery company has also been started at Allahabad and negotiations are being carried on with hosiery experts of Ludhiana for setting up at Allahabad a hosiery concern with five or six hand-machines which will give employment to about 20 or 25 people. Efforts are being made to start an 'industrial development company' to afford assistance to young men in financing of small industries and in the marketing of their products. The Association is also considering the advisability of an industrial tour to Japan. It is proposed to send a batch of intelligent young men to Japan, each having a plan to study the organization of a particular industry.

(The Leader, 6-4-1938.)-

Bombay Social Workers' Conference, 23 and 24-4-1938,

Bombay. +

The 1st Bombay Social Workers' Conference, organised by the Social Workers' Society, Bombay, was held at Bombay on 23 and 24-4-1938, Mr. N.M. Joshi, M.L.A., presiding. Sixteen different social workers' organisations of the City took part in the Conference.

Presidential Address. - Mr. Joshi, in his presidential address, stressed the need for a comprehensive survey of the so-called conditions and needs of the population of Bombay city, which had grown into a large industrial centre on absolutely haphazard and unplanned lines. The working classes of the city suffered particularly from lack of housing, insanitary conditions, and absence of social amenities. Sickness, unemployment and old age accentuated their sufferings, but while factory workers were protected to a certain extent, other categories of labour - dock workers and seamen, workers in the building industry, day labourers, domestic servants, etc, were left totally unprotected. To ~~table~~^{handle} these and other problems adequately co-ordination of the work of the different ~~social organisations working in the city~~ and planned action were essential. In the allocation of social obligations between the Government, municipalities, voluntary organisations and individual citizens, Government had to be assigned a large share as it could easily provide the necessary funds. Social justice, in the final analysis, was the basic condition for social happiness, and therefore increased wages and ^{or} improved standard of living for the worker should be among the fundamental objectives of social work.

Papers on the following subjects, among others, were read at the Conference: Prostitution, Literacy Standards in Bombay City, Maternity and Child Welfare (including birth control) and Housing and Health.

(The Bombay Chronicle, 25 and 26-4-1938.) +

Health Conditions in Jharia Coal Mines - 1936-37.*

The following information about health conditions in the Jharia Coal Mines area is taken from the annual report of the Jharia Coal Mines Board of Health for the year 1936-37.

Jharia Mines Settlement: vital statistics.- The area of the Jharia Mining Settlement is 787 square miles, and the corrected population 531,401. (The ^{under}area of the Asansol Mines Board of Health, it may be noted, is 413 square miles and the corrected population 400,010.) The birth rate during 1936-37 showed a further decrease by 1.15 - the percentage being 25.93 against 27.08 and 27.19 in the past two years. The continued general depression in ^{the} coal trade, according to the report, is probably the main cause for this decrease. There was decrease in the death rate by 4.33. The infant mortality, however, increased by 6 per thousand infants born - the figure being 108 against 102 in the previous year. The rate of increase of population, i.e., the excess of the birth rate over the death rate was 6.65 in 1935 and 9.83 in 1936. The Bihar and Orissa figure for 1935 was 9.5.

Average Daily Labour Force.- The average daily labour force employed in 1936 was 61,064 as against 60,645 in 1935; of these, 36,687 and 2,933 were male and female, underground workers, and 15,283 and 6,161 male and female ~~underground~~ workers respectively.

Accidents.- 808 accidents were reported in 1936, as against 754 in 1935. Of the 808 accidents, 122 were fatal, 542 reported as recovered, and 144 minor. The report points out that the accident at Loyabad Colliery (Burrakur Coal Co., Ltd.) during the year is mainly responsible for the increase in the total number of accidents and also for the increased number of fatal cases including instantaneous ones.

Water-supply.- In the course of the year, 7 collieries were connected with the Jharia Water Board mains, bringing the total number of connected collieries to 185, while notices were served by the Board on 6 collieries, requiring them to link up. The question of providing a pure and adequate supply of water to the various outstill liquor shops in this subdivision is still under consideration of the authorities concerned.

Housing in Colliery Areas.- The five years' housing programme of the Board was enforced during the year. The following table of licenses issued during the past two years will show that the improvement effected in the colliery housing has been consistently maintained:-

*Annual Report of the Jharia Mines Board of Health for the year 1936-37. Superintendent, Government Printing, Bihar, Patna. pp.26

	Permanent	Temporary	Total
31st December 1935	22,026	6,571	28,597
31st December 1936	23,379	5,069	28,448

Food Adulteration.- During 1936, proceedings were initiated in 134 cases under the Food and Drug Adulteration Act, and of these, 109 resulted in conviction, 3 resulted in acquittal, 9 were dropped, 1 was withdrawn and 12 were pending at the end of 1936.

Public Health Propaganda.- Lantern lectures on health subjects were no longer confined to Maternity and Child Welfare Centres, but were also delivered at other convenient places. During the year, by arrangements with the Secretaries of the Indian Colliery Labour Union and the Indian Miners' Association, a number of lantern lectures was held in important collieries for the benefit of labourers and their families. The leprosy relief work within the Jharia Mining Settlement continued to be carried on by the Dhanbad and district leprosy relief fund under the general supervision of the Chief Medical Officer of Health. The fund now conducts four leprosy clinics. The total number of treatments given during the year was 22,984 as against 17,190 during 1935. Apart from lantern lectures and occasional lectures by experts, meant for the educated classes, day-to-day propaganda is also being carried on through informal talks with the villagers by the leprosy assistants during their visits to the villages and collieries.

Maternity and Child Welfare Scheme.- During the year under report, all the centres continued to function except the one at Kusunda-Nayadee as the Clinic building there fell within the fire area. All the three circles, namely, Sijua, Kendwadih and Jharia, remained in charge of duly qualified Health Visitors, while the centre in the Dhanbad Municipality continued to be worked by a qualified midwife under the supervision of the Medical Officer of Health of the Board. A reward of annas 4 for each case conducted by indigenous dais (maternity nurses) under the supervision of a Health Visitor is paid to dais. In addition, all indigenous dais undergoing training at the various centres are also paid a reward of annas 2 per head per attendance. All the dais operating in the area under the Maternity Scheme are also supplied with fully equipped boxes, while soap, oil and milk to mothers and children were distributed free of charge throughout the year.

(The Health conditions in the Jharia Mines Area during 1935-36 were reviewed at pages 58-66 of the report of this Office for June 1937.)+

Rents of Living Premises of Working and Middle Classes:
Government of Bombay appoints Advisory
Committee.

The Government of Bombay has recently appointed a Committee with Mr. Mathooradas Tricumjee as Chairman to advise it on the question of rentals of premises occupied by the working and the middle classes in the cities of Bombay, Ahmedabad and Sholapur. The terms of reference to the Committee are as follows:-

(a) To examine whether the conditions and rentals of premises occupied by the working and the middle classes in the cities of Bombay, Ahmedabad and Sholapur are such as to require legislative intervention, (b) if so, to suggest the nature of the required legislation, and (c) to report on such other matters as may be germane to the points referred to in (a) and (b).

The Government has requested the Committee to submit its report before last July 1938.

(Summarised from Government Communiqué dated
25-4-1938, copy of which was forwarded to this
Office by the Director of Information, Bombay.)+

All India Population and Family Hygiene Conference,
Bombay, 16-4-1938. +

The 2nd All India Population and the 1st Family Hygiene Conference was held at Bombay from 16~~th~~ to 19-4-1938 under the presidentship of Mr. Jamnadas M. Mehta (in the absence of Sir Vepa Ramesam, the President-elect). The Conference was formally opened by Mr. B.G.Kher, Premier of Bombay.

Subjects discussed at the Conference included; birth control and sterilisation; medical problems and problems of sex; maternity and child welfare; housing and health; vital statistics; sociology and anthropology; nutrition problems, and population problems.

The Director of this Office contributed a paper under the caption: "The I.L.O. and the Workers' Nutrition". (The Hindu, 17-4-1938)
(Copies of papers submitted to the Conference and the general report of the proceedings have been asked for and will be forwarded to Geneva when received.)+

Progress of Education in India, 1935-36.*

General.- Reviewing the progress of education in British India during 1935-36, the Educational Commissioner with the Government of India points out in his annual report for the period that the increasing attention given to education by Provinces, educational bodies and individuals is the most prominent feature of the year. While stressing that discontent with the existing system and methods was acute, he points out that in regard to the upper stages of instruction the outlook was not so gloomy because certain provinces and bodies were seriously concerned with the general dissatisfaction and had or were taking action towards improvement. The Central Advisory Board of Education, which was revived in 1935, at its meeting held in December 1935 discussed the question of unemployment among the educated classes and decided to reorganise the educational system with a view to lessen the drift of unsuitable students to universities and provide better employable material. The proposal was forwarded to all Provincial Governments and is now under their consideration. Other important activities of the year were the publication of the reports of the Vernacular and Vocational Education Reorganisation Committee, Burma, and the report of the Unemployment Committee, Bihar, which contain recommendations about educational reorganisation in its relation to unemployment. The Central Provinces issued a revised curriculum for primary schools, whilst the Bengal Government published a comprehensive scheme of educational reconstruction with a view to elicit opinion. The Indian States too are appreciating the need of a review of their educational systems. In Mysore and Hyderabad, which are amongst the most progressive states in India, committees were appointed to consider a reorganisation of the educational system. The Educational Commissioner also points out that all are agreed that stagnation and wastage is appalling, that the administration of primary education by local bodies shows no improvement and is thoroughly inefficient, that compulsory primary education appears as remote as ever, that the annual increase in the percentage of literates is disconcertingly small, that the universities contain many students who are unfitted to profit by higher academic studies, that unemployment amongst the educated classes is common, and that provision for the education of girls is ludicrously inadequate, and that what is wanted is the implementing of those remedial measures which command general acceptance.

Total Number of Institutions and Pupils.- The following table shows province by province the total number of institutions (recognised and unrecognised), the total number of pupils (male and female), and the percentage of pupils to population in British India during 1935-36:-

*Bureau of Education, India. Education in India in 1935-36. Delhi: Manager of Publications, 1938. Price Rs.1-14 or 3s.3d. pp.139.

Province	Total number of Institutions (Recognised and Un-recognised)		Total number of Pupils		Percentage of Pupils to Population	
	1935	1936	1935	1936	1935	1936
Madras	51,564	51,309	3,094,203	3,173,980	6.6	6.8
Bombay	16,927	17,314	1,422,146	1,476,604	6.5	6.8
Bengal	71,660	69,426	3,075,272	3,146,291	6.13	6.28
United Provinces	24,830	24,572	1,594,940	1,620,260	3.29	3.35
Punjab	18,019	18,226	1,268,474	1,274,432	5.38	5.40
Burma	25,574	25,804	730,106	743,785	4.98	5.07
Bihar and Orissa	31,405	30,762	1,184,968	1,214,887	3.15	3.22
C.P. and Berar	5,941	5,957	501,197	499,100	3.23	3.22
Assam	7,643	8,130	403,890	434,021	4.6	5.0
North-West Frontier Province ..	1,128	1,139	95,263	97,196	3.9	4.0
Coorg	128	129	11,130	11,586	6.81	7.10
Delhi	399	427	47,114	49,224	7.4	7.7
Ajmer-Merwara	391	409	26,102	27,247	4.6	4.9
Baluchistan	402	363	12,782	7,384	2.75	1.59
Bangalore	116	113	18,234	18,726	13.6	14.0
Other administered Areas. ..	136	131	21,048	22,626	9.4	12.4
British India	256,263	254,211	13,506,869	13,816,149	4.97	5.09

Types of Institutions and Scholars.— The following table shows the number of scholars attending the different types of institutions in 1935-36:—

Recognised Institutions	Number of Institutions		Number of Scholars	
	1936	1935	1936	1935
Universities	16	16	11,311	11,003
<u>For Males.</u>				
Professional Colleges	233	232	81,505	79,242
Professional Colleges	64	60	19,618	19,070
High Schools	3,158	3,091	977,962	944,922
Middle Schools.	9,705	9,692	1,184,975	1,172,065
Primary Schools	165,240	166,588	8,840,517	8,639,405
Special Schools.	6,258	6,096	250,269	239,181
Totals	184,658	185,759	11,354,846	11,093,885
<u>For Females.</u>				
Arts Colleges	28	27	2,359	2,065
Professional Colleges	9	9	431	428
High Schools	392	376	103,829	98,975
Middle Schools.	973	925	156,152	146,042
Primary Schools.	32,618	33,785	1,467,886	1,450,267

Special Schools	391	410	18,263	18,095
Totals	34,411	35,532	1,748,920	1,715,872
<u>Unrecognised Institutions.</u>				
For Males.	31,147	30,887	602,254	592,047
For Females.	3,979	4,069	98,818	94,062
Totals	35,126	34,956	701,072	686,109
GRAND TOTALS	254,211	256,263	13,816,149	13,506,869

Expenditure.- The total expenditure on education in 1936, was Rs. 273,279,009 as against Rs. 265,211,240 in 1935, the increase being Rs. 8,067,589. Of the increase, Rs. 7,139,232 was for the education of males and only Rs. 928,357 for that of females; the report points out that in view of the lag in female education more money should be spent on it. Of the total expenditure, 43.3 per cent was contributed from Government funds, 16.1 from local funds, 25.2 from fees and 15.4 from other sources. The average total cost per pupil per year was Rs. 20-13-4.

Allocation of Funds: Primary Education starved.- 14.9 per cent. of Government expenditure was spent on University education, 24.2 per cent. on secondary schools, 33.9 per cent. on primary schools, and 8.9 per cent. on "Direction and Inspection". Again, 25.6 per cent. of the increase from Government expenditure went to University education, 29.8 per cent. to secondary schools, 13.3 per cent. to primary schools and 13.6 per cent. to "Direction and Inspection". The report points out that this disproportion in the allocation of Government expenditure and of its increase to the various grades of education merits earnest attention. Government spends more on higher education (collegiate and secondary) than on primary education, and the difference is accentuated every year by inequitable allotment of Government funds. When only about 10 per cent. of the population is literate, the need for an increased provision for primary education is apparent.

University Education.- The total number of students in all the Universities in India increased from 117,403 to 124,508. These figures include scholars in all types of colleges—Arts and Professional—throughout India (including States). The over-crowding of Universities and its undesirable effects have been discussed in previous reports. The question was also recently discussed by the Bihar and United Provinces Unemployment Committees, and again by the Central Advisory Board of Education at its first meeting held in 1935. The Board arrived at the unanimous opinion that the present system of education in schools required such radical re-adjustment as not only to prepare pupils for professional and

40

university courses, but also to enable them at the completion of appropriate stages, to be diverted to occupations or to separate vocational institutions. The report points out that from waste of money on "unprofitable students" ^{and} misguided and extravagant competition between eighteen Universities in India, especially in higher studies and research, continues. The Universities tend to become lifeless replicas of each other. Standards of examination have not improved. "Specialization" should not be sacrificed on the altar of "expansion". Expansion is no doubt desirable, but specialization is more desirable. A large number of students are also "wasted" in the Universities by being unable to pass the University examinations. The pass percentage at the Matriculation examination was only 25.4 at Andhra, 29.9 at Bombay, and 42.3 at Osmania (Hyderabad). At the Intermediate Arts Examination, only 33 per cent. passed in Andhra University, 39.6 per cent. in Madras University, 40.6 per cent. in Mysore, 41.3 per cent. in Rangoon and 42.8 per cent. in Delhi.

Compulsory Primary Education. - The following table shows the number of urban and rural areas under compulsion in the provinces:

Province	Number of areas under compulsion in 1935-36		
	Urban areas	Rural areas	No. of villages in rural areas under compulsion
Madras	28	7	104
Bombay	10	2	150
Bengal	2	..	..
United Provinces	36	25	1,224
Punjab	55	2,988	8,413
Bihar and Orissa.	1	2	15
Central Provinces	27	173	433
Delhi	1	9	16

Professional and Technical Education. - The following table shows the statistics for the number of and ^{enrolments} ~~emoluments~~ in professional and technical institutions in 1935-36:-

Type of Institutions.	1935		1936	
	Institutions	Students	Institutions	Students
I. Colleges—				
Law Colleges	13	7,256	14	7,335
Medical Colleges	10	5,028	10	5,138
Engineering Colleges	7	2,074	7	2,049
Agricultural Colleges	6	808	6	882
Commercial Colleges	6	2,605	6	2,801
Technological Colleges	..	..	2	69
Forest Colleges	1	42	2	64
Veterinary Colleges	4	379	4	419
Total	47	18,192	51	18,757

Professional and Technical Institutions - Table continued.

Type of Institutions.	<u>1 9 3 5.</u>		<u>1 9 3 6.</u>	
	Institutions	Students	Institutions	Students.
II. Schools—				
Law Schools	2	166	2	202
Medical Schools	30	7,022	31	7,003
Engineering Schools	10	1,728	10	1,687
Technical and Indus- trial Schools.)	489	27,705	513	28,809
Commercial Schools	220	8,692	313	11,781
Agricultural Schools	15	660	14	531
Forest Schools.	1	44	1	46
Schools of Art	15	2,110	15	2,144
Total	782	48,127	899	52,203
GRAND TOTAL	829	66,319	950	70,960

Adult Education.— Comparison of figures both of the number of schools and the enrolment shows that during the past ten years adult education has received a severe set back, for while in 1925 there were 3,984 adult schools with an enrolment of 96,947, the corresponding figures for 1936 were as low as 1,260 and 37,123.

(The Progress of Education in India, in 1934-35 was reviewed at pages 60-65 of the May 1937 report of this Office).

Agriculture.

42

Debt Redemption in Bhavnagar:

Survey of Six Years' Work.

About six years ago the Government of Bhavnagar State initiated a scheme for redemption of agricultural indebtedness in the State (for fuller particulars see the documents sent to Geneva with our Minutes A.1/1249/34 of 5-7-1934 and A.1/747/37 dated 17-6-1937). Recently, at the instance of the Government, a general survey of the villages of the State was made with a view to finding out how far the position achieved by the whole redemption has been maintained in subsequent years and to what extent, if any, there has been a relapse into the old condition of indebtedness. The following information obtained by the survey is taken from a contribution made to the Statesman by the paper's special correspondent at Jamnagar.

Limited Volume of New Debts.- The survey has brought out the fact that the improvement has on the whole been kept up, and that, out of 29,973 individual holders, only 1,885, i.e., about 6 per cent, have incurred fresh debts totalling Rs.240,613, when compared to the nominal indebtedness of Rs. 8,640,233 liquidated under the redemption scheme. The amount of debt incurred is thus only 3 per cent of the liquidated debts. It is pointed out that the situation cannot be regarded as serious as these borrowings are in respect of current miscellaneous purchases for domestic use which are repaid during the harvesting season.

Proportion of Debtors and Causes of Debts.- Considering the situation from another point of view, 337 villages out of the total number of 540 villages in the State, i.e., about 62 per cent, continue to be debt-free. The number of cultivators found to be indebted was less than 5 per cent in 49 villages, between 5 and 10 per cent in 51 villages, between 10 and 30 per cent in 65 villages, and between 30 and 50 per cent, in 28 villages. The percentage of indebted cultivators exceeded 50 per cent only in 10 villages. Analysing the original causes of debt, the majority of borrowings, where they do not relate to domestic items of expenditure or agricultural requirements, were in respect of undue expenditure entailed by caste custom on occasions of betrothal, marriage, death, etc.

Usury Curbed and Litigation Reduced.- Further, cases of harsh and usurious dealings at exorbitant rates of interest were rare, though they were not altogether absent. These cases were particularly noticed in the tracts inhabited by backward and ignorant classes of kheduts (cultivators). A gratifying feature of the debt redemption scheme is that a comparatively small number of suits have been filed against the ryots in the State Courts, though in the pre-redemption days suits against agri-

agriculturists contributed the greater part of the civil file.

Social Reform accelerated.- Several kheduts have become alive to the need of regulating the scale of social expenditure and caste rules have been framed with the object of controlling expenditure ~~and~~ on social occasions. The breach of such rules is made punishable and the help of the State is readily available in the enforcement of the rules.

Planned State Assistance.- To lessen the khedut's dependence upon the sowcar, the State makes large and liberal advances of taqavi, either charging no interest at all or levying only a moderate rate of interest to enable cultivators to carry out genuine agricultural operations or some costly agricultural improvement. Among the measures adopted to conserve the economic improvement effected by redemption are: (1) Encouragement of kheduts to rear their own stock of bullocks by maintaining a cow or two; (2) the multiplication of co-operative societies; (3) the extension of gramya (village) panchayats; and (4) liberal advances of taqavi provided their recoveries are assured.

Lending through Panchayats.- To minimize leakage in taqavi grants, the same are given through the agency of gramya panchayats & or through the agency of a co-operative society when such agency is available. In order to do away with the delay necessarily involved in advancing taqavi in the usual administrative way, a proposal is under consideration for placing an amount equal to a certain percentage of the land revenue of a village at the disposal of gramya panchayats that are functioning satisfactorily, and giving them power to make these advances.

(The Statesman, 11-4-1938)+

The Madras Agriculturists Relief Act, 1938.

Attention is directed to pages 61 to 76 of Part IV of the Fort St. George Gazette dated 22-3-1938 where is published the text of the Madras Agriculturists Relief Act, 1938, which provides for the relief of indebted agriculturists in the Province of Madras. The Act scales down the debts of agriculturists and future rate of interest leviable from them and provides for the conditional discharge of arrears of rents due to land-holders. +

44

⌘ The C.P. and Berar Relief of Indebtedness Bill, 1938.

An Official Bill, called the C.P. and Berar Relief of Indebtedness Bill, was introduced in the C.P. Legislative Assembly on 31-3-1938 to make provision for the relief of indebtedness of agriculturists. The Debt Conciliation Act, an earlier measure, it was found has failed to do all that was required. The weak point of the Act is that Boards have insufficient powers to deal with recalcitrants and are dependent on the consent of the creditor. The Bill which is now put forward replaces the Board by a Court, upon which is laid the duty of reducing interest and principal in certain cases in accordance with fixed scales laid down in the First and Second Schedules to the Bill. A new departure is the compulsory reduction of principal on a graduated scale according to the fall in land values. Interest will be scaled down in accordance with the Central Provinces Reduction of Interest Act and retrospective effect will be given to this Act. When the debt is scaled down, the duty of the Court will be to prepare a repayment scheme on the same lines as at present adopted by Debt Conciliation Boards. The Bill provides for transfer of land by consent in settlement of part of the debt and authorizes the Court to fix higher rates of interest and to grant larger instalments when the debtor unreasonably refuses to transfer a part of his land. Arrears of instalments will as now be recoverable as arrears of land revenue, and if they are certified as irrecoverable, the repayment scheme will cease to have effect and creditors may recover their full claims at once through the civil courts.

The text of the Bill is published at pages 122 to 129 of Part II of the C. P. and Berar Gazette dated 22-4-1938.+

45

Migration.

Sir E. Jackson's Report on Indian Immigration into
Ceylon.

The appointment by the Government of Ceylon in September 1936 of Sir E. Jackson to enquire into the necessity for ^{restriction of future immi-} ~~future~~ ~~immigration~~ of Indian labour to Ceylon was ~~referred~~ referred to at page 74 of our September 1936 report. Sir Edward's report on the subject was published by the Government of Ceylon on 20-4-1938. The following are the main conclusions reached in the report:

Lack of Ceylonese Labour. - It points out that even if the restriction of Indian immigration for the protection of employment is practicable the time has not arrived for it. Further, according to the report the time has not arrived when the compulsory employment of percentages of Ceylonese workers could be prescribed for particular undertakings. It is pointed out that the problem definitely is not one of preventing immigrant workers from driving the Ceylonese out of work, but how to enable the Ceylonese workers to replace the immigrant worker. To that end the report recommends ~~the establishment of a labour bureau,~~ the enlargement of the staff of the Ceylon Labour Department to help in the collection of accurate information regarding conditions of employment, and the opening of co-operative societies among the villagers for supplying and maintaining labour forces to work on the estates. It also suggests the opening of a training centre for domestic servants and the ~~enlargement~~ ^{provision} of suitable housing accommodation for Ceylonese workers.

Restriction will cause Economic Injury. - While the restriction of immigration will not remove the obstacles to the employment of Ceylonese, resort to it too soon will merely deprive the island of the labour essential to its needs. Finally, the report maintains that at the present time, the production, manufacture and handling of the principal export crops of the island could not be carried on without them, nor could various other works in the Colombo Port Trust, the municipality, the railways and the Public Works and other departments of Government. The existing means for the restriction of immigration to the desired level are adequate to the present needs of Ceylon, but deportation of immigrant workers when they are no longer required would be very foreign to the spirit which a long tradition had introduced into the contract between the workers and the employers, and would, as the Ceylon Planters' Association strongly urged, injure the good name of Ceylon, as an employer.

(The Times of India, 22-4-1938)

Sir Edward Jackson's report has been received with disappointment by the Sinhalese, while Indians have, on the whole, welcomed it.

(The Hindu, 21-4-1938.) *

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

C 1903/114

Report for May 1 9 3 8.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
 <u>1. National Labour Legislation.</u>	
(a) Safety in Coal Mines: Amendments to Indian Coal Mines Regulations, 1926.	1
(b) The Payment of Wages (Federal Railways) Rules, 1938.	1
(c) The Draft British Baluchistan Factories Rules, 1938.	1
(d) The U.P. Trade Union Recognition Bill, 1938.	1
(e) 15 Days' Leave with Pay in French India: Grant by Government Notification.	2
(f) The Motor Vehicles Bill, 1938: Provisions re. Minimum Age and Hours of Employment of Drivers.	2-3
(g) The U.P. Maternity Benefit Bill: Legislative Council adopts Measure on 10-5-1938.	4
(h) Collection of Sickness Statistics among Mill Workers in Madras: Government Notification.	4
 <u>2. Conditions of Labour.</u>	
(a) Labour Conditions of Factory Operatives in Baroda State, 1935-36.	5-7
(b) Dining Sheds and Rest Shelters for Workers in Ahmedabad Mills: Enquiry by Bombay Labour Office.	7-8
(c) Proposal for 45-Hour Week for Jute Mills: Obstruction by Smaller Mills.	8
(d) Labour Conditions in Travancore: Memorandum of All-Travancore Labour Association.	8-10
(e) Labour Officers for Individual Mills: Bombay Mill-owners' Association's Lead.	10-11
(f) The City of Bombay Municipal (Third Amendment) Act, 1938: Introduction of Adult Franchise for Municipal Elections.	11
(g) Grievances of Calcutta Press Workers: Extended Application of Factories Act demanded.	12
(h) Provision of Alternative Employment for Women excluded from Underground Work in Mines.	12
(i) Labour Unrest in Pondicherry: French Colonial Office institutes Enquiry.	13
(j) Uniform Labour Programme for Congress Provinces: Recommendations of Congress Labour Sub-Committee.	13-15
(k) Cawnpore Textile Labour Strike.	15-17
(l) Labour Unrest in C.P.	17
(m) The Coimbatore Textile Dispute: Increased Wages and Reduction of Hours recommended by Court of Enquiry.	18-19
(n) Plantation Labour in South India: Madras Government's Decision to establish Unemployment Exchanges.	19
(o) The Madras Tramway Dispute: Dismissed Workers Re-instated by Arbitrator's Award.	20

r

	<u>Pages</u>
3. <u>Enforcement of Conventions.</u>	
Factory Administration in India, 1936.	21-23
4. <u>Industrial Organisation:</u> <u>Workers' Organisations.</u>	
(a) Third All-India Kisan Congress, Comilla, 14 and 15-5-38.	24-26
(b) Amalgamation of Provincial Branches of A.I.T.U.C. and N.T.U.F.	26
(c) Progress of Trade Unionism in Bombay Province, 1936-37	27-28
(d) Progress of Trade Unionism in the Punjab, 1936-37.	28-29
(e) 5th Conference of Cochin Labour Union, Cochin, 1-5-1938.	29-30
(f) Organising Indian Sugar Mill Workers: Committee appointed by All India Sugar Mill Workers' Conference, Gorakhpur, 30-4-1938.	30-31
5. <u>Economic Conditions.</u>	
(a) Report of the Proceedings of the 9th Industries Confer- ence, Lahore, December 1937.	32
(b) Indian Match Industries Claim for Protection: Deputation waits on Government of India.	32-33
(c) Zamindars' Protest against U.P. Tenants' Bill: Oudh Zamindars' Conference, Lucknow.	33-34
(d) Economic and Industrial Survey of Bombay Province: Special Investigators for Small-scale Industries.	34
(e) Breakdown of Indo-British Textile Talks: Commerce Member Flies to London to resume Trade Talks.	35
6. <u>Employment and Unemployment.</u>	
(a) Working of the Punjab Unemployment Bureau, 1935-38.	36
(b) The Bihar Employment Board.	37
(c) Collection of Employment Statistics; Provincial Governments favour Federal Legislation.	37-38
7. <u>Public Health.</u>	
Housing Scheme for Middle Classes: Ahmedabad Municipal Enterprise.	39
8. <u>Education.</u>	
(a) Liquidating Illiteracy in Bombay: Bombay Adult Education Committee's Report.	40
(b) Vocational Training in Textile Mills: Government of Bombay's Scheme of Paid Apprentices.	41
9. <u>Agriculture.</u>	
Agricultural Indebtedness in Hyderabad State; Report of Special Officer.	42-43
10. <u>Migration.</u>	
Government of India stops Assisted Emigration to Malaya; Sequel to Reduction of Wages.	44
11. <u>General.</u>	
Labour and Social Policy of Congress; First Conference of Congress Prime Ministers, Bombay, 12 to 14-5-1938.	45-46

1

National Labour Legislation.

Safety in Coal Mines :

Amendments to Indian Coal Mines Regulations, 1926. +

Attention is directed to pages 1072 to 1082 of Part I of the Gazette of India dated 21-5-1938 where are published certain amendments to the Indian Coal Mines Regulations, 1926. The amendments relate to the ensurance of improved safety measures in ~~various~~ mines. (The draft of the amendments were published at pages 2015-2025 of Part I of the Gazette of India dated 18-12-1937.) +

The Payment of Wages (Federal Railways) Rules, 1938. +

Reference was made at page 14 of our September 1938¹ report to the draft of the Payment of Wages (Federal Railways) Rules which the Central Government had notified its intention to adopt. The Rules as finally adopted by the Government are published at pages 943 to 953 of Part I of the Gazette of India dated 7-5-1938. +

The Draft British Baluchistan Factories Rules, 1938.

Attention is directed to pages 244-260 of Part II A of the Gazette of India dated 23-4-1938 where is published the draft of the British Baluchistan Factories Rules. +

The U.P. Trade Union Recognition Bill, 1938. +

Reference was made at page 5 of our April 1938 report to the introduction of the Trade Union Recognition Bill in the U.P. Legislative Assembly on 5-4-1938. The Bill, which has been circulated for eliciting opinion is published at pages 307 to 308 of Part VIII of the U.P. Gazette dated 16-4-1938.. +

2

15 Days' Leave with Pay in French India:

Granted by Government Notification. .

According to an Associated Press Message dated 22-5-1938 from Pondicherry, the Government of French India has notified that casual leave with pay for labourers and employees of the different industrial institutions in French India has been fixed at 15 days during a year, in accordance with the provisions of the French India Labour Code promulgated on 6-4-1937. 15 days' leave with pay will be allowed only to those who have been in service continuously for a period of one year; for those who have put in not less than six months' service, the number of days allowed will be only seven.

(The Hindustan Times, 23-5-1938). .

The Motor Vehicles Bill, 1938: Provisions re.

Minimum Age and Hours of Employment of Drivers. .

The Motor Vehicles Bill, 1938, an official Bill introduced in the Central Assembly on 18-3-1938, contains, among others, the following provisions of interest to the I.L.O.:

Age of Employment of Drivers.-Section 4: (1) No person under the age of eighteen years shall drive a motor vehicle in any public place. (2) Subject to the provisions of sub-section (3) of this section and of section 14, no person under the age of twenty-one years shall drive a locomotive, tractor or transport vehicle in any public place. (3) A Provincial Government may make rules under section 21 providing for the issue of licences, to be effective only within the province, to drive locomotives, tractors or transport vehicles, or any specified description thereof, to persons who have completed their eighteenth but have not completed their twenty-first year of age.

Section 14. relates to the grant of licence for driving motor vehicles which are the property of the Central Government; such licences are to be granted only to persons who have completed their eighteenth year.

Hours of Employment. Section 61: (1) Except as otherwise provided by rules made by the Provincial Government under section 64, no person shall drive, or cause or allow any person employed by him or subject to his orders to drive, -

- (a) for any continuous period of more than five hours and one-half, or
- (b) for continuous periods amounting in the aggregate to more than eleven hours in any period of twenty-four hours commencing two hours after midnight, or
- (c) so that he has not at least two consecutive hours for rest in any period of twenty-four hours calculated from the commencement of any period of driving;

Provided that it shall be a sufficient compliance with the provisions of clause (c) if the driver has at least nine consecutive hours for rest in any such period of twenty-four hours and has an interval of at least twelve consecutive hours for rest in the next following period of twenty-four hours.

(2) For the purposes of sub-section (1),-

- (a) any two or more periods of time shall be deemed to be a continuous period unless separated by an interval of not less than half-an-hour during which the driver is able to obtain rest and refreshment, and
- (b) any time spent by a driver on other work in connection with a vehicle or the load carried thereby, including, in the case of a passenger vehicle, any time spent on such vehicle while on a journey in any other capacity other than as passenger,

shall be reckoned as time spent in driving.

(3) This section shall not apply where the completion of a journey is inevitably delayed by circumstances which could not reasonably have been foreseen.

Statement of Objects and Reasons.- According to the Statement of Objects and Reasons appended to the Bill, the present measure is to replace the Motor Vehicles Act, 1914, which has become inadequate under the present changed conditions. In the interests alike of the safety and convenience of the public and of the development of a co-ordinated system of transport, much closer control is required than the present Act permits.

The present Bill incorporates the main recommendations of the Motor Vehicles Insurance Committee and of the Wedgwood Committee and is the outcome of consultations with Provincial Governments and the third Transport Advisory Council which deliberated on it in December 1937. The principle of compulsory insurance has been approved by almost all the Provincial Governments, though there are differences of opinion as to whether its adoption should be entirely optional or whether, in the interests of uniformity, its adoption within a certain period of time should be obligatory.

The text of the Bill is published at pages 49 to 119 of Part V of the Gazette of India dated 26-3-1938. +

4

The U. P. Maternity Benefit Bill: Legislative
Council adopts Measure on 10-5-1938. +

The U.P. Maternity Benefit Bill which was passed by the local Legislative Assembly on 26-4-1938 came up for discussion in the U.P. Legislative Council on 10-5-1938.

In the course of discussion members urged the extension of the Act to local bodies. The Hon. Dr. K.N. Katju, Minister for Labour, replying to the debate pointed out that Government was desirous of extending maternity benefits to women employees of municipal boards but thought that it was not right to make any provision in ~~this~~ the present Bill without consulting the boards. He also said that an amendment of the law relating to local self-government was under consideration and that there would be a suitable opportunity of providing maternity benefits for women employees of the local bodies in that Bill.

It was also pointed out that in the meanwhile general instructions had already been issued by the Government to all local bodies urging the desirability of giving maternity benefits to their women workers.

The Bill was passed by the House the same day.

(The Leader, 12-5-1938.) +

Collection of Sickness Statistics among Mill Workers
in Madras: Government Notification.

Attention is directed to page 663 of Part I of the Fort St. George Gazette dated 10-5-1938 where are published two draft notifications (Nos. 415 and 416~~7~~ dated 2-4-1938: G.O. No. Ms. No. 921, Development) proposing to make certain changes in the Madras Factories Rules, 1936. The proposed amendments require owners of factories to maintain a record of the period of sickness of the workers with a view to provide material for the formulation of measures for the relief of sickness among factory workers. The two notifications will be taken into consideration on or after 12-7-1938. +

Conditions of Labour.

Labour Conditions of Factory Operatives in Baroda State,

1935 - 36.*

Number of Factories.- According to the annual Report of the Department of Commerce, Industries and Labour, Baroda State, for the year ending 31-7-1936, the number of factories on the register was 133 as against 116 in the previous year. Of these, 125 were in actual operation -27 perennial and 98 seasonal. 14 Factories out of the perennial class and 93 out of the seasonal class were connected with the cotton industry. 19 factories were registered during the year. Efforts were made in seasonal factories to enforce the Act strictly in matters of regulation of working hours, grant of holidays and maintenance of safety devices.

Number of Operatives.- The total number of factory operatives during the year was 27,644 as against 25,242 in 1934-35. Of these, 24,037 were employed in the cotton industry and the rest in other industries. Of the 27,644 workers, 22,738 were men, 4,555 were women and 351 were children.

Shifts.- Of the 27 perennial factories, 13 worked during night time on a shift system. 6 of the perennial factories worked on night shift throughout the year. Some cotton ginning factories also worked partly during night time on shift system.

Inspection. - With the exception of a few, all the perennial factories were inspected more than twice and the seasonal factories once, and in some cases more than once.

Wages.- The average monthly rates of wages of higher paid skilled labour continued to decline except in the cases of foreman (in which case the rate slightly increased from Rs. 87-0-0 to Rs. 89-0-0), blacksmiths, firemen, oilman and peons (in which cases the rates showed no change). The average wages of daily paid labour was, for men Rs. 0-9-0, and women Rs. 0-7-3.

Sanitation.- Sanitation continued to receive the attention of the Inspector. Statutory limewashing of the walls of latrines, urinals and departments of factories has been insisted on and generally complied with. Compounds of factories are maintained generally in a clean and drained state.

~~Strikes~~ Ventilation and cooling of factories have been found satisfactory though there is need for considerable improvement.

* Annual Report of the Department of Commerce, Industries and Labour, Baroda State for the year 1935-36 (ending 31st July 1936) - Baroda State Press 1937. - Price Re. 0-10-0 - pp.85

Strikes.- There was no labour strike of long duration or great magnitude in any of the factories. Minor ones of short duration which occurred in the Baroda City and in the towns of Petlad, Kadi and Dwarka were all settled, without any serious happenings.

Health of Operatives.- The health of factory operatives was found to be generally satisfactory; there was no case of any occupational disease.

Welfare Work - Housing and Medical Relief.- Housing accommodation was provided by the various mills only for 1,965 workers. The provision of medical relief also progressed slightly. Besides these welfare activities, a few mills provided creches, cheap cloth and grain to their workers.

Fencing of Machinery.- In course of inspections it has generally been found that guards are some-times made inactive by the workers themselves to derive facility in working. Jobbers and workers have been severely warned to desist from adopting such practices. Tight clothing is now generally supplied to workers engaged on hazardous work on machinery and the workers have also learnt to use this clothing throughout their period of active work.

Accidents and Compensation.- 155 accidents were reported to have occurred in factories as compared with 126 in the previous year. Out of the 155 accidents, 2 were fatal, 20 serious and 133 minor as against 3 fatal, 20 serious and 97 minor, last year.

During the year under report, compensation amounting to Rs. 6,712 was paid to workers injured by accidents as against Rs. 5,259 in the previous year. The Inspector scrutinized the amounts of compensation paid to workers and where same was found inadequate it was referred to the Commissioners for Workmen's Compensation.

Revision of the Factory Act.- The Committee, which in the last year's report was reported to have been appointed to consider the advisability of otherwise of revising the existing Factory Act on lines of that in force in the British India has concluded its work. Majority of the members has recommended the revision of the existing Act in accordance with the British Indian Factories Act of 1934, in almost all matters except those relating to reduction of working hours and grant of Sundays as holidays.

Maternity Benefits.- The report points out that there is a satisfactory increase in the amounts given to women workers as maternity benefit as compared with last year and this is due to the persistent efforts of the Inspector. The rules under the Maternity Benefit Act drafted by the Inspector on lines of those prevalent in British India, have received the assent of the Government.

Out of 1,018 women employed in factories, 14 applied for benefits and the total amount of maternity benefit paid was Rs. 128-4-0.

(The report on the conditions of labour of factory workers in Baroda State during 1934-35 is reviewed at pages 24-27 of our December 1936 report). +

Dining Sheds and Rest Shelters for Workers in Ahmedabad Mills: Enquiry by Bombay Labour Office. +

The April 1938 issue of the Labour Gazette, Bombay, publishes at pages 625-631 the result of a second enquiry conducted in 1937 by the Government Labour Officer, Bombay, into the arrangements for provision of dining sheds and rest shelters for workers in Ahmedabad mills. (The first inquiry was conducted in 1930.)

Dining Sheds: Inadequacy of Accommodation.- 63 of the 68 mills covered by the enquiry provided dining accommodation for the benefit of their employees. Out of the remaining five mills, one mill, employing 578 workers, was constructing a new building, which it was reported would be used partly as a ~~an~~ creche and partly as a dining shed; while the other four mills employing 1,266, 1,001, 751 and 220 workers respectively did not provide regular dining sheds for the use of their workers. The first two of these latter mills, however, reported that the matter was under consideration.

Out of the 63 mills which have dining sheds, 37 have provided dining accommodation for between 10 and 20 per cent. of their operatives, 11 have got accommodation for between 11 and 10 per cent., while the remaining 15 mills have dining space sufficient to accommodate between 20 and 45 per cent. of their workers. It is estimated roughly that in 45 or nearly two-third of the mills covered by the enquiry, the average daily number of workers who take their meals within the mill compound varied between 40 and 80 per cent.

Supply of Drinking Water.- Almost all the mills have provided water-rooms in which water is stored in big earthen kothis, or water-taps in or near the dining sheds. Separate arrangements are usually made for important sub-castes amongst Hindus and for Mohammadans. In some mills pucca cemented water-tanks have been specially built with taps around them for drinking purposes.

Other shelters.- Only 20 out of the 68 mills covered by the enquiry had provided smoking or other rest shelters as

apart from the dining sheds. Besides the dining, smoking and other sheds mentioned above, workers use part of the mill hotel accommodation or verandahs or godowns or spare temporary sheds within the mill compound for dining or resting during the intervals..

Proposal for 45-hour week for Jute Mills:

Obstruction by smaller Mills..

45-hour week in Jute Industry: Efforts to restrict production.- Mills representing 98 per cent of the total number of looms in operation in Bengal and almost 95 per cent of the total number of looms in India have agreed in the second week of May 1938 to enter ^{into} an agreement of five years' duration, during the first year of which weekly loom hours should be 45. The other most important part of this contemplated agreement is that there should be no extension of jute mill machinery. It is clearly recognised that there must, however, be hundred per cent agreement between the mills in India to avoid a repetition of the circumstances nullifying the agreement of 1933.

Concessions to small Mills: 54-hour week.- Recognizing the position of the smaller interests, it has been proposed that they should be permitted to work longer hours than others, and mills with less than 250 looms will be allowed to work 20 per cent more hours than the others in the agreement, i.e., 54 hours per week as opposed to the other's 45. Further, should necessity demand, these other interests are prepared to reduce their hours to 40 per week but the minority would not be asked to go below 54. Accordingly a 35 per cent concession in hours would in these circumstances be granted them.

Obstruction by smaller mills.- The small mills, however, want to work 108 hours per week and at the same time be given permission to increase their looms beyond their present figure. The negotiations are still being held up by the demands of small mills, which, if granted, would defeat the purpose of the agreement, namely the ensurance of an economic price-level for the products of Indian jute factories.

(The Statesman, 10-5-1938)-

Labour Conditions in Travancore:

Memorandum by All-Travancore Labour Association..

The following information about conditions of work in the coir (cocoanut fibre) industry of Travancore is taken from a memorandum submitted in the first week of May, 1938 by the All-Travancore Labour Association to the Enquiry Officer recently appointed by the Government of Travancore to enquire

into the labour disputes in the coir factories of Alleppey, the principal centre of this industry in the State. The memorandum also contains valuable information on general labour conditions in Travancore.

Wages - Drastic Reductions.- During the last 15 years wages in the coir factories of Alleppey and its suburbs have been reduced by 50 to 75 per cent. In the coir factories owned by Indians the proportion of reduction in wages is much worse than in European factories. Under present conditions, a labourer who works for the whole day gets an average Rs. 6 per mensem. This is because of the contract system and the reduced rate of wages.

Payment in kind.- The present wages are quite insufficient for the bare necessities of an ordinary labourer and even these reduced wages are not paid in cash by many of the factories. The memorandum deals with the evils of the system and demands that a stop should be put to it.

Truck System.- The truck system is prevalent in almost every factory outside the town with the result that unreasonably high prices have to be paid for articles supplied by the employers to the labourers in lieu of wages in cash.

Delay in Payment of Wages; Fines and Exactions.- In some factories wages are paid only once in six months. In most of the coir factories, fines are unjustly levied and there are instances in which even wages of one full week are levied as fines by clerks, contractors and foremen. Some of the lower staff of the factories, collect monthly amounts from labourers and also sell tickets for dramas, cinemas, festivals in temples and charities. In the present state of affairs in factories, continuity of service of a labourer depends upon making such payments.

Economic Conditions.- The argument advanced by the factory-owners for the reduction of wages is that the prices realised in the European markets for their products have considerably gone down. Such a regrettable state of affairs has been brought about by the unhealthy competition amongst the employers. Even so, the memorandum affirms that the employers are in a position to pay increased wages. To prevent men without sufficient capital starting coir factories, the Government should insist on a cash deposit of Rs. 5,000/- by all coir factory owners.

Minimum Wages of Rs. 30/- per mensem.- The memorandum urges that as the standard of living is abnormally low in Travancore, a minimum wage must be fixed by legislation. The existing system of piece-work must be stopped and it must be made possible by law for every labourer to earn at least Rs. 30 per mensem. It is also necessary that there should be standardisation of wages.

Other Demands: Labour Legislation to be accelerated.- There should be a permanent Board consisting of representatives of labour and employers on the lines recommended by the Cawnpore Committee. A Payment of Wages Act on the lines of the British India Act should also be enacted for Travancore. For the satisfactory working of factories and for ensuring harmony and goodwill between the employer and the employee, it is necessary

that all factory-owners in Travancore must recognise the Travancore Labour Association. The provision in the Trade Union Regulation that all labour associations should be registered must be cancelled. All factories in the State, however small, must be brought within the purview of the factory regulation. The provision in the Trade ~~Union~~ Disputes Bill making declarations of strike unlawful under certain circumstances must be removed. The memorandum further requests the Government to push through legislation regarding payment of wages, maternity benefit and unemployment insurance. Labour should be given adequate and satisfactory representation in the legislature of the State. For the settlement of disputes between labour and capital a permanent committee, consisting of representatives of labour and capital, should be constituted. The memorandum also urges the creation of a Labour Department and the appointment of a Labour Commissioner.

Health and safety measures.— After pointing out the lack of proper sanitary arrangements in Indian-owned factories, the memorandum, in conclusion, says that in the opinion of the Travancore Labour Association, many of the factories, buildings and rooms are not constructed in accordance with the Factory Regulation, and as such, the factory owners should not be allowed to carry on work in them. The labourers engaged in stencilling work must be provided with rubber hoses for protecting their hands and legs. They should also be provided with spectacles. The contract system that is now in vogue in all the factories, being a positive danger to the interests of labour, must be completely abolished.

(The Hindu, 10-5-1938.) ~

Labour Officers for Individual Mills:

Bombay Millowners' Association's Lead. +

The Bombay Millowners' Association has recommended the adoption by member mills of an active policy of appointing labour officers for individual cotton mills in Bombay, with a view to bringing about better employer-employee relationships. The decision is based on a recommendation of the Whitley Report.

The Association will shortly be evolving a system of training labour officers. The main duties of the labour officers will be to supervise recruitment, prevent abuses, ensure a fair deal for labour and generally assist the management in all labour matters. It is understood that the labour officers appointed under the scheme will be entrusted with the following work, among other duties:— The proper working of the badli control system, preliminary inquiry regarding workers' complaints, checking absent^{ee}ism among workers and prevalence of bribery and corruption, suggesting to management

means for better utilisation of leisure hours and other measures for the general welfare, the collection of information about the labour situation and activities of labour organisations and supervising the filling in of returns under various Acts.

(The Times of India, 4-5-1938.) +

City of Bombay Municipal (Third Amendment) Act, 1938:
Introduction of Adult Franchise for Municipal Elections. +

On 3-5-1938, the Hon. Mr. L.M. Patil, Minister for Local Self-Government, Bombay, introduced in the Bombay Legislative Assembly the City of Bombay Municipal (Third Amendment) Act, 1938, which, among other stipulations, makes provision for adult franchise for the Bombay municipal elections. The first election under the new Act will be held in 1942. According to the Bill, a person is not entitled to be enrolled in the municipal election roll as a voter of any ward unless such person:-

- (a) has, on the 30th day of September in the year preceding that for which the roll is being prepared, attained the age of 21 years, and
- (b) has the requisite residence, business premises or taxation qualifications.

(A person is to be deemed to have the requisite resident qualification or the requisite business qualification if he has ordinarily used a dwelling in the City as a sleeping place or occupied business premises in the City, as the case may be, for the qualifying period.) Under these provisions, almost the whole adult labour population of Bombay will be enfranchised so far as municipal elections are concerned.

The Bill was discussed in the Bombay Assembly on 3, 4 and 5-5-1938 and was passed on the last date (The Bombay Chronicle dated 5, 6 and 7-5-1938). The text of the ^{Act} Bill is published at pages 383-³⁵⁰~~372~~ of Part IV of the Bombay Government Gazette dated ~~12-5~~³²⁻⁵ 1938. +

Grievances of Calcutta Press Workers: Extended
Application of Factory¹ Act demanded. .

A mass meeting of the press workers and binders of Calcutta was held at Calcutta under the auspices of the Press Employees' Association on 22-5-1938 under the presidency of Mr. Aftab Ali, M.L.A., Vice-President, All-India Trade Union Congress. The meeting considered fully the various grievances of press workers and binders, and adopted, among others, the following resolutions: (1) that *an* All-Bengal Press Workers' Conference should be held at Calcutta to further ventilate grievances and secure redress for them, (2) that the Factories Act should be extended to those presses and binding establishments that are worked with or without the aid of power and wherein ten or more persons are employed, (3) that the attention of the Calcutta Corporation should be drawn to ^{the} extremely insanitary conditions of living of the industrial workers of the presses and binding establishments of Calcutta, and that the Corporation should be requested to take up the work of providing better housing for press workers, and (4) that the recently established Welfare Committee of the E.I. Railway Press, Calcutta, should be modified on the lines of the Works Committee of the Government of India presses.

(The Amrita Bazar Patrika, 28-5-1938.)+

Provision of Alternative Employment for Women excluded
from Underground Work in Mines. .

It was reported in the earlier reports of this Office that women workers have been excluded from underground work in all mines with effect from 1-10-1937. The Government of Bihar was having under consideration schemes for providing alternative ~~schemes~~ work ^{for} to the large numbers of women excluded from Bihar coal fields, and it is now understood that it ^{has} decided to open, with the initial grant of Rs. 30,000 from the Government of India, two schools at Jharia and Kustore, in the colliery area where training in weaving and wicker work will be given to the displaced women mine workers. The two schools will be opened in June 1938.

(The Hindustan Times, 26-5-1938.)+

Labour Unrest in Pondicherry:
French Colonial Office Institutes Enquiry. +

As a result of labour unrest in Pondicherry (French India), during the last few months, the French Colonial Government has ordered an official enquiry into labour conditions in French India, and has appointed Mr. Tixier of the French Colonial Office to conduct the enquiry. Mr. Tixier arrived in Pondicherry early in May 1938.

of Inquiry (The Hindustan Times, 1-5-1938.)

The Commission appointed by the French Government ~~to~~ to study the social, political and economic status and conditions of the people in ~~the~~ French Colonies, Protectorates and Mandated Territories, ~~is~~ ^{is} expected to visit French India and French Indo-China very shortly for gathering ~~the~~ evidence.

(The Hindu 30-4-1938.) +

Uniform Labour Programme for Congress Provinces:
Recommendations of Congress Labour Sub-Committee. +

The labour policies and programmes of the Congress provinces were taken up for consideration at a meeting of the Labour Sub-Committee of the Congress held at Bombay on 15-5-1938.

The following members of the Committee were present: Pandit Jawaharlal Nehru, Mr. Jairamdas Daulatram, Pandit Govind Vallabh Pant, Mr. Shankarlal Banker, Acharya Kriplani, Messrs. Gulzarilal Nanda, M. R. Masani and Khandubhai Desai.

T Resolutions. The following resolutions were adopted by the Committee:

Bombay and U.P. Textile Inquiry Committees: Similar Committees to be appointed in other Provinces. - This Committee notes with satisfaction the appointment of Committee made by the Provincial Governments of Bombay and the United Provinces for inquiry into the wages and conditions of workers engaged in the Textile Industry and trusts that Governments in other Provinces and Indian States where the textile industry is established, will, with a view to bring about simultaneous improvement, take similar action at an early date.

Bombay Millowners Congratulated. - The Committee expresses its satisfaction at the recommendations made by the Bombay Textile Inquiry Committee and accepted by the Government having been generally carried out by the employers in the Bombay Presidency.

The Committee hopes² that the millowners in the other Provinces will also carry out such recommendations of the Inquiry Committee as are accepted by the Governments of these Provinces.

Bihar Labour Inquiry: Similar Inquiries urged in other Provinces.— The Committee notes with satisfaction that the Bihar Government have appointed a Committee to inquire into the conditions of labour in the important industries in the Province and hopes that similar inquiries will be instituted in the other Provinces, particularly in regard to sugar, mining, ginning, pressing and other organised industries.

Need for Inquiry into Conditions of Shop Employees.— The Committee is of opinion that the wages and hours of work and other conditions of the employees engaged in shops and similar establishments are far from satisfactory, and requests the Congress Ministries to institute suitable measures for improving the same. The Committee further expresses its general approval of the legislation proposed to be introduced by the Government of Bombay in this behalf.

Leave with Pay during Sickness: Bombay Government Congratulated.— The Committee welcomes the expression by the Government of Bombay of their intention to introduce legislation for provision of leave with pay during sickness and hopes suitable action will be taken by other Provincial Governments in this behalf.

54-Hour Week in Baroda State.— The Committee notes with satisfaction that the Baroda Government have notified the introduction from 1-8-1938 of a nine-hour day in response to the demand made by the Textile Labour Association. It hopes that other Indian States will take immediate action in this direction.

Labour Statistics to be Collected by Provincial Governments.— The Committee reiterates its opinion that the collection of statistical information regarding conditions of working class people engaged in important industries is an indispensable preliminary for suitable action for ameliorating the same, and expresses its earnest hope that the Provincial Governments which have not yet made such arrangements will take prompt and effective steps for making up the deficiency.

Extension of Factory Act.— The Committee expresses its satisfaction at the action of the Government of Bombay in extending the application of the Factory Act to factories employing 10 persons or more where the manufacturing processes are carried on with or without power and expects that other Governments will take early steps to extend the application of the Act on similar lines at least to all urban areas.

Maternity Benefits: U.P. and Bombay Governments Congratulated.— The Committee notes with satisfaction that U.P. Government have passed legislation providing maternity benefit and that the Bombay Government have extended the application of the said Act even to ~~in~~ smaller centres where the Act did not apply till now, and trusts that Governments of Provinces where there is no such provision, will take measures to introduce the necessary legislation.

Provision of Creches.— The Committee notes with satisfaction that the Bombay Government and the U.P. Government have issued

orders for compulsory establishment of 'creches' where women workers are employed and trusts other Governments will take action in this direction.

Extension of Prohibition to Industrial Areas.- The Committee welcomes the declaration made by the Government of Bombay to introduce Prohibition in the industrial city of Ahmedabad and expressed hopes that urban industrial areas in other Provinces will also be soon taken up for carrying out the Prohibition programme by the Congress Ministry.

Personnel of Labour Committees.- The Committee is of opinion that such Committees as may be appointed by the Provincial Governments for the purpose of enquiry into conditions of labour or trade disputes should be mainly composed of persons associated with public life and national movement.

The Committee also considered the questions of standardisation and raising of wages.

(The Bombay Chronicle, 17-5-1938
and the Hindustan Times 15.5-1938.) +

Cawnpore Textile Labour Strike.

References were made in the earlier reports of this Office to the labour dispute in the Cawnpore textile mills and at pages 8¹¹ of our April 1938 report to the recommendations of the Labour Enquiry Committee which was appointed by the U.P. Government to go into the dispute. While, the Cawnpore Mazdoor Sabha, on behalf of the workers, accepted the recommendations of the Committee, the employers after subjecting the Committee's Report to a critical and detailed analysis came to the conclusion that it was biased in favour of labour and based on wrong or insufficient data, and therefore rejected its recommendations.

The rejection of the report by the employers caused fresh labour unrest in Cawnpore, and on 16-5-1938, 25,000 workers in 10 mills struck work, against the advice of the Mazdoor Sabha to await the decision of the Government on the Report. (The Statesman, 17-5-1938.) By 17-5-1938 the strike had affected all Cawnpore mills and involved nearly 40,000 workers. On the same day, the Strike Council resolved to confine the strike to the textile industry for the present. On 18-5-1938 the employers of 16 textile mills declared a general lock-out, refusing to negotiate with labour at this stage or to appeal for Government intervention. (The Statesman, 19-5-1938). On 19-5-1938, the strike spread to a few non-textile concerns and the number of workers affected rose to 45,000.

From the beginning, the Government had taken adequate measures like the promulgation of Sec. 144 of the Criminal Procedure Code

and the increasing of police pickets to ensure public safety. But the workers have been, on the whole, non-violent. The U.P. Government, however, ^{did not} ~~has not~~ approved ^{of} the workers' resort to the strike weapon without waiting for the Government's decisions on the Enquiry Committee's Report.

U.P. Provincial Congress Committee's Review of Situation.- On 22-5-1938 the U.P. Provincial Congress Committee adopted a long resolution endorsing the Cawnpore Labour Enquiry Committee's recommendations and reviewing the strike situation. The resolution supported the demand of the workers for increased wages, condemned the employers for their reactionary attitude in refusing to accept the Enquiry Committee's recommendations, and urged the U. P. Government to take immediate and favourable action on the recommendations. Further, the resolution foreshadowed the possibility of "more stringent State control" of the textile industry being adopted if the employers refused to accept the Government's decisions. At the same time, it condemned the workers for resorting to a general strike without notice and against the advice of their leaders, and without waiting for Government's decisions.

The resolution is reported to have been drafted by Pandit Jawaharlal Nehru (the Leader 25-5-1938 and the Hindustan Times, 24-5-1938) and is likely to influence considerably the Congress Ministry of the province.

On 24-5-1938, the Employers' Association of Northern India issued a communiqué to the effect that though it had rejected the Enquiry Committee's report, it was prepared to adopt any practical proposals likely to restore peace in the industry.

Strikers' Minimum Demands.- The strikers have hitherto remained peaceful, except for ^{preventing} ~~picketing~~ clerical and other staff members like jobbers and maistries from entering mill premises. A number of workers have been arrested for picketing.

It is understood that ~~Mr.~~ Mr. Balkrishna Sharma, President, U.P. Provincial Congress Committee, has, in consultation with the Mazdoor Sabha, submitted to the Government the following minimum demands: (1) acceptance by employers of the Enquiry Committee's recommendations, (2) 12 per cent. increase in wages, (3) setting up of conciliation machinery to prevent victimisation of strikers,

(4) recognition of the Mazdoor Sabha by the Employers' Association, and (5) an undertaking by the employers not to penalise strike leaders. The Government is expected to review the situation at the Cabinet Meeting to be held on 9-6-1938. (The Hindustan Times, 29-5-1938).

An unconfirmed report states that the employers are willing to grant a general rise of ten per cent in wages if the strike is immediately called off. (The Statesman 31-5-1938)

The strike is proceeding. +

Labour Unrest in C. P.

The main recommendations in the majority and minority reports of the C.P. and Berar Textile Labour Enquiry Committee were summarised at page 18 of our April 1938 report. The workers were not satisfied with ^{the} restoration to the extent of 60 per cent. in the wage cuts effected since 1934, recommended in the majority report and under threat ~~that~~ of a general strike demanded at meetings held in connection with the May Day celebrations, restoration to the extent of 75 per cent. in wage cuts, recommended in the minority report. ("Statesman", 3-5-1938). The employers on the other hand considered the time inopportune for increasing the burden on the industry, in view of the present slump in textile prices. (The Times of India, 9-5-1938).

The Nagpur Textile Union convened a C.P. Textile Workers' Conference on 19-5-1938 at Nagpur to examine the C.P. Labour Enquiry Committee's Report. Mr. M.R. Masani presided. The Conference passed a resolution demanding restoration to the extent of 75 per cent in the wage-cuts effected since 1934 and appointed a Committee to place their demands before the Government and the employers. Failing satisfactory response the Committee is to meet on 12-6-1938 to decide on further action, including a general strike. Another resolution urged the appointment of an Enquiry Committee to undertake a comprehensive survey of labour conditions in C.P. and Berar and make recommendations. (The Indian Labour Journal, 29-5-1938).

It is understood that the Government of the Central Provinces is contemplating the appointment of a Labour Committee to enquire into general conditions of work in the province. (The Leader, 28-5-1938)..

The Coimbatore Textile Dispute:
Increased Wages and Reductions of Hours recommended by Court of
Enquiry. +

References were made in the earlier reports of this Office to a labour dispute in the Coimbatore textile mills and to the appointment of a Court of Enquiry to go into the grievances of the workers. (Vide pages 24-25 of November 1937 and page 32 of December 1937 reports). The Report of the Court of Enquiry has recently been published. It analyses the available data under five heads: welfare schemes, hours of work and shifts, trade unions, wages, and conditions of service.

Findings of the Court.- The more important recommendations of the Court are as follows:-

(a) Wage Increase.- No skilled worker should be paid less than Rs. 13 per month and no unskilled worker less than Rs. 11, excluding regular attendance bonus of Rs. 2 and Re.1 per month respectively. Increases recommended range from 5 per cent. to 25 per cent. in the wages of workers getting below Rs. 30.

The Court holds that standardisation of wages is a more urgent problem than fixing of minimum wages.

A bonus of one month's average wage a year is being given in some mills, and is recommended for adoption by the other mills.

(b) Hours of Work.- The reduction of the hours of work to 8 per day, if other textile provinces take similar action, is suggested. In any case, the reduction of the working hours during night shifts to 8 is urged; an extra 20 per cent. in addition to the usual rate of wages for night work is to be paid.

(c) Recognition of Unions.- The Report states that no condition can be laid down as necessary for the recognition of a trade union; registration under the Trade Unions Act is held to be sufficient. The Coimbatore Labour Union and the Millworkers' Union have on their rolls almost all the workers in the textile mills of Coimbatore and, therefore, deserve recognition.

(d) Other Recommendations.- Other recommendations include: (1) Provision of housing accommodation, adequate medical relief to the workers and their families and educational facilities; (2) creation of a provident fund system, under which the worker as well as the employer contribute equally; (3) formulation of definite rules for the guidance of the persons concerned in the matter of discipline, suspension, dismissal, etc.; (4) nine days' leave on account of sickness and six days' casual leave on account of urgent business with pay; (5) payment of same rates of wages to female as well as male workers; (6) curtailment of the present disproportionately large number of women workers, preference being given to unmarried women and widows for employment; (7) grant of Sunday as weekly day of rest; (8) payment of

wages ~~during~~ normal working hours; (9) exclusion of children and adolescents from night shifts and (10) establishment of a wage fixing board.

(The Hindu, 23-5-1938)

Government's Order on the Report.- The Government of Madras has generally endorsed the conclusions of the Court and has recommended for immediate action by employers, the findings regarding payment of increased wages and grant of casual and sick leave. Some of the recommendations of the Court involve legislation and some amendments of the rules framed under the Factories Act. A few also involve executive action on the part of the Government. These recommendations are under the consideration of Government.

(Page 742 of Part I of the Fort St. George Gazette dated 24-5-1938.)

Views of Employers and Workers on the Report.- The Coimbatore Indian Chamber of Commerce has issued a lengthy statement on the Report of the Court of Enquiry. The Chamber criticises the Report as being based on insufficient data and is of opinion that a rise in wages at the present time will spell disaster to the Coimbatore textile industry, since its competitive advantage over surrounding textile centres will be lost.

The Coimbatore Mill Workers' Union, has, on behalf of the workers, accepted the recommendations of the Report, but has stated that the wage scales recommended could have been more liberal in view of the prosperous condition of the industry in Coimbatore.

(The Hindu, 31-5-1938.)

Plantation Labour in South India:

Madras Government's Decision to establish Unemployment Exchanges.

The Hon. Mr. V.V.Giri, the Minister of Labour, Madras Government, outlined the Madras Government's policy in regard to plantation labour in South India at a Conference of the Estate Staff Association of South India held at Coonoor on 22-5-1938. The following details are taken from a report of the Conference sent by the Ootacamund Correspondent of the Times of India to that paper:

The Madras Government was considering the adoption of legislation to set up unemployment exchanges at an early date, and matters relating to the subject were being discussed with employers and workers. ~~Statement~~ The Madras Government, Mr. Giri said, had come to certain conclusions on the conditions of plantation labour and hoped that, when its report was circulated, the planters would give due consideration to their recommendations.

(The Times of India, 25-5-1938.)

The Madras Tramway Dispute;Dismissed workers Reinstated as result of Arbitrator's Award. +

A dispute was in progress during the last few weeks between the Madras Tramway Co., and its Workers' Union over the dismissal of five of the Company's employees. The allegation of the Union was that the five employees were victimised for their association with the Union and the strike of March 1937. The Company, on the other hand, claimed that the services of the five workers in question were dispensed with for insubordination and unsatisfactory performance of their duties. Since the workers threatened to go on strike over this issue, the Madras Government appointed Mr. Justice Pandrang Rao to arbitrate upon the dispute. The Arbitrator has found that the five men were victimised for their connection with the union and the strike of March 1937.

As a result of the finding, the manager of the Company has offered to re-entertain the five victimised persons, with the break in their service condoned.

(The Hindu, 26 and 27-5-1938) +

Enforcement of Conventions.

Factory Administration in India, 1936*.

The following are the salient features of the annual report on the working of the Indian Factories Act, ^{1934,} in British India during 1936. The figures given below include Burma which formed part of the Indian Empire throughout the period under review.

Amendment of the Factories Act.— In 1936 the extending section 5 of the Act was amended so as to empower Local Governments to extend provisions of the Act to 'precincts' (even in the open air) as well as to 'premises', which did not come within the general definition of factories.

Number of Factories.— The total number of registered factories increased from 9,918 to 10,226, surpassing last year's record figure by 308. The number actually working, which included 307 notified under section 5 (1) of the Act, was 9,323 of which 5,581 were perennial and 3,742 seasonal. 91 per cent. of the registered factories worked during the year as against 89 per cent. in the preceding year. The increase in the number of factories actually working was 492, the provinces of Bombay, Madras, the Punjab, Bengal and Sind mainly accounting for the increases; there were decreases in Baluchistan (6), Bangalore (4) and the N.W.F. P. (1). The number of new factories registered was 684 and the number struck off the registers 376.

Number of Operatives.— The average number of operatives employed during the year increased from 1,610,932 in 1935, which was then the highest figure ever recorded, to 1,652,147 in 1936. The most marked increases were in Bengal (18,036), the U.P. ~~18,422~~ (8,242), Madras (8,055), the Punjab (5,771), Sind (4,492), the C.P. (3,290) and Bihar (2,707). The number of workers employed in the cotton textile industry fell from 438,820 to 427,920. In Bombay, the decrease is attributed to the temporary cessation of night shift working, the Presidency (excepting Ahmedabad). Jute mills registered an increase from 277,986 to 289,136, as a result of the Jute Mills' Association's decision to increase production.

Employment of Women and Children.— There was an increase in the number of women employed from 229,726 in 1935 to 234,206 but the employment of children decreased from 15,457 to 12,062. The percentage of women and children to the total factory population was 14.1 and .73 respectively, as against 14.26 and .96 in 1935.

Working Hours.— Percentage of factories in which normal weekly hours are:—

* Statistics of Factories Subject to the Factories Act, 1934 (XXV of 1934) for the year ending December 31, 1936 together with a note on the working of Factories Act during the year. pp.37.

		Not above 42.	Between 42 and 48.	Above 48.
<u>Perennial.</u>				
For men	...	5	23	72
For women	...	12	18	70
		Not above 48.	Between 48 and 54.	Above 54.
<u>Seasonal.</u>				
For men	...	27	12	61
For women	...	35	10	55

The majority of factories worked to the full limits permitted by the Act. The tendency to employ overlapping shifts in the Assam and Burma rice mills, in textile factories particularly in the U.P., and in certain non-association jute mills in Bengal made it difficult to detect irregularities.

Wages.— The wages of both skilled and unskilled workers were more or less steady. In Bengal, there was no material change in the principal industries, but the Jute Mills Association reported further progress towards the standardization of wages in mills situated in the same districts, a step recommended by the Royal Commission on Labour. In the C.P., there was a further considerable drop in wages due to cuts, reduction in cotton mills and unemployment. In Madras, the wages of skilled labour remained fairly constant on the whole, though there were considerable adjustments between classes; the rates for unskilled labour showed a decline.

Safety. The safeguarding of machinery and plant continued to receive close attention in all provinces and their reports indicate that the causes of accidents were closely analysed.

Accidents.— 25,660 accidents were recorded in 1936 as against 23,119 in 1935. Fatal accidents increased from 207 to 232, serious accidents from 4,831 to 5,015 and minor accidents from 18,081 to 20,413. The incidence of all accidents per 100,000 operatives rose from 1,435 to 1,553 in the year under review. According to the report fluctuations in employment involving the engagement of untrained men, was partly responsible for this. Greater activity in the engineering industry, where the incidence of accidents is high, and better reporting swelled the totals.

Housing, Health and Sanitation.— Progress in housing was recorded in most of the provinces notably in the U.P., where 906 new quarters (716 - single and 191 double) were constructed in 1936, and in Bombay.

The health of the factory employees in almost all provinces was generally good and there were no epidemics except in Bengal, where Small-pox in protracted epidemic form and influenza in a moderately severe form were prevalent. Sanitary arrangements were on the whole found to be satisfactory. In Assam, Bengal, Bihar, Bombay, Orissa, Sind and the C.P., there is still room for considerable improvement, particularly in the small factories and those in outlying areas.

Inspections and Prosecutions.- The number of factories inspected during the year was 8,060 or 86.4 per cent. of working factories. The percentage of perennial and seasonal factories inspected to the total number of such factories was 85.6 and 87.6 respectively as against 92.90 and 86.8 in the preceding year. No factory remained uninspected in the Central Provinces and Berar, Sind, Ajmer-Merwara, Baluchistan, Delhi, Bangalore and Coorg.

The number of convictions obtained under the Factories Act was 940 as against 955 in 1935.

(~~The~~ Factory administration in India during 1935 was reviewed at pages 35^b40 of our March 1937 report.)+

Workers' Organisations:

3rd All India Kisan Congress, Comilla, 14 & 15-5-1938.

The 3rd session of the All India Kisan (Peasants) Congress was held at Comilla, Bengal, on 14 & 15-5-1938 under the presidency of Swami Sahajananda Saraswati.

Presidential Address. - Below is given a brief summary of the presidential address delivered by Swami Sahajananda which is important for its ^{elucidation} ~~discussion~~ of the position of the All India Kisan Movement vis-a-vis the Indian National Congress and the indications it gives of growing tension between the two bodies.

Need for Separate Kisan Organisations. - Discussing the plea made by certain Congress leaders for abolition of separate kisan organisations, Swami Sahajananda said:

The Kisan Sabha must be a separate and autonomous organisation. It is dangerous to agree that the Congress is a Kisan organisation, because 95 per cent of its members are Kisans. Such reasoning would lead to the fallacious view that the Congress is a Hindu organisation because an overwhelming majority of its membership is Hindu. The Congress no more belongs to the Kisans than the country belongs to them by virtue of their overwhelming numerical strength. As a national organisation the Congress has perforce to safeguard the interests of all classes. It cannot fight for the interest of Kisans simultaneously with its regard for the promotion of the class interests of the Zamindars. Any attempt to suppress the Kisan Sabha by the Congress High Command will result in the transference of its leadership to reactionaries - as unfortunately has already happened in certain places - and in the ultimate effect of suppression of ~~and~~ the Kisan movement.

Use of Red Flag. - Referring to the criticism of the use of the Red Flag by Kisan organisations, he said: "The sight of red flag in the Kisan Sabha causes annoyance to many and they protest against it." The Kisans are not hostile to the tri-colour flag of the Congress, whereas the tri-colour is a symbol of nationalism, the Red flag is that of the international solidarity and ^{of the} aspirations of the exploited and oppressed.

Policy of Congress Ministries. - Stressing the view that Congress Ministries were merely 'reformist' in tendencies, he said: No great significance need be attached to the measures of agrarian reform adopted by the Congress Ministries, because they are the outcome of a reformist mentality. The Congress is afraid of revolutionary tendencies, and that is why Congress Ministries are discouraging strikes and demonstrations by peasants, workers, students, and the unemployed. He complained that the Kisans and their leaders were being prosecuted under Congress Governments, and asserted that the election pledges given by the Congress were being dishonoured by Congress leaders. Nevertheless,

in the fight against British Imperialism, he said, that the Kisans were prepared to co-operate with the Congress.

Resolutions.- The following is a summary of the more important resolutions adopted by the Congress.

Agrarian Revolution.- The Congress impressed upon its constituent sabhas the need for raising the work of the Kisan movement, from its present preliminary stage to more intensive forms of struggle which would help to bring about an agrarian revolution. It expressed the view that this revolution cannot be completed within the framework of Imperialist rule, and therefore advised the Kisans that, while fighting for their class demands through their class organisation, they should also fight in alliance with other sections of the people and work through the Indian National Congress against Imperialism and replace it with a full democratic Swaraj. It advised Kisans to form joint committees with the Congress and organisations of industrial workers, youth movements, etc. It also stressed the need for closer unity with agricultural and industrial workers belonging to the depressed classes.

Class Collaboration Impossible.- The Congress affirmed that the theory of class collaboration i.e. the principle that the interests of the exploiting and exploited classes can be adjusted and reconciled within the frame-work of the present society as preached by the Gandhi Seva Sangha and some of the nationalist leaders can only tend to paralyse the strength of the masses, and expressed the view that such collaboration, even on the excuse that the anti-imperialist struggle demands such a policy for the sake of so-called national unity, can result only in perpetuation of economic enslavement, in obstructing the achievement of Swaraj for the masses and ultimately in a settlement between the traditional exploiters of the masses and Imperialism by which the masses could be more intensively exploited.

Criticism of Agrarian Policy of Congress.- The Congress expressed dismay at "the attempts being made by the High Command of the Indian National Congress to give a further lease of life to the existing vicious agrarian system under the guise of allowing it to mend itself", and declared that any one who supported the Zamindari system was working for the continuance of the British raj. The resolution condemned the policy of Congress of strengthening pro-Zamindari elements in Congress Ministries.

Zamindari System Condemned.- The Congress condemned the zamindari and every other intermediary system of collecting land tax or rent, as such intermediary systems work to the detriment of the essential interests of Kisans and society at large. The resolution described the zamindari system as "most costly, least efficient and most corrupt". It therefore stressed that no reforms in tenancy laws could substantially alleviate the woes of the Kisans so long as vast areas of land remain vested in non-cultivating landlords, and exhorted all Kisan sabhas to work for the abolition of all feudal systems without paying any compensation.

Demand for Complete Cancellation of Agrarian Debts. - The Congress demanded the total cancellation of all debts of peasants, tenants and agrarian workers, and condemned all existing and proposed legislation providing for settlement of agrarian debts through debt conciliation boards, arbitration boards, etc, as Kisans will not be appeased till the whole volume of their debts is liquidated.

Land Tax to be substituted by progressive Income Tax. - The Congress affirmed that the Governments in India, including Indian states, have continued to tax land without considering the peasant's capacity to pay and that the land revenue is largely devoted for the benefit of non-agricultural classes who pay the least to these Governments. It therefore urged the immediate abolition of the land tax and its substitution by a system of progressive income-tax, exempting all incomes under Rs. 500. *per year.*

Kisan Volunteer Corps. - The Congress resolved that to prosecute the Kisans' struggle against the zamindars a Kisan Volunteer Corps should be organised, and appointed a Committee to draw up a scheme for it if need be in cooperation with the All India Trade Union Congress.

(The Amrita Bazar Patrika, 16-5-38 &
The Bombay Chronicle, 30-5-1938). +

Amalgamation of Provincial Branches of

A.I.T.U.C. and N.T.U.F. +

Reference was made at pages 22-26 of our April 1938 report to the joint session of the N.T.U.F. and the A.I.T.U.C. held at Nagpur on 17-4-38 at which unity was restored in Indian trade union ranks. This has been followed by amalgamations of provincial branches of these two bodies. Thus, a joint meeting of the Bengal Provincial T.U.C. and the Bengal Branch of the N.T.U.F. was held at Calcutta on 8-5-1938 at which these two bodies were amalgamated; similar meetings were held at Nagpur and Delhi to amalgamate the corresponding organisations in the C.P. and Delhi. .

Progress of Trade Unionism in Bombay Province, 1936-37.*

Number of Registered Unions.- During the year ending 31-3-37, the period covered by the report under review, 6 new unions were registered, bringing the total number of registrations as at 31-3-1937 to 112. Of these, the registrations of 50 unions had been cancelled before 1-4-1936; the names of the 12 unions in Sind were transferred to the register of the Registrar of Trade Unions of the province on 1-4-1936 and the registrations of 7 unions were cancelled during the year under report. The net number of unions on the register on 31-3-1937 was thus 43.

Of the 43 registered unions, only 39 unions submitted annual returns. The 43 unions may be classified thus: Railway Workers' unions, including those of railway workshop employees - 11; Tramway employees' unions -1; Textile Labour unions -8; unions of printing press employees -3; unions of municipal workers -1; Seamen's unions -2; Docks and port trust employees' unions -4; and miscellaneous unions -11. Of the 43 unions, 1 was an employees' association.

Membership of Unions.- The total membership of the reporting unions increased from 45,970 to 52,852 or by 12.5 per cent. It is interesting to note that all groups contributed to this rise, the more important among them being "Textile" -29.07 per cent., "Municipal" -52.44 per cent. and "Miscellaneous" -109.47 per cent. The position as regards female membership showed greater improvement during the year. In 1935-36, there were 12 unions with 635 female members on their rolls. During the year under report, however, the figures increased to 14 and 1,945 respectively.

Finances of Unions.- The principal liability of the majority of the unions was the general fund. It formed the only liability of sixteen unions and a minor liability of two unions, while two other unions had liabilities other than the general fund. The total amount at the credit of the general fund account of all the unions was Rs. 321,754-12-3 and other liabilities amounted to Rs. 26,234-10-8 as against total assets amounting to Rs. 183,390-1-8 for unpaid subscriptions the real value of which is very doubtful. The amount of cash assets was as usual the largest in the case of the Railway group and amounted to Rs. 37,673-15-2. To this amount the National Union of Railwaymen of India and Burma, Bombay, alone contributed cash assets amounting to Rs. 24,081-10-7. Securities amounting Rs. Rs. 73,526-1-0 were held by six unions of which the National Union of Railwaymen of India and Burma, Bombay, again alone held securities worth over Rs. 58,000.

Federation.-The assets of the Federation -the Textile Labour Association, Ahmedabad,- were made up of cash amounting to Rs. 1,638-3-7, securities worth Rs. 46,610 and "miscellaneous" assets amounting to Rs. 136,705-15-0. The liabilities of the Federation was composed of the General Fund amounting to Rs. 88,656-9-3 and other liabilities to Rs. 96,297-9-4. The

* Annual Report on the Working of the Indian Trade Unions Act (Act XVI of 1926) for the Bombay Presidency, 1936-37. Govt. Central Press, Bombay. pp.19 +

Federation also maintained a political fund which had a balance of Rs. 17,513-2-9 at the end of the year. It is interesting to note that the Association spent about Rs. 27,200 in conducting trade disputes and paid Rs. 24,446 as compensation to members for loss arising out of them.

Number and Membership of Registered and Unregistered Unions.- At the beginning of the year the number of trade unions - registered - as well as unregistered - in the Bombay Presidency was 111 with a membership of 108,227. Forty-four of the unions were registered under the Act. Of the remaining unions, 32 were associations of the Postal and Telegraph Department consisting mainly of clerical workers.

Auditing of Unions.- The number of unions which actually engaged auditors was 18. Of the remaining 22 unions, 17 had their accounts audited by two ordinary members, 4 by persons holding offices as members of legislature or municipality and 1 by the holder of a Government Diploma in Accountancy. The auditors' remarks pointed to serious irregularities in certain cases.

General.- An event of considerable importance during the year under report was the holding of the first elections under the Government of India Act, 1935, for the purpose of filling the six seats allotted to trade unions in the Bombay Legislative Assembly.

(The Annual Report on the Working of the Trade Unions Act in the Bombay Province for 1935-36 was reviewed at pages 52-55 of our April 1937 report.) +

Progress of Trade Unionism in the Punjab, 1936-37.* +

Number of Registered Trade Unions.- According to the Report on the working of the Indian Trade Unions Act, 1926, in the Punjab during 1936-37, the number of registered unions, including 3 federations, increased from 33 to 37 during the year under report. 6 unions were registered during the year and the certificates of 2 were cancelled. 4 of the registered trade unions relate to railway clerks and workers, 6 to textile workers, 4 to municipal workers and menials, 6 to transport workers and employers, 3 to electrical, mining and mechanical workers, 2 to press employees and 9 to miscellaneous callings.

Returns were received during the year from 23 out of the 37 unions.

Membership and Finance of the Unions.- The total number of members of the unions from which returns have been received, showed a decrease from 64,053 last year to 46,792 during the year under report, while the average number of members per union declined from 2,911 to 2,034. The biggest union in the Punjab, viz., the North-Western Railway Union, Lahore, continued to maintain its

*Report on the Working of the Indian Trade Unions Act 1926 in the Punjab during the year 1936-37. Lahore: Superintendent, Government Printing, Punjab. Price Re.0-10-0 or 1s. pp.5+iv

29

premier position with a membership of 35,227.

There was no change in the number of federations which stood at 3. The number of unions affiliated to the Central Labour Federation and the Punjab Provincial Trade Union Congress, Lahore, continued to be the same as last year. The returns from the third, viz., the Punjab Labour Board, Lahore, have not been received.

The opening balance of the 23 unions from which returns were received during the year was Rs. 5,413. The income during the year was Rs. 9,872 and the expenditure Rs. 10,283. The closing balance was Rs. 5,002. The average income per union increased from Rs. 375 to Rs. 429 while the average expenditure also increased from Rs. 400 to Rs. 447.

Activities of Unions.- The Registrar remarks that the unions continued to do useful work in furthering the interests of their individual members particularly vis a vis their employers.

Free Audit of Unions.- The facility of free audit of registered trade unions continued to be extended during the year under report. 5 unions took advantage of it.

(The report on the working of the Indian Trade Unions Act in the Punjab during 1935-36 is reviewed at pages 43-45 of our March 1937 report.)+

5th Conference of Cochin Labour Union, Cochin,
1-5-1938. +

The 5th annual session of the Cochin Labour Union was held at Cochin on 1-5-1938 under the presidency of Mr. P.N.Krishna Pillai, M.L.C. (Travancore).

Presidential Address.- In his presidential address Mr. Pillai pointed out that the problems of the labourers of the Travancore and Cochin States were identical and urged the adoption of common programmes of action by the labour organisations of the two States. Dealing with labour conditions in Indian States, he asserted that they were much lower than those in British India, and as examples directed attention to the existence of forced labour in several States of North India and the low level of labour legislation even in the more progressive States. In particular, he deprecated the fact that the I.L.O. was not able to make itself felt in the States.

Resolutions. The Conference adopted resolutions (a) demanding (1) an 8-hour day, (2) 30 days' leave with pay in the year, (3) introduction of schemes of unemployment, old age and sickness insurance, (4) recognition of trade unions, (5) legislation fixing minimum wages at Rs. 30 per month, and (6) abolition of payment of wages in kind; and (b) condemning the denial to labour of representation in the Cochin Legislature by the Cochin Franchise Committee.

(The Hindu, 3-5-1938) +

1.4. It is also understood that the Cochin Labour Union has decided to agitate for the proper representation of labour in Indian States at the I.L.Conference.

(The Times of India, 18-5-1938). +

Organising Indian Sugar Mill Workers: Committee Appointed
by All India Sugar Mill Workers' Conference, Gorakhpur, 30-4-38. +

Preliminary steps to organise the workers engaged in the Indian sugar industry, who have as yet no well-organised trade unions to defend their interests and whose seasonal work differentiates them from other categories of industrial labour, were taken, at the All India Sugar Mill Workers' Conference held at Gorakhpur, United Provinces, on 30th April and 1st May 1938, Mr. M.N.Roy presiding. The sugar industry, with a capital investment of Rs. 300 millions, 150 modern factories, over 100,000 operatives, and 2,000 graduates employed on the technical side, it may be pointed out, has within the course of the last seven years become one of the major industries of India.

Presidential Address.-Mr. Roy in his presidential address dealt at length with the economic aspects of the tariff protection accorded to the industry under the shelter of which it has grown to its present huge dimensions. He explained that the imposition of high protective duties reduced the customs receipts of the Government of India under this head and that to make good the deficit thus occasioned that the Government proposed to levy an excise duty on sugar. The millowners naturally disliked this impost and tried to pass on the burden to the workers by denying them fair wages. He said that the millowners' fears of over-production of sugar in India were ill-founded; if the workers' wages were increased, they would consume more sugar and thus the bogey of over-production would be laid. To enforce the workers' demand for increased wages, he stressed they should organise themselves into unions and resort to collective bargaining. He also pointed out that the seasonal nature of sugar workers' employment created certain organisational difficulties, and necessitated unions differing from the usual trade unions. Further, a common platform for the cane-growers and sugar mill workers was wanted, and this, he said, were ready to hand in the local Congress Committees of sugar cane growing districts, ~~higher~~ which the workers should capture. For the sugar mill workers he demanded higher wages, continuous employment and decent living conditions, and for the cane-growers a guaranteed sale and a higher price for the cane grown. The workers were also advised to demand lower prices for sugar so that consumption might be increased and sugar manufacture stimulated.

Organising Committee for Sugar Workers Union.. The most important resolution adopted was that appointing a Committee to conduct propaganda and take the necessary steps for organising *An* Indian Sugar Mill Workers' Union. The following is the personnel of the Committee:-

Dr. Bishwa Nath Mukherjee - President; Mr. Bishwa Nath Roy - Secretary; and Mr. Parma Nand of Bihar, Dewan Chaman Lal and Mr. Azad of the Punjab, Mr. V. Raghavayya of Madras, Dr. M.R.Shetty of Bombay, Mr. Sib Nath Pathak of Bengal, Messrs. Bhupendra Nath Sanyal and Vishnu Saran Deblish of the United Provinces and ~~several~~ several others, ~~are~~ members.

(The Bombay Chronicle, 2, & 5-5-38) +
The Amrita Sagar Patrika, 2-5-38).

Economic Conditions.

Report of the Proceedings of the 9th Industries Conference,
Lahore, December 1937. +

A brief review of the proceedings of the 9th Industries Conference which was held under the auspices of the Government of India at Lahore on 15 and 16-12-1937, was given at pages 72-74 of our December 1937 report. The Government of India has now issued as No. 65 in its Bulletins of Indian Industries and Labour Series, the report of the proceedings and the various memoranda submitted by Provincial Governments on the items on the agenda. Particular attention is directed to Chapters II and III of the report which deal with middle class unemployment and ^{the} publication of a handbook containing information regarding industrial and technical institutions in India, including Indian States. (A copy of Bulletin No. 65 was forwarded to Geneva with this Office's minute D.1/793/38 dated 4-5-1938.)..

Indian Match Industry's claim for Protection: Deputation
waits on Government of India. +

A deputation on behalf of Indian match manufacturers led by Mr. K. A. Somjee waited on the Secretary to the Commerce Department, Government of India, on 19-5-1938 at Simla to lay before the Government the grievances of Indian match manufacturers against the undue control exercised over the industry by the Swedish Match Combine and to press the case for grant of tariff protection to the Indian industry.

Claim for Tariff Protection.- The deputation alleged that the Swedish Combine is carrying on an unfair competition, as a result of which 13 Indian factories in Western India alone have stopped working, leaving only three which are struggling for existence. The deputation further allege, inter alia, that the Swedish Combine has a monopoly of the sale of match making machinery, that no Indian match manufacturer has been able to get machinery from them, and that the methods of advertisement and propaganda adopted by them are such as had been condemned by the Tariff Board. The deputation therefore claimed that the time had come to take action as suggested by the Indian Tariff Board in 1928 to safeguard the Indian match industry against alleged unfair competition by the Swedish Combine.

Demand for Committee of Inquiry and Fixing of Manufacturing Quotas and Prices. - These charges are also made in a memorandum submitted to the Government of India by the President of the Indian Match Manufacturers' Association, Bombay, and the deputation, in giving support to them, wanted that Government should appoint a committee to inquire into them, and that this committee should have on it a representative of the Indian Match Manufacturers' Association. The deputation also ~~ask~~^{wanted} that Government should undertake legislation, fixing the quota for each match factory in British India, and also, if necessary, to establish by legislation a Board of Control which could fix prices, or alternatively, that the Government of India should, in consultation with the Association, take such other steps as they think necessary to prevent Indian match factories going out of existence.

(The Times of India, 20-5-1938.) +

Zamindars' Protest Against U.P. Tenancy Bill: Oudh

Zamindars' Conference, Lucknow. +

An Oudh (U.P.) Zamindars' Conference was held under the auspices of the British Indian Association at Lucknow on 28 & 29-5-38, with the Maharaja of Darbhanga presiding. The main object of the Conference was to record a strong protest against the U.P. Tenancy Bill, introduced in the local Legislative Assembly by the Congress Government, and to consider measures to organise the zamindars to offer a united front to the Congress propaganda against them and to the schemes which were being formulated to end the zamindari system eventually. Though the Conference passed no resolution laying down the line of action which the zamindars should adopt if the Tenancy Bill, despite their strong opposition, became law, and indicating how far they could go to give relief to the tenants, a number of important resolutions ~~was~~^{were} passed; a summary of the more important resolutions is given below:

1. Communist Menace. - The Conference adopted a resolution urging the mobilisation of forces which support maintenance of rights of private property to fight the communist and socialist menace. Sir J.P. Srivastava, a former Minister of the U.P. Government, in supporting the resolution instanced the present Cawnpore labour troubles as illustrating the strength of the menace.

2. Organisation of Propaganda. - The Conference resolved to organise a volunteer corps for countering Congress propaganda against the zamindari system.

3. Protest Against U.P. Tenancy Bill.- The Conference, while expressing sympathy with attempts to improve the conditions of tenants, protested strongly against the U.P. Tenancy Bill, as, in its opinion, the adoption of the Bill tended to accentuate the class struggle and seriously curtail the proprietary rights of zamindars.

4. Relief of Rural Distress.- Another resolution expressed the opinion that the problem of rural poverty cannot be solved unless (1) pressure on land is removed by development of large-scale industries and revival of cottage and rural industries; (2) agricultural productivity is increased; (3) the problem of rural indebtedness is solved and a system of providing cheap rural credit is evolved and (4) an efficient system of marketing is established. "In view of the failure of the Government" to take action along these lines, the Conference appointed a Committee to draw up a comprehensive scheme for forming a corporation to solve the problem of rural poverty along the above lines. +

(The Leader, 1-6-1938). +

Economic and Industrial Survey of Bombay Province:

Special Investigators for Small Scale Industries. +

The Bombay Economic and Industrial Survey Committee (vide page 28 of our April 1938 report) has decided to appoint special Investigators and Divisional Committees to assist the committee in collecting information in regard to the various small industries. This method of collecting information is being adopted in preference to the usual method of hearing evidence, in view of the fact that persons engaged in small industries are unorganised and that a large number of them are illiterate.

(The Times of India,
18-5-1938) +

35

Break-down of Indo-British Textile Talks:

Commerce Member flies to London to resume Trade Talks.

The Indo-British textile talks, reference to which was made at pages 28-29 of this Office's April 1938 report, began at Simla on 10-5-1938 and were continued till 23-5-1938, when the talks were abandoned as no agreement could be reached between the viewpoints of the Indian non-official advisers and the Lancashire Textile Delegation. It is gathered that the negotiations broke down on the following proposals:-

Reduction of Tariff Duty to 11 per cent.- The Lancashire Delegation demanded the reduction of tariff duty on British cotton piece-goods to 11 per cent, but the Indian side were not agreeable to reduce it.

Export Quota of 600 million yards.- The Lancashire Delegation wanted to be able to export to India 600 million yards of cotton piece-goods. It appears that the Indian side were prepared to allow 400 million yards. The Lancashire Delegation also wanted that in case it was found that they could not export to India 600 million yards, the duty should be further reduced from 11 per cent. to enable this quantity to be exported to India. To this the Indian advisers did not agree.

Offtake of Indian Raw Cotton.- As regards the offtake of Indian cotton, the Lancashire Delegation were prepared to give a guarantee for a minimum of 400,000 bales, but the Indian side wanted it to be fixed to a quota in relation to the imports of cotton piecegoods as in the case of Japan.

The Governments to Negotiate directly.- The divergence of the demands being considerable, it was agreed to give up the negotiations through non-official delegations and allow both the Governments to consider the issues involved.

(The Hindustan Times, 24-5-1938)

Indo-British Trade Talks.- The Government of India have deputed their official delegate to the Indo British trade talks to proceed to London for the next and final stage of negotiations. Sir Mohammad Zafrullah Khan (Commerce Member - the official delegate) accompanied by Mr. N.R.Pillai, I.C.S., his Secretary, flew to London from on 31-5-1938. Talks between the Government of India's delegate and the British Board of Trade are expected to last for about two months. These will be based on the tentative conclusions arrived at earlier meetings between both the delegations assisted by unofficial advisers last year and on the joint deliberations between the Lancashire delegates and the Indian advisers, which though did not result in an agreement, furnished sufficient material for both the Governments to explore avenues for a satisfactory agreement.

(The Hindustan Times, 28-5-1938.)+

36

Employment and Unemployment.

Working of the Punjab Unemployment Bureau, 1936-38. †

An employment bureau was established by the Department of Industries, Punjab, in August 1936, with a view to bring together the employer and the un-employed and to record statistics of educated un-employed (vide pages 63-64 of our July 1936 Report). The Bureau has now been in existence for over a year and half and according to a Communiqué recently issued by the Punjab Government, its establishment has been brought to the notice of the general public through press communiqués, but the response of the un-employed to get their names registered with it has been meagre. The Bureau has been approached by a number of factory owners and large business concerns in the Punjab for filling up technical and clerical posts in their establishments, but owing to the very limited selection on the registers of the Bureau and in some cases due to the total absence of registered un-employed with the requisite qualifications, the Bureau has been greatly handicapped in fulfilling its aim.

Unemployment Statistics.- The purpose of the Bureau in compiling statistics of the un-employed has been criticised in some quarters as being of little or no practical value to the un-employed. It is pointed out in the communiqué, that the statistics of unemployment which the Bureau aims at collecting will serve to provide an index for the better correlation of supply to the demand of trained persons and will thereby furnish a basis for estimating the requirements of trained men in various professions and vocations.

Unemployed Invited to Register.- The question of unemployment, the communiqué points out, is receiving the serious consideration of the Punjab Government and the Government of India and the unemployed are invited to get their names registered with the Bureau not only to make available reliable statistical data which is so indispensably essential for finding ways and means to assuage the conditions of unemployment in the province, but also to improve their own chances of employment.

(Summarised from a Communiqué issued by the Information Bureau, Punjab Government, a copy of which was sent to this Office). †

51.

The Bihar Employment Board.

The Government of Bihar has constituted an Employment Board with the Hon. Minister for Education and Development (including Employment) as Chairman, for a period of one year in the first instance, to advise and help the Employment Bureau attached to the Department of Industries in finding employment for educated young men belonging to the province and to consider and advise the Government on schemes and proposals and any other measures necessary for relieving unemployment. The Officer-in-Charge of the Employment Bureau is ex-officio Secretary of the Board.

(The Amrita Bazar Patrika, 4-5-1938.)

Collection of Employment Statistics:
Provincial Governments favour Federal Legislation.

Reference was made at pages 42-44 of our May 1937 report to a circular letter of the Government of India to Provincial Governments about the adoption of legislation regarding the collection of statistics of educated ~~un~~employed in the country. It is ^{now} understood that all Provincial Governments have accorded their general support to the proposal of the Central Government. All the Provincial Governments have expressed their willingness to the enactment of legislation on the subject by the Central Government.

Since statistics of employment is a provincial subject, the Government of India has suggested to the Provincial Governments the adoption by their respective legislatures of the following resolution:

"That this House do resolve that it is desirable that the following matters, being matters enumerated in the Provincial Legislative List, should be regulated in this province by an Act of the Federal Legislature namely, (1) Statistics of employment and (2) offences against and the jurisdiction of Courts with respect to the said Act of the Federal Legislature."

The Bihar Legislative Council has already adopted the suggested resolution.

The Governments of Bihar and Bengal have suggested that the Central Legislation to be enacted should give power to

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Provincial Governments to call for such additional statistical information as might be required by the Provincial Governments for their own purposes. The Government of India has agreed to this proposal and provision will be made in the Act accordingly.

(The Statesman, 28-5-1938 and the Hindu,
10-5-1938.) *

27

Public Health.

Housing Scheme for Middle Classes: Ahmedabad Municipal
Enterprise. +

At a meeting of the Ahmedabad Municipal Board held on 30-4-1938, the Municipality decided to construct a number of tenement blocks to house the lower middle class population of the city whose monthly incomes range between Rs. 35 and Rs. 60. These blocks are to consist of several units; each unit is designed to lodge one family, and will consist of two living rooms (one of them will have to serve as kitchen also), a bath room and a water closet. A minority in the Board stressed the view that such housing enterprise should not be taken up by the Municipality, but should be left entirely to private enterprise; the ^{majority} Municipality however, were of opinion that housing came within the purview of legitimate municipal activities. It was also pointed out that the projected housing scheme would serve two purposes: first, the waste lands belonging to the municipality could thereby be profitably utilised, and, secondly, municipal deposits in banks which at present fetch hardly one per cent. interest yearly can, if invested in such schemes, be made to yield 4 per cent. per year; at the same time a part of the lower middle class population of the city can be housed under improved sanitary conditions and the general health of the city considerably improved.

(The Bombay Chronicle, 10-5-1938.) +

40

Education.

Liquidating Illiteracy in Bombay:
Bombay Adult Education Committee's Report. +

Reference was made at pages 37-38 of the January 1938 Report of this Office to the appointment of an Adult Education Committee by the Government of Bombay. The following information, about the recommendations made in the report of the Committee, which it is understood has been submitted to Government in the second week of May 1938, is taken from a special article published in the Times of India of 12-5-1938.

Liquidation of Illiteracy.- The liquidation of illiteracy, the Committee holds, calls for an attack on two fronts: extension of primary education and extension of adult education. The Committee urges the linking up of adult instruction in rural areas with the general programme of rural reconstruction.

Central Board of Adult Education.- The Central Board of Adult Education which the report recommends will contain three members who will be generally responsible for organising and administering the programme of adult education in the province. The Board will work in the closest co-operation with the Education Department. The preparation of suitable text-books for adults and advising, for instance, on the ways of expending Rs.50,000 set apart by Government for rural libraries will be among the subjects within the purview of the Central Board. Incidentally, the Committee, it is learnt, has recommended village libraries of the circulating type.

Workers' Education.- Employers, it is urged, should share responsibility with Government in the education of workers. It is suggested that Government should appeal to employers of labour to look upon the liquidation of illiteracy among their employees as a moral responsibility. The Committee, however, is understood to be not very optimistic about visual education. In the present condition of adult illiteracy, it is feared, cinemas will not have the desired effect as in other more advanced countries. Expenditure on visual aids is, therefore, regarded by the Committee as of secondary importance. The Committee is more sanguine about broadcasting, and recommends further experimentation with village broadcasting. Experimental as the field is, the Committee is prepared to recognise the radio as an auxiliary agency in the adult education programme.

(The Times of India, 12-5-1938.)+

Vocational Training in Textile Mills:

Government of Bombay's Scheme of

Paid Apprentices. +

The Government of Bombay has recently introduced an apprentice scheme for vocational training in textile mills and other establishments in Bombay city and Ahmedabad. Under the scheme youths not below 16 nor over 20 years of age and who have completed the pre-matriculation class and are of good physique may be sent to industrial establishments for training for about five years, during which period they will get about Rs. 15 a month as wages and will attend technical classes in the evening. The Director of Industries, Bombay, will receive applications from intending apprentices, and select candidates. . .

Agricultural Indebtedness in Hyderabad State:
Report of Special Officer.*

In August 1935, the Government of H.E.H. the Nizam of Hyderabad appointed a Revenue Officer of the State as Special Officer to conduct an enquiry into rural indebtedness in the State and review the progress made in ^{respect of} the debt conciliation; the report of this enquiry has recently been published. It is estimated that the total rural indebtedness in the State is about Rs. 646 millions.

Causes of Indebtedness.- The more important causes of rural indebtedness, given in the report, are: (1) small size of holdings accentuated by fragmentation, (2) recurring loss of cattle, (3) insecurity of crops, (4) extravagant expenditure on marriages and other ceremonies, (5) litigation, and (6) exorbitant interest rates charged by money-lenders. The principal point which emerges from the report is that although there is a large volume of agricultural debt in the State, the agriculturist is solvent because even at the present low value of land, his land is worth at least five to six times the volume of his debt. The agriculturist should be able to pay off this debt from the surplus produce of his land, if suitable relief measures are adopted.

Measures of Relief.- The principal measures for relief of agriculturists proposed in the Report are: restriction on alienation of land, conciliation of debt by agreement, establishment of land mortgage banks for debt redemption, establishment of co-operative marketing, and village panchayats, regulation of money-lending by statute, enforcement throughout the State of standardised weights and measures and consolidation of fragmented holdings.

Measures Contemplated.- During the last seven years, Government have set in motion two ordinances, one for the prevention of usury throughout the State and the other for the restriction of alienation of land except to agriculturists, hitherto applied in only two districts of the State. The working of the Land Alienation Regulation during the last few years has demonstrated its great usefulness and success and so the Government has therefore decided to extend it to other districts in the State. Recently this Regulation was modified so as to fix a minimum holding, land below which cannot be alienated.

Other measures contemplated are (1) establishment of voluntary debt conciliation boards; (2) adoption of legislation for the registration and licensing of money-lenders; (3) prevention of land passing into the hands of money-lenders; (4) fixation of interest rates by Statute; and (5) establishment of multiple object co-operative societies.

* Agricultural Indebtedness in H.E.H. the Nizam's Dominions by Mr. S.M.Bharucha, Additional Revenue Secretary, Hyderabad-Deccan Government Central Press, 1937. pp. 98. *

All these measures are expected to be introduced at an early date; a Debt Conciliation Regulation has already been adopted; it received the assent of the Nizam on 12-5-1938.

(From a communiqué issued by the
Information Bureau, Hyderabad State.)

Migration.

Government of India stops Assisted Emigration to Malaya: Sequel to Reduction of Wages.

The Government of India, after consultation and with the concurrence of the Madras Government, ~~has~~ decided to exercise its powers under the Indian Emigration Act and prohibit all assisted emigration to Malaya until the supply and demand of labour there approach an equilibrium. With the same object it has urged on the Malayan Government the desirability of repatriating, free of cost, all labourers who are without employment or who are unwilling to work on reduced wages.

The decision is a sequel to 10 per cent. reduction of wages made in Malaya with effect from May 1, 1938, with the prospect of a further reduction if conditions do not improve. On being informed in March 1938 by the Agent of the Government of India in Malaya of the possibility of such reduction, the Government of India requested the Malayan Government to send a detailed statement of the reasons for reduction and in the meantime to postpone reduction until the Government of India had had time to examine the position. But as the rubber position worsened in April 1938, the Malayan Government decided to reduce wages by 10 per cent. from 1-5-1938 and justified this action on the ground that the Malayan rubber industry was running at a loss, and that in spite of the present reductions, wages in Malayan rubber estates were higher than elsewhere.

The memorandum announcing the decision refers to the 20 per cent. reduction in wages made in 1930 and the partial restoration of this cut following Mr. Srinivasa Sastri's visit. After the appearance of the Sastri Report, the rates of wages in force prior to 1930 in easily accessible areas - (50 cents. for men and 40 cents for women) - were restored for all areas with effect from April 1, 1937. These rates, however, were not accepted by the Government of India who considered that higher rates were justified, and decided that a re-examination of the whole question should be undertaken by their Agent. Before that examination could be made, the conditions of the rubber industry again became less prosperous, and the present developments have taken place.

(The Hindustan Times, 31-5-1938.)

Labour and Social Policy of Congress:

First Conference of Congress Prime Ministers, Bombay, 12 to 14-5-38

The first Conference of Congress Prime Ministers was held at Bombay on 12, 13 and 14-5-1938. The following subjects, among others, were discussed: the agrarian problem generally and the difficulties in this sphere confronting the U.P. and Bihar Governments, agricultural indebtedness, provincial and inter-provincial educational policy, medical services with special reference to the Indian Medical Service in each Province, the need for the immediate appointment of an inter-provincial expert committee to collect data for the purpose of national reconstruction and social planning, the national boy scout movement, and the labour policy of the Provincial Governments. (The discussion on labour policy was based on the report submitted to the Conference by the Labour Sub-Committee of the Congress; a summary of this is given at pages 13-15 of this report.)

Inter-Provincial Expert Committee for Social Planning.- The conference devoted much attention to the question of the appointment of an inter-provincial expert committee in terms of the resolution adopted in August 1937 by the Congress Working Committee at Wardha. ~~That~~ That resolution bore the imprint of Pandit Jawaharlal Nehru and adumbrated an ambitious project, the scope of which extended throughout the length and breadth of the country, embracing all aspects of Indian life. It sought to bring within its purview such matters as arise from economic, social, industrial, geological, engineering and scientific problems, and to collect data for the purpose of national re-construction and social planning.

The Working Committee was of the opinion that the proposed expert committee should be able to suggest the formation of special committees to consider each problem separately and to advise the Provincial Governments concerned as to the joint action to be undertaken.

It was mentioned at the conference that, with a view to carrying out the intention of the resolution, some Provincial Governments had already appointed expert committees. For example, in Bombay, special committees had been appointed to deal with various questions and some of those committees had already submitted their recommendations which were being implemented by Government.

Uniform Labour Policy.- In regard to the labour question, several Ministers explained the policy being pursued in their respective provinces. In Bombay, for instance, Government have already implemented the recommendations made by the Labour Inquiry Committee in its interim report. It is gathered that the policy adopted by the Bombay Government generally commended itself to the Conference. On the other hand, the difficulties being experienced

in other provinces where the labour problem is acute were also pointed out and certain lines of action were suggested. The main suggestion was to the effect that the other Provincial Governments might revise their policy in the light of that pursued by the Bombay Government.

(The Bombay Chronicle and "Times of India" dated 16-5-1938.) +

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for June 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
1. <u>Ratifications.</u>	
Convention re. Hours of Work on Board Ship and Manning: Indian Merchants' Chamber, Bombay, opposes Ratification.	1
2. <u>National Labour Legislation.</u>	
(a) Providing Rooms in Mills for Children of Women Workers in Bombay; Notification of Government of Bombay.	2
(b) Bombay Rules regulating Examination and Grant of Certi- ficates of Competency to Officers of Inland Steam Vessels.	2
(c) Safety in Coal Mines; Corrigendum to Amendments to Indian Coal Mines Regulations, 1926.	2
(d) The Central Trade Union Regulations, 1938.	2 2
(e) Grant of Maternity Benefits in Madras; Government Con- templated Amendment of Maternity Benefit Act.	3
(f) Extension of Factories Act to Cashewnut Concerns in Bombay.	3
(g) Cancellation of Coal Mines (Temporary) Regulations of 1936 and 1937.	3
(h) Restriction on Hours of Work in Film Studios; Bombay Government's Notification.	4
3. <u>Conditions of Labour.</u>	
(a) Bihar Labour Enquiry Committee's Plan of Work; Working Class Family Budgets to be collected.	5
(b) Jamshedpur Labour Dispute; Terms of Settlement.	5-6
(c) Labour Commissioner and Labour Department for Sind; Proposals of Reorganisation Committee.	6
(d) Strike Idea Postponed; Central Provinces Textile Labour Workers' Demands to be referred to Labour Expert.	6-7
(e) Working Class Cost of Living Index Numbers for Various Centres in India during March and April 1938.	7-8
(f) Cawnpore Textile Strike; Settlement effected on 4-7-1938.	8-11
(g) Conditions of Child Workers in Travancore Factories; Protest by Travancore Labour Children's League.	12
(h) Conditions of Work in Cinema Industry in Bombay Presi- dency; Government urged to Conduct Enquiry.	12-13
(i) Demands of Baroda Workers for Increased Wages; Government Bill to improve Factory Conditions.	14
(j) Industrial Disputes in British India during 1937.	14-15
(k) "Bonus" is part of "Wages"; Decision in Ahmedabad Test Cases.	16-17
(l) Working of the Workmen's Compensation Act in India, 1936.	18-19
(m) Uniform Labour Legislation; Government of India urged to summon Conference of Provincial Labour Ministers.	19
(n) Central Legislation regarding Safety in Mines; Government of India consults Provincial Governments.	19

	<u>Pages.</u>
(o) Indebtedness of Industrial Workers: Madras Government contemplates Legislation.	20
(p) Abolition of "Begar": Punjab Government's Efforts.	20
(q) Western India Match Factory Strike, Madras.	21
<u>4. Enforcement of Conventions.</u>	
Factory Administration in Burma, 1937.	22-23
<u>5. Industrial Organisation:</u> <u>Workers' Organisations.</u>	
11th Annual Conference of the Madras Government Press Workers' Union.	24
<u>6. Economic Conditions.</u>	
(a) Industrial Advisory Board set up by Bombay Government.	25
(b) Rupee-Pound Ratio: Government of India decides to maintain 18 pence rate.	25-26
<u>7. Employment and Unemployment.</u>	
(a) Facilities for Indian Apprentices in Bombay Industries.	27
(b) Conference of Sind Unemployed; Karachi, 4 and 5-6-1938.	27-28
(c) Government of India's new Scheme for Recruitment to Services: Criticisms of Allahabad and Calcutta Universities.	28-29
<u>8. Social Conditions.</u>	
Prohibition Department set up by Bombay Government: Partial Prohibition Scheme inaugurated in Ahmedabad.	30
<u>9. Public Health.</u>	
(a) Housing of Cawnpore Workers: U.P. Government's Scheme.	31
(b) Bombay Rent Advisory Committee: Questionnaires Issued.	32-33
(c) Tuberculosis in Factories: Investigations under auspices of Indian Research Fund Association.	33-34
(d) Industrial Housing Scheme, Bombay, 1936-37.	35
<u>10. Education.</u>	
(a) Scheme to make Industrial Workers Literate: Madras Government's Scheme.	36-
(b) Adult Education in the Bombay Presidency: Report of the Advisory Committee.	37-39
(c) New Method of Teaching Illiterates to read and write: Demonstration of Mr. Bhagwat's System.	39.
<u>11. Agriculture.</u>	
(a) The Orissa Small Holders' Relief Act, 1938.	40
(b) Rural Development in U.P.: New Programme of the Government.	40-41
(c) The Punjab Registration of Money-lenders Bill, 1938.	41
(d) Restriction on Right of Attachment of Crops of Judgment-debtors: Punjab Government Notification.	41-42
(e) The Bihar Agricultural Income-Tax Act, 1938: Passed on 1-6-1938.	42

12. Migration.

- (a) Control of "Unassisted" Emigration to Malaya; Demand of
Central Indian Association of Malaya. 43
 - (b) Anti-Indian Legislation in Burma; Protest by Indian Community. 44-45
 - (c) Stimulating Trade Unionism in Malaya. 45.
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Ratifications. +

Convention re. Hours of Work on Board Ship and Manning:
Indian Merchants' Chamber, Bombay, opposes Ratification.

The I.L. Draft Convention re. Hours of Work on Board Ship and Manning was sent to provincial Governments by the Government of India on 8-12-1937 for eliciting public opinion thereon. The following is a summary of the views on the Convention expressed by the Indian Merchants' Chamber, Bombay.

Ratification opposed: Pleas for Indian Maritime Board. - The Committee of the Chamber supported the view of the Government ~~in its memorandum of 12th December 1937~~ of India that it was not desirable to ratify the Convention at this stage. The Committee, however, took exception to the view of the Government that "Indian seamen should be given special treatment". The Committee argues that if the contention of the Government, that Indian seamen were inferior to European seamen with regard to physical fitness and level of education was correct, then it was all the more necessary that Indian seamen should be made to work a lesser number of hours instead of more as the Government suggests. The Committee stated that Indian seamen were known for their sobriety and regularity of work and that they gave equal satisfaction as seamen of other nationalities. In view of the fact that Indian seamen were being exploited by foreign interests, the Committee suggested that Government should take effective steps to build an adequate Indian merchantile marine where the interests of Indian seamen would be better looked after. The Committee further stated that as Indian seamen have been excluded from collective agreements made in England under the National Maritime Board, an Indian Maritime Board should be established to look after the interests of Indian seamen.

(Journal of the Indian Merchants'
Chamber, Bombay, June 1938.)+

2

National Labour Legislation.

Providing Rooms in Mills for Children of Women Workers in
Bombay; Notification of Government of Bombay. +

Reference was made at page 12 of our December 1937 report to the rules which the Government of Bombay proposed to make in regard to the necessity for mills employing 100 or more women workers to provide a suitable room or rooms for the use of children below the age of six years of such women. At pages 1045 to 1046 of Part IV-A of the Bombay Government Gazette dated 16-6-1938, ² published the final rules on the subject.

Bombay Rules regulating Examination and Grant of Certificates
of Competency to Officers of Inland Steam vessels. +

Attention is directed to pages 946 to 1001 of Part IV-A of the Bombay Government Gazette dated 9-6-1938 where is published Notification (No. 6831 dated 31-5-1938) of the Bombay Government setting forth the rules regulating the examination and grant of certificates of competency to (a) Masters and Serang of inland steam vessels (pages 946 to 961) and (b) Engineers and Engine-drivers of inland steam vessels (pages 961 to 1001). These rules ~~prescribe, in addition to sight tests,~~ the minimum qualifications for each cadre and the nature of the qualifying tests.

Safety in Coal Mines:

Corrigendum to Amendments to Indian Coal Mines Regulations, 1926. +

The Government of India has published at page 1165 of Part I of the Gazette of India dated 18-6-1938 certain corrigenda to the amendments to the Indian Coal Mines Regulations published at pages 1072-1082 of Part I of the Gazette of India dated 21-5-1938.

The Central Trade Union Regulations, 1938. +

Reference was made at pages 34 of our January 1938 report to the proposed Central Trade Union Regulations, 1938, of the Government of India. The Government has published the final text of the Regulations at pages 1157 to 1164 of Part I of the Gazette of India dated 18-6-1938.

Grant of Maternity Benefits in Madras:

Government Contemplates Amendment of Maternity Benefit Act..

The Madras Government is understood to have under consideration amendment of certain clauses of the Madras Maternity Benefit Act in the light of recommendations made on the subject by the Court of Inquiry which was appointed by the Government to inquire into the recent labour dispute in Coimbatore textile mill (vide pages 18-19 of our May 1938 report). The Court of Inquiry held that, though there had not been actual evasion of the Maternity Benefit Act, many women workers have not benefited from its provisions. The Government, it is understood, seeks to amend the Act to enable all women labourers in factories with rightful claims to maternity benefits to get them.

(The Hindustan Times , 12-6-1938.)

Extension of Factories Act to Cashewnut Concerns in Bombay..

The Bombay Government has, by Notification No. 1822/34 dated 22-6-38 (published at pages 1101-1102 of Part IV-A of the Bombay Government Gazette dated 30-6-1938) extended the operation of certain sections of the Factories Act to places wherein any of the manufacturing processes incidental to treating and/or packing cashewnuts is carried on with or without the aid of power, and wherein on any one day 50 or more workers were employed during the twelve months preceding the date of the notification.

Cancellation of Coal Mines (Temporary) Regulations of
1936 and 1937..

Attention is directed to pages 1134 of Part 1 of the Gazette of India dated 11-6-1938 where are published two notifications (Nos. M 955 (1) and (2) dated 7-6-1938) of the Government of India; the first cancels the Supplementary Coal Mines (Temporary) Regulations 1936 (vide pages 20-21 of our June 1936 report), and the Coal Mines (Temporary) Regulations, 1937 (vide pages 12-13 of our January 1938 report). The second notification deletes sections 6, 7, and 8 of the Supplementary Coal Mines (Temporary) Regulations, 1937 (vide page 21 of our July 1937 report)..

4

Restriction on Hours of Work in Film Studies:

Bombay Government's Notification.

The Bombay Government has published at pages 1110-1111 of Part IV-A of the Bombay Government Gazette dated 30-6-1938 a notification (No. S.129 dated 28-6-1938) according to which the Government proposes to amend the local Factories' Rules so as to limit the maximum hours of work in film studies to 11 per day in the case of work involved in erection and dismantling of "settings" and spread-over to 14 hours per day in the case of work on "make-up" of actors and actresses.

Bihar Labour Enquiry Committee's Plan of Work: Working

Class/Family Budgets to be Collected..

Reference was made at page 23 of our March 1938 report to the appointment by the Government of Bihar of a Committee to enquire into labour conditions in the province. The Committee has decided at its first meeting held in the first week of June that the conditions of the workers in the important industrial centres of the Province should be carefully studied, and for this purpose family budgets should be collected under skilled supervision. Accordingly the Committee has, with the approval of the Government, appointed four investigators to be in charge of Jamshedpur, Jharia, Jamalpur and Rohtas centres. These investigators are to be assisted in their work by fifteen selected senior students of economics from the Patna College

It is expected that the reports on each of these industrial centres will be completed in three months.

(The Amrita Bazar Patrika, 12-6-1938,)

Jamshedpur Labour Dispute: Terms of Settlement.

For the last few months the workers of the Tata Iron and Steel Company, Jamshedpur, have been making a number of demands mainly relating to bonus and had threatened to go on strike unless their demands were met. On 6-6-1938, however, at a Conference attended by the Premier of Bihar, a settlement was reached between the Management and Professor Abdul Bari, representing the workers. The main terms of the settlement are as follows:

(1) The Company should give an additional half-a-month's bonus per annum so as to bring the total to three months' bonus per annum, instead of 2½ months' as hitherto contemplated. The question of revision of departmental bonus, including the cases of men in the Electrical, Mechanical and Producing Departments should be postponed for further consideration by a period not exceeding three months. (2) Electrical charges levied on workers should be reduced from one anna to half anna. The Company should instal points for electric lights in all quarters of low rental in the course of three years, except for such quarters which the Company intends to demolish or to quarters supplied free of rent. The Company undertakes to introduce such points to the extent of 33 per cent. in the course of the year. (3) The Company should agree to make temporary men, other than those in the Construction Department with one year's continuous service, permanent. (4) The question

6

of extension of general production bonus to all workmen should be left to be raised before Bihar Labour Enquiry Committee. (5) The question of revision of gratuity rules should be left to be raised before the Bihar Labour Enquiry Committee, but in the meantime men should not be forced to retire under the rules.

Profits Sharing Scheme.- The Company declines to consider any alteration in the basis of their profit sharing scheme from dividends declared to profits earned.

(The Amrita Bazar Patrika, 8-6-1938.)

Labour Commissioner and Labour Department for Sind:
Proposals of Re-Organisation Committee. *

At a meeting held recently of the Re-organisation Committee which was appointed by the Government of Sind to overhaul the administrative machinery of the Government of Sind, questions relating to the administration of labour subjects in the Province came up for consideration. The Committee decided that the present arrangement whereby the Director of Public Information holds charge of the Labour portfolio might continue for some time, but in view of the fact that the labour movement has lately been gaining strength, a Commissioner of Labour should be appointed in due course with a separate Labour Department. The Labour Commissioner should act as conciliator in all disputes between employers and employees referred to him under the Trade Disputes Act.

(The Statesman, 20-6-1938.) *

Strike Idea Postponed.

Central Provinces Textile Labour Workers' Demands to be referred to Labour Expert. *

It was mentioned at page 17 of our May 1938 report that the textile Workers of the Central Provinces had expressed dissatisfaction with the recommendations in the majority report of the Central Provinces and Berar Textile Labour Enquiry Committee and had demanded that the recommendations made in the minority report should be accepted by the Government and employers. At a meeting of the Council of Action of the Central Provinces Textile Workers held on 12-6-1938, it was resolved to declare a general strike on 1-7-1938 in case the workers demands were not met. The Council further decided to place their case

7

before the Government and demand the nationalisation of the industry in case the employers refused to come to terms.

(The Statesman, 13-6-1938.)

On 16-6-1938 the Government published in the form of a Resolution, (vide pages 627-628 of Part 1 of the Central Provinces and Berar Gazette dated 17-6-1938) its views on the Report of the Central Provinces Textile Labour Enquiry Committee; the Government accepted the recommendation of the majority report and invited employers and workers to accept them. The employers signified their willingness to accept these recommendation, while the workers refused to do so.

Towards the end of June, Seth Jamnalal Bajaj, President of the Nagpur Provincial Congress Committee, entered into negotiations with the workers' representatives and offered to refer the workers' demands to a labour expert on the understanding that the verdict of the expert on the question should be unreservedly accepted by the workers. On his side he undertook to induce the Provincial Congress Committee and the Government to implement the expert's recommendations.

(The Hindustan Times, 2-7-1938.) +

The Council of Action accepted this proposal and has, on this understanding, postponed the general strike in the industry which was scheduled to start on 1-7-1938.

(The Hindustan Times, 2-7-1938.) +

Working Class Cost of Living Index Numbers for Various Centres in India during March and April 1938. +

The cost of living index numbers for working classes in various centres of India registered the following changes during March and April 1938 as compared with February 1938.

Bombay. - The index number (Base; Year ending June 1934) of the cost of living for working classes in Bombay in March 1938 remained stationary at 107; in April it declined by 2 points to 105. The average in the year 1937 was 106.

Ahmedabad. - The index number (Base; Year ending July 1927) of the cost of living in Ahmedabad in March 1938 was stationary at 71 and in April declined by 2 points to 69. For 1937 the average

was 75.

Sholapur.- The index number (Base: Year ending January 1928) of the cost of living in Sholapur during March 1938 declined by 2 points to 70 and remained unchanged at this level during April 1938. The average for 1937 was 73.

Nagpur.- The index number (Base: January 1927) of the cost of living in March 1938 fell by 3 points to 58 and in April recovered to 61.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in March 1938 declined by 1 point to 57 and further declined by 1 point in April to 56.

(Extracted from the Monthly Survey of Business Conditions in India for March and April 1938.)

Cawnpore Textile Strike: Settlement
effected on 4-7-1938.

The Strike situation in the Cawnpore textile mills during May 1938 was summarised at pages 15-17 of our May 1938 report. Early in June, the Cawnpore employers met the Governor of the United Provinces and later approached the Labour Department of the Government of India demanding that they should intervene in the employers' favour, but without any success. (The Hindustan Times, 4-6-1938). On 4-6-1938 the Central Strike Committee put up demands for settlement which included the payment by employers of a minimum wage of Rs. 15 per month; setting up of arbitration machinery for dealing with cases of future victimisation; and recognition of the Mazdoor Sabha. (The Hindustan Times, 5-6-1938.) On the other hand, the employers gave out that negotiations were in progress between a few of the employers and certain Indian States for the removal of their mills to these States. (The Statesman, 9-6-38)

Government's Decision re. Labour Committee's Recommendations:-

On 12-6-1938 the ~~Recommendations~~ Government of the United Provinces announced its decision on the Enquiry Committee's recommendations in the form of a Resolution (pages 1-13 of the Government Gazette Extraordinary of the United Provinces dated 12-6-1938). The Government accepted the majority of the recommendations; as regards fixing a minimum wage of Rs. 15 per month, however, the Government expressed the opinion that in view of the fact that when the increases in wages recommended in the Report come into force there will be very few workmen left with wages lower than Rs. 15 per month, it was unnecessary to pursue the question further at present. The Government approved of a monthly basis of payment and proposed the appointment of a Wages Fixation Board and a Labour

9
Commissioner for the Province, The Government also agreed with the Committee in regard to the continuance of night shifts and the abandonment of overlapping and multiple shifts. It did not, however, give a decision on the question whether working days in the year should total 310 or 305. Finally, the Government asked the employers to recognise the Mazdoor Sabha after reorganisation in the manner suggested by the Committee.

Settlement with Employers:- The workers accepted the Government's decision with enthusiasm, but the employers refused to consider it unless the strike was called off, which the workers refused to do without a proper settlement. (The Hindustan Times, 15-6-1938.) After protracted negotiations, Pandit G.B. Pant, Premier of the United Provinces, was able to effect on 4-7-1938 a settlement with the Employers' Association of Northern India. The main terms of the settlement are given below:-

Monthly Payment of Wages:- As to the payment of wages on the monthly basis the employers do not see any difference between the methods of daily and monthly payments, if it is recognized that a month consists of 26 days only and that wages for a month have to be calculated on this basis. The Government are inclined to accept this but would like the Labour Commissioner to look into it.

Wage Fixation Board:- It is agreed that the Wage Fixation Board should consist of an equal number of representatives of employers and workmen. The chairman should be appointed with the mutual consent of the representatives of both parties. Failing such an agreement a sitting judge of a High Court or a first grade District Judge should be appointed by the Government.

Wage Disputes:- The Government are willing to accept the proposal that unless the Labour Commissioner, after experience, considers a change in its scope necessary the Board should only deal with wage disputes of a general nature and that with regard to disputes concerning individual mills the Labour Commissioner would be the appropriate authority. The Board and Labour Commissioner will only be empowered to make recommendations to the parties. In particular, if there is any substantial change in the trade's situation that would furnish ground to the parties for approaching the Wage Fixation Board for a variation in the wage rates. This applies as much to an increase as to a decrease.

Rationalisation:- The Wage Fixation Board will hamper the schemes of standardization and rationalisation. Such schemes will be facilitated as far as possible in the larger interests of the industry but the matter will be further looked into by the Labour Commissioner in consultation with the employers and workmen. The Government have not any intention of placing an artificial limit on the progress of rationalization but it will, if any such occasion arises in future, consult the wishes of parties in this connexion before taking any decision.

Overlapping and Multiple Shifts:- The question of framing rules dealing with overlapping and multiple shifts is being examined by the Government and the parties interested will be consulted.

Government Labour Exchange:- Steps will be taken to set up a Government Labour Exchange. The employers consider that the Labour Exchange will not be qualified to give the best advice unless it gains some practical experience. They are willing to co-operate with it and help it. They, however, desire that no workman should be forced on them against their will. This principle has been accepted by the Government, but it is hoped that a convention will grow by which employers as a rule will accept the advice of the Exchange.

Dismissals:- The employers want their inherent right to dismiss labour to be recognized, but they agree that if any complaint is made that a workman has been dismissed or discharged without adequate grounds, and if the Labour Commissioner recommends that the man be reinstated, they will abide by his direction. They desire this to be done by way of a convention and not by any alteration in the law. The Government are prepared to accept this suggestion. If the aggrieved person, instead of applying to the Labour Commissioner, wishes to follow any other course it will be open to him to do so. The Government are taking steps to appoint a senior I.C.S. officer as Labour Commissioner and Conciliation Officer, who may carry the confidence of both parties.

Social Benefits:- As regards social benefits, such as leave with pay, sickness insurance, provident fund, etc., the employers consider that these are matters of a general character affecting all industries and should not be effected on a provincial basis as all-India considerations are involved. The Government are prepared to accept this.

Recognition of Mazdoor Sabha:- While recognizing that the Mazdoor Sabha has every right to lay down its own constitution, the employers desire that the Sabha should be reconstituted on a sound basis and that it should foster discipline in the mills and be fully competent to prevent any strike being declared, except after due deliberation and with the full consent of the workmen. The Government agree with those principles. The employers also agree that there may be a single labour organization instead of numerous rival bodies functioning in the name of labour. They wish that the constitution of the Union may be revised at once, or that the Labour Commissioner be asked to go into the question, so that the Sabha may be recognized without delay. With this view the Government agree. Certain other suggestions will also be placed before the Sabha when the question of its reorganization is taken up.

Improved Housing:- Questions connected with the improvement of housing conditions in Cawnpore, labour welfare work and debt relief are engaging the attention of the Government and action in regard to the former has already been taken.

No unauthorised strikes:- As regards strikes, the Government fully realize the harm that illegal or unauthorized strikes cause to all concerned. Such strikes are very much to be deprecated and Government are anxious that some machinery may be devised which would put an end to such strikes. Subject to acceptance of the above, the employers are prepared to allow certain wages increases on certain terms and conditions.

Standardised Conditions of Service:- The Mazdoor Sabha further desires that standardized conditions of service should be laid down and that 15 days' notice of change in working conditions should be given to the Sabha. The Government understands that the employers accept this in principle and are prepared to put up notices of the changes proposed, sending copies thereof to the Labour Commissioner. They agree that for the present that there will be no change in the conditions of work or service as compared with those prevailing when the strike began, except in respect of the increase of wages already announced by the mills. The Government accept this.

No Victimization:- The Mazdoor Sabha desire that no employee of any mill should be penalized and all those who were on the pay rolls on the date of the strike should be taken back in their original place. The Government understand that there is no objection to this.

Application to Jute and Hosiery Mills:- In respect of the ^{Cawnpore} Jute mills and employers concerned have agreed to allow to workers the same rates of wages as given before the strike, pending reference to the Wage Fixation Board. It is hoped that the hosiery factories will be able to settle the question of an increase in the rates of wages in direct agreement with the workers, but failing that they are prepared to refer the question of increase of wages to the Labour Commissioner. It is understood that rates of increase of wages allowed in textile mills will also be allowed in case of the workers in the hosiery section of a textile mill.

(Summarised from text of United Provinces Government Communique dated 4-7-1938 setting forth the terms of settlement published in Statesman dated 5-7-1938)

Conditions of Child Workers in Travancore Factories:

Protest by Travancore Labour Children's League. +

A meeting of the Travancore Labour Children's League (Thozhilali Balajana Sakhyam) was held on 27-5-1938 at Alleppey, Travancore State, under the chairmanship of Mr. R. Sugadhan, General Secretary, All Travancore Labour Association.

In the course of his presidential address the Chairman deprecated the harsh treatment accorded to child workers by contractors and maistris and criticised the Government for not strictly enforcing the provisions of the State Factories Act in general and those relating to children in particular. He pointed out that the daily hours of work of children greatly exceeded in practice the legal limits and that weekly rest was not given to children by many factories, in contravention of the provisions of the Act. He finally urged child workers to unite and fight for better conditions of work.

Resolutions. - Resolutions were passed protesting against the action of certain factory owners in dismissing child labourers on flimsy and unreasonable grounds and requesting the Government to take immediate action to put a stop to such practice. The ~~meeting also protested against the action of a seir factory in Alleppey in dispensing with the services of about twenty child labourers on the ground that they did not attend the factory on a Sunday. It was also resolved to appeal to the public for financial support for a night school, a Sunday School and a free reading room and library for child workers that the League proposed to start.~~

(The Hindu, 30-5-1938.) +

Conditions of Work in Cinema Industry in Bombay Presidency:

Government urged to Conduct Enquiry. +

The following information about the unregulated conditions of work of the large number of employees engaged by ^{Indian} film studios and cinema theatres is taken from an article by Mr. K. Ahmad Abbas published in the Bombay Chronicle dated 2-6-1938.

Studio Employees: Artistes, technicians, "extras", etc: Poor Salaries and Long Hours. - Describing the conditions of service of the employees in studios, the writer states that except for a few stars who are paid sufficiently well, the artistes as well as the technicians get hopelessly low wages. The 'extras' get poor wages out of which a substantial proportion has to be paid to the agent through whom they get the job. In many studios payment is far from regular, several months' salaries being often in arrears. Moreover there is no system of leave, much less any provision for sickness. Sometimes actors and the technical staff

are required to work day and night without any extra wages. The Factories Act applies only to the section of employees working in laboratories and workshops of studios, but not to those working in other departments.

Employees in Cinemas: Cinema Operators.- The conditions of work of cinema operators are equally bad. The usual hours of attendance for a cinema operator in a cinema theatre are from 4 p.m. to 2 a.m. - a continuous span of 10 hours. On Saturdays, Sundays and holidays, when the theatres give a matinee show at 2-15 p.m. the operators have to attend from 1.30 p.m. to 2 a.m. - a period of 12½ hours at a stretch. In addition to this, some cinemas have Sunday morning shows, which add ~~another~~ another 3 hours making the operator work altogether 15½ hours in a 24 hours. On days other than Sundays, there are private shows in the morning arranged for producers, censors, the trade or the press. The operators are called for these morning shows which last nearly 3 hours every time. Calculating all trial shows, matinees, special shows, and the regular shows, cinema operators in Bombay put in over 100 hours' work in a week - an average of over 14 hours a day.

Lack of Safety Measures.- The work in studios is often dangerous to life and person of the employees, since the electrical machines are antiquated and very often not in good condition; there is also a general lack of safety devices. Schemes for insuring the employees against accidents or death are absent and no compensation is usually paid for injuries or death sustained in the course of employment.

Organisation of Cinema Employees.- The writer in the first place urges cinema employees to organise themselves into a well built union to safeguard their interest and obtain better conditions of work. The Motion Picture Society, Bombay, according to Mr. Ahmad, has not evinced any interest in bettering the conditions of workers in the industry. On the other hand, the Society has urged the Government to exempt employees in the motion picture industry from the proposed legislation regulating hours of work, etc., of shop employees in Bombay. Secondly the Government of Bombay is urged to conduct an enquiry into the conditions prevailing in studios and cinema houses in the province.

(The Bombay Chronicle, 2-6-1938.) +

Demands of Baroda Workers for Increased Wages:
Government Bill to improve Factory Conditions. +

After the recent success of their demand for a reduction in the daily working period to nine hours, or 54 hours per week, the workers in Baroda mill are reported to have written to the Millowners' Association, Baroda, demanding an increase in wages of 12½ per cent. with effect from 1-8-1938. The demands have already caused a few strikes.

The Committee set up by the Baroda Government to revise the State Factory Act and propose amendments to bring it in ~~uniform~~ conformity with British Indian conditions is expected to complete its deliberations at an early date and a Bill on the subject will probably be introduced in the next Session of the State Legislative Assembly by the Government. The Government has in the meanwhile appointed a Labour Officer under the Development Commissioner to supervise labour conditions in the State factories and to enforce the laws and regulations affecting labour.

(The Statesman, 8-6-1938.) +

Industrial Disputes in British India during 1937. +

According to a communiqué dated 21-6-1938 on industrial disputes in British India during 1937, issued by the Department of Labour of the Government of India, the total number of strikes during the year (including 7 strikes in progress on 31-12-1936) was 379 and the total number of workers involved was 648,000, as compared with 157 strikes (including 4 strikes in progress on 31-12-1935) involving 169,000 workers in 1936. The number of workers involved in the highest since 1921. The total number of working days lost during the year was 8,982,000 as compared with 2,358,000 during 1936. The figures of working days lost during the year are about 3.81 times the figure recorded for 1936. In all, cotton textile mills and jute mills account for 58.3 per cent. of the strikes, 82.2 per cent. of the workers involved and 83.7 percent. of the loss of working days. In 238 of the strikes, or 62.8 per cent., the chief demand related to wages or bonuses. The number of strikes in which the workmen were successful in gaining

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any concession was approximately 45.9 per cent. of the total number of strikes ended during the year.

Provincial Distribution.- During the year under review, there were 166 disputes in the Province of Bengal involving 365,699 workers and entailing a loss of 6,090,883 working days. Next come Bombay with 88 disputes involving 109,888 workers and entailing a loss of 897,211 working days; Madras with 61 disputes involving 60,980 workers and entailing a loss of 656,404 days; the U.P. with 15 disputes involving 63,350 workers and entailing a loss of 704,940 working days; the Punjab and Bihar with 14 disputes each involving 8,545 and 14,946 workers and entailing losses of 21,129 and 222,509 working days respectively; Assam with 9 disputes involving 2,756 workers and entailing a loss of 88,390 working days; the C.P. with 5 disputes involving 9,701 workers and entailing a loss of 222,904 working days; Burma (for the first quarter only, because it was separated from India in April 1937) with 4 disputes involving 612 workers and entailing a loss of 1,409 working days; Sind with 3 disputes involving 1,489 workers and entailing a loss of 2,778 working days; Delhi with 2 disputes involving 1,684 workers and entailing a loss of 9,046 working days; and Baluchistan and Orissa with one dispute each involving 7,000 and 1,151 workers and entailing losses of 38,500 and 26,154 working days respectively. (One strike which was in progress at the end of December, 1936 was common to 5 provinces, viz., Bihar, Bengal, Orissa, C.P. and Berar and Delhi.)

Causes and Results of Strikes.- Of the 379 disputes during the year, 234 were due to questions of wages, 73 to those of personnel, 12 to those of leave and hours, 4 to those of bonus and 56 to other causes. (Of the 379 strikes, one was common to three industrial and five provinces.) In 51 cases the workers were fully successful, in 117 partially successful and in 198 unsuccessful; 13 disputes were in progress at the close of the year.

Classification by Industries.- Classified according to industries, there were 131 disputes in cotton and woollen industries involving 235,202 workers and entailing a loss of 2,574,037 working days; 90 in jute mills involving 297,579 workers and entailing a loss of 4,944,645 working days; 8 in engineering workshops involving 2,311 workers and entailing a loss of 15,521 working days; 6 in mines involving 5,938 workers and entailing a loss of 7,938 working days; 3 in railways (including railway workshops) involving 32,692 workers and entailing a loss of 686,070 working days. In all other industries together there were 143 disputes involving 74,079 workers and entailing a loss of 754,046 working days. (One strike was common to three industries.)

(The communiqué on Industrial Disputes in British India during 1936 is reviewed at pages 16-18 of our May 1937 report.) -

"Bonus" is part of "Wages":Decision in Ahmedabad Test Cases. +

It was mentioned at pages 25-26 of our February 1938 report that a difficulty had arisen in the interpretation of the definition of "Wages" in the Payment of Wages Act, 1936, and that the Bombay Government has held that any bonus that may be offered by the employer for good attendance, good work, good production, etc., was part of "Wages" and so payable whether or not the conditions governing the earning of the bonus are fulfilled. The employers protested against this interpretation. In order to obtain a ruling on this subject, the Government of Bombay instituted some time back two test cases before the City Magistrate, Ahmedabad. The judgment of the Magistrate in both cases were given towards the middle of June 1938; a brief summary of the judgment is given below.

Facts of the Case: These two cases under the Payment of Wages Act were filed against the Arvind Mills; in the first case, the Government claimed that the non-payment of "regular attendance bonus" by the management of these mills in the case of certain piece-workers ~~and deffers amounted to an illegal deduction from wages.~~ The total amount involved was about Rs. 326. The second case referred to the non-payment of a "quantity of efficiency bonus" to certain weavers. The estimated amount involved was Rs. 382. The Inspector who filed the case on behalf of the Bombay Government prayed for the issue of a direction by the Court for the refund to the employees of the amount deducted by the Manager of the Arvind Mills.

Defence Case: It was admitted by the respondent that bonus was paid only in case of unbroken attendance for the period fixed as unit, whether of 16 or 8 days, and not otherwise. It was contended by the management that the persons referred to in the application were not entitled to any amount by way of bonus, as they had failed to observe the conditions governing its earning, and further that it would not become wages and would not fall within the orbit of Section 2 (vi) (Payment of Wages Act) unless it was earned by the fulfilment of these conditions. The amount not paid could not therefore be called a deduction from wages as contemplated by Section 7.

Point at Dispute:- The point in dispute was, thus whether a bonus payable conditionally upon regular attendance could be called "Wages" so as to make non-payment thereof a deduction falling within Section 7, even though the terms governing the earning had not been fulfilled.

Payability and not Actual Earning the Determining Factor: In his judgment, the Magistrate argued that according to Section 2(vi), "Wages" meant all remuneration which would be payable +

17

if the terms of the contract were fulfilled, whatever the nature of the condition might be. Thus, the Magistrate remarked, payability, and not the actual earning, was the determining factor for any remuneration to become wages; otherwise the word in the definition of "Wages" would be "paid" instead of "payable" if the wages were to be given its ordinary meaning, i.e., compensation paid to a hired person for his service.

Unauthorised Deductions from Wages:- Section 7, the Magistrate pointed out, permitted certain deductions from any remuneration which was wages and Section 23 made all conditions of a contract of employment which would have the effect of subjecting the stipulated remuneration of an employed person to any deduction not authorised by Section 7, null and void. If the argument advanced by the respondent was adopted, stated the Magistrate, sections 7 and 23 would be superfluous; insertion of any special condition governing the earning of remuneration would be against the whole scheme and spirit of the Act, the object of which was to shut out any scope for an employer to put an employed person at a disadvantage under cover of special conditions of contract of employment. "Wages" therefore, the Magistrate remarked, was so widely defined as to include all remuneration, the payability of which was governed by rules such as described in section 2 (iv), in contrast to any other remuneration given at the pleasure or caprice of the employer.

Decision of the Magistrate:- Coming to the point at issue, the Magistrate remarked that the bonus in the first case was payable on regular attendance for a certain period. It was, therefore, wages for the purpose of the Act. Once it became wages, all conditions which make non-payment thereof possible otherwise, than in accordance with section 7 were inoperative. Therefore, deduction for the absence calculated on the basis of unit of 8 to 16 days was illegal, and offended against the provisions of the section 9. The deduction permitted by the section 9 was the amount calculated on a pro-rata basis for actual absence. From the papers it was clear, remarked the Magistrate, that the relief claimed was arrived at on a pro-rata basis and that there was no dispute in this respect.

The Magistrate, therefore, in both the cases ordered that the respondent, Manager of the Arvind Mills, should pay the claimed amounts to the affected persons in the mills with costs.

(The Times of India, 20-6-1938.)+

Working of the Workmen's Compensation Act in India, 1936.*

Review of Administration in the Provinces.- The total number of cases increased from 22,999 in 1935 to 28,510 during 1936, and the amount of compensation paid from Rs. 1,161,465 in 1935 to Rs. 1,464,180, the highest figures recorded since the Act came into force. Increases both in the number of cases reported and the amount of compensation paid were registered in Assam, Baluchistan, Bengal, Bihar and Orissa, Burma and the Punjab. The compensation paid in respect of accidents on railway rose from Rs. 322,043 in 1935 to Rs. 373,428 in 1936. The average sum paid during the year per case was Rs. 51.4 as against Rs. 50.5 in 1935. Instances of generous treatment accorded by large employers to dependents of killed or injured workers are recorded in provincial reports.

Activities of Trade Unions.- As in previous years a few trade unions are reported to have assisted their members to obtain compensation. In Bombay, the Textile Labour Association, Ahmedabad, was the only trade union to take any effective share in the settlement of claims for compensation on behalf of the workers. This union handled 200 cases of which 146 were settled and compensation amounting to Rs. 29,930 was secured. In Bengal, the activities of individual trade unions were less marked in 1936, but the Press Employees' Association continued to play an active part.

The Calcutta Claims Bureau which handles the claims from almost all insured labour in Bengal continued to render assistance in the settlement of claims. In Bombay the working of the Act was greatly facilitated by insurance companies which represented the employers in about 58 per cent. of the cases. The majority of contested cases were handled by two claim agencies. In Burma, although only 10 per cent. of the employers were insured against claims under the Act, their establishments included 33 per cent. of the workmen.

Application filed before Commissioners.- The figures for proceedings before Commissioners show an increase over those of the previous year. The number of applications under section 10 of the Act was 218 as compared with 786 in 1935 and 581 in 1934; the number of deposits under section 8 was 1,350 as compared with 1,002 in 1935, and the per-centage of contested cases to the total number of cases disposed of by Commissioners 59.1 as compared with 58.2 in 1935. 1,610 agreements were presented during the year. Out of these together with applications pending from 1935, 1,512 were registered without modifications and 29 after modification; 41 were not registered on account of inadequacy of for other reasons and 135 were pending at the close of the year.

Appeals before High Court.- 22 appeals were filed during the year while 9 were pending at the beginning of the year. Of these, 14 were disposed of and 17 were pending at the close of the year.

Occupational Diseases.- There were 8 cases of compensation for lead poisoning during the year (3 in Bengal, 1 in Delhi, 3 in Burma and 1 in Bombay), but there is evidence that this occupational disease is far more common than the figures suggest. Compensation amounting to Rs. 6,355 was paid for seven cases and one case was pending.

* Workmen's Compensation Statistics for the year 1936 together with a note on the working of the Workmen's Compensation Act, 1923.
Published by the order of the Government of India, Manager of Publications, Delhi. Pp.5

17

Amendments to the Act.- No amendment was made to the Act during the year under review.

(A copy of the Report reviewed above was sent to Geneva with this Office's minute D.1/1080/38 dated 16-6-1938.) The working of the Workmen's Compensation Act during 1935 was reviewed at pages 28-31 of our March 1937 report.)

Uniform Labour Legislation:

Government of India urged to summon Conference of Provincial Labour Ministers. +

Both at the meeting of the Labour Sub-Committee of the Congress and the meeting of the Congress Prime Ministers held at Bombay in May 1938 (vide pages 13-15 and 45-46 of this Office's May 1938 report) the question of evolving a common labour policy for the various Indian provinces came up for prominent discussion. According to the Special Correspondent of the Hindustan Times at Simla, pressure is being brought to bear by the Congress Ministries on the Government of India to summon a Conference of Provincial Labour Ministers to discuss the question of ensuring uniformity of labour legislation. It is felt that, since ameliorative labour legislation is contemplated in several provinces, the main lines for an agreed uniform advance should be laid down at such a Conference. It is expected that the Government of India will give a definite indication of its attitude on the question before the next meeting of the Legislative Assembly in August 1938.

(The Hindustan Times, 1-6-1938.) +

Central Legislation regarding Safety in Mines:

Government of India consults Provincial Governments..

It is understood that the Government of India has sent to the Provincial Governments its proposal for ensuring safety in mines and conservation of coal based on the Coal Mining Report (vide pages 35-38 of our May 1937 report). The Provincial Governments are requested to send in their views by 31-10-1938. A bill, based on these proposals and on the criticisms offered by Provincial Governments, is expected to be brought up at the Delhi session of the Central Assembly next cold weather.

(The Hindustan Times, 17-6-1938) +

Indebtedness of Industrial Workers:
Madras Government contemplates Legislation.

The Whitley Commission made a series of recommendations for relieving the indebtedness of industrial workers (see Chapter XIII of Report). It is understood that the Government of Madras is at present engaged in closely examining these recommendations with a view to finding out ways and means for relieving the indebtedness of workers in the Madras Presidency. In this connection, the C.P. Adjustment and Liquidation of Industrial Workers' Debt Act, 1936 (vide page 16 of our April 1936 Report), is also being examined by the Madras Government.

(The Hindu, 4-6-1938) .

Abolition of "Begar"
Punjab Government's Efforts. .

The following information regarding the efforts made by the Punjab Government for the abolition of "begar" (forced labour) is taken from a communiqué on the subject issued by it. The Government has from time to time impressed upon touring officers of the Government the necessity for seeing that labourers employed in pitching their tents, in guarding their camp, or on other duties connected with their tour, are adequately compensated, so that no reasonable ground for complaint may remain, and that willing service may be obtained. It appears that these directions are sometimes overlooked and that the practice of exacting forced labour, begar, still persists, though, it is to be hoped, in a diminishing degree. Steps have accordingly been taken by the Government to bring these orders to the notice of all officials, and to point out that any bona fide complaint of begar is to be promptly and thoroughly investigated and the offender suitably punished, when such charges are established.

The Government affirms its desire and determination to suppress these exactions in every shape or form, and has invited the co-operation of the public in its endeavours to this end.

(The Hindustan Times, 4-6-1938.)

Western India Match Factory Strike, Madras.

The workers of the Western India Match Factory, Madras, numbering about 750, have been restive since the beginning of this year. On 23-3-1938 the Western India Match Factory Workers' Union, submitted to the management a memorandum of the workers' grievances in which the principal demands were: (1) grant of facilities to the Union (which is recognised) to collect Union subscriptions in factory premises and of leave to Union officials while on Union work; (2) grant of rent-free premises for the Union's office; (3) periodical discussions with Union officials regarding questions affecting conditions of work; (4) confirmation of temporary workers with more than one year of continuous service; (5) reduction of hours of work to eight per day without reduction in wages; (6) standardisation of wages on a daily basis; (7) increase in wages of piece workers; (8) payment of wages on holidays; (9) grant of fifteen days' leave in the year, with right to accumulate leave not availed of, and seven days' sick leave in a year to persons who have completed three years of service; (10) introduction of schemes of old-age pensions, provident fund, etc.

Considering the reply of the management to their demands unsatisfactory, the workers went on strike on 12-5-1938. The Labour Commissioner, Madras, tried to bring about a settlement without success. It is understood that the Government of Madras has, towards the end of the month under review, enquired of the management whether it is prepared to submit the dispute to an arbitrator.

(Summarised from a communication dated 14-5-1938 to this Office from the President of the Union, and the Statesman, 28-6-1938.)

Factory Administration in Burma, 1937.*

On 1-4-1937 the separation of Burma from India became effective and from that date onwards the Factories Act has been modified by the provisions of the Government of Burma (Adaptation of Laws) Order, 1937. Factories legislation is now within the purview of the Burma Legislature and rule-making powers rest with the Governor of Burma. The Act was not extended to the Federated Shan States during the year, and the statistics quoted in the report relate only to Burma proper except where specifically stated otherwise.

Number of Factories.- The number of factories in Burma in 1937 subject to the Act was 1,048 as against 1,035 in 1936. 986 of these factories were working during the year; of these working, 932 were perennial and 54 seasonal. 29 new factories were registered and 16 deleted. Additions include 10 engineering works.

Number of Operatives.- The total daily average number of persons employed was 87,652 as against 89,230 in 1936. Of this number perennial factories employed 82,220 and seasonal factories 5,432. The main decrease in numbers employed appeared to be in the rice milling industry, most other industries showing slight increases over the previous year. Amongst seasonal industries there was some decrease in the workers employed in sugar factories.

Employment of Women, Adolescents and Children.- The average daily number of women employed in all factories under the Act in Burma during the year was 11,577, as against 11,447 in 1936. There was some increase in the number of women employed in cotton-ginneries. Women are employed largely in these ginneries, in match factories and hosiery works, and also as coolies in rice and saw mills. At the close of the year 714 adolescents and 85 children were employed in factories as against 867 and 95 respectively in 1936.

Exemptions re. hours of work.- To enable them to cope with urgent press of work at various periods, exemptions were granted to a number of private concerns and to the Government Press during the year.

Hours of Work.- In the larger establishments restrictions regarding hours of work in the Act were on the whole, complied with. The report points out that strict regulation of hours in the rice milling industry is difficult. With additions to the inspectorate, now contemplated, it is hoped that better recording of working hours in the smaller mills will be done.

Wages.- No substantial change occurred in rates of wages during the year.

Prosecutions.- During the year, 4 prosecutions were instituted and convictions resulted in all cases. 3 cases were in respect of non-submission of notices and returns and one in respect of employment of women at night.

* Annual Report on the Working of the Factories Act (XXV of 1934) in Burma for the year 1937. Rangoon, Superintendent, Government Printing and Stationery, Burma, 1938. Price Rs. 2=3s. pp. 30.

Factories in Northern Shan States.- The extension of the Factories Act of 1934 to the Northern Shan States has been under consideration, but during the year under report the Act of 1911 in a modified form remained in force. The factories subject to the Act numbered 7 as against 4 in 1936, all connected with the operations of the Burma Corporation Limited. Persons employed numbered 4,040 (as against 3,491 in 1936) of whom 67 were women. No children or adolescents were employed in these factories.

Inspection.- The smallness of the number of inspections was due to the inadequate inspection staff. Two more inspectors have now been taken and the Report states that inspection will be more exhaustive and strict in future. The number of factories inspected was 217 as against 411 in 1936, a total of 233 visits being made of which 223 were departmental inspections. The newly appointed Inspector of Mines who arrived in July 1937 was appointed to be an Additional Inspector of Factories as well.

(Factory Administration in Burma in 1938 was reviewed at pages 49-52 of our July 1937 report.) *

Worker's Organisations.11th Annual Conference of the Madras Government PressWorker's Union.

The 11th Annual Conference of the Madras Government Press Worker's Union was held on 11-6-1938 with Mr. G. Harisarvethama Rao in the chair. The following is a summary of the more important resolutions adopted by the Conference.

1. Plea to Speed up Labour Legislation: One resolution supported the labour policy of the Madras Government and urged the Government to adopt speedy legislation setting up machinery for conciliation and arbitration of trade disputes, fixing minimum rates of wages, and introducing schemes of unemployment, sickness and health insurance, old age pensions, etc.

2. Fixation of Better scales of Salaries and Minimum Wages: The Conference adopted resolutions urging the abolition of the piece-work system and the introduction of reasonable scales of salaries and fixation of a minimum wage of Rs. 20 per mensem for unskilled workers with a scale Rs. 20-1-30 and Rs. 30 per mensem for skilled workers with a scale Rs. 30-2-60.

3. Confirmation of Temporary Workers: The confirmation of all temporary workers in the press, as most of them have put in long periods of service, was urged in another resolution.

4. Demand for Appointment of Inquiry Committee: Yet another resolution urged the Government to appoint a Committee to enquire into the working of the Press and into conditions of work of employees.

(Summarised from the text of resolutions forwarded to this Office by the Secretary, Madras Government Press Workers' Union.)

Economic Conditions.

Industrial Advisory Board set up by Bombay Government. +

The Government of Bombay has set up in June 1938 an Industrial Advisory Board for the Province consisting of Sir Chunilal V. Mehta as Chairman and 14 other members, the term of office of members being one year in the first instance. The Director of Industries will be an ex-officio member; and the Deputy Director of Industries will be the Secretary of the Board.

Functions of the Board.- The functions of the Board will be to advise Government on: (i) all new schemes or proposals relating to industrial development in the Province of Bombay; (ii) all matters of policy affecting the various sections of the Department of Industries; (iii) all matters of public interest in connection with the Department of Industries; and (iv) such other matters on which Government desires to have the opinion of the Board.

Sub-Committees.- The Board will constitute sub-committees for (a) ~~marketing of hand-loom products~~, (b) selection of chemistry and electrical engineering scholars, and for such other work as the Board may consider necessary. The existing committees for the two subjects will cease to exist as soon as the Board has constituted its own sub-committees. As regards other sub-committees which may be formed, the Board will lay down definite functions for them. Within their own sphere the sub-committees will function independently of the Board. Each sub-committee will have the power to co-opt not more than two experts.

(Summarised from a communiqué on the subject dated 10-6-1938 issued by the Director of Information, Bombay.)+

Rupee-Pound Ratio: Government of India decides to maintain 18 pence rate. +

During the last few years agitation has been growing in India against the maintenance of the ^{rupee} ~~ratio~~ exchange at the rate of 18d; the public demanded a lowering of the rate. The first Conference of Congress Prime Ministers held at Bombay on 12, 13 and 14-5-1938 (vide pages 45-46 of our May 1938 report) also criticised the maintenance of the rate at 18 d., and decided to approach the Government of India with ~~the~~ request to lower the rate. In order to allay the uncertainty caused by these

developments, the Government of India issued a communiqué on 6-6-1938 in which the point is stressed that the maintenance of the exchange rate at 18d. is necessary in the interests of India and that there are ample resources available for maintaining the exchange at this level.

(The Hindustan Times, 7-6-1938.) +

Facilities for Indian Apprentices in Bombay Industries: .

Reference was made at page 21 of our January 1938 report to a resolution adopted by the Bombay Legislative Assembly on 27-1-1938 urging on the Government the necessity for getting contractors to Government and semi-Government departments and bodies to offer facilities for Indian apprentices to obtain training in the establishments controlled by these contractors. According to a communiqué issued on 7-6-1938 by the Director of Information, Bombay, the Government of Bombay has accepted the recommendation contained in the resolution and has directed that all Departments of Government, Heads of Departments and Heads of offices subordinate to them should give effect to it. Similar instructions have been issued to municipalities and local bodies of the province.

(From a communiqué dated 7-6-1938
issued by the Director of Information,
Bombay.) +

Conference of Sind Unemployed; Karachi, 4 and 5-6-1938. +

A Sind Unemployment Conference was held at Karachi on 4 and 5-6-1938. ^{with} Mr. G.M. Syed in the chair.

Industrialisation advocated. - Mr. R.K. Sidhwa, Chairman of the Reception Committee, in his opening address suggested the following emergency measures: - Industrialisation of the province by the multiplication of factories and industrial establishments; rural reconstruction by increasing agricultural production and encouraging cottage and home industries; and the establishment of training classes to provide technical knowledge. In the agricultural field ~~he~~ he wanted Government to encourage young men by giving land free and granting loans without interest. He said there was wide scope for paper and glass making, textiles, earthenware and stoneware industries, sodium carbonate production and outlery, toy-making and dyeing industries. He insisted that Government should develop these natural facilities by establishing modern laboratories with expert staff and by expanding the Department of Industries. Mr. Sidhwa maintained that it was necessary to have a permanent unemployment bureau.

Resolutions. - Resolutions urging the Government to raise loans for the rapid industrialisation of the province, to appoint an expert committee to survey Sind's mineral wealth and to push through productive schemes, and to ameliorate the cause of unemployment were adopted at the Unemployment Conference. ~~the~~

The Conference, inter alia, called upon the Government to establish an unemployment bureau to collect statistics of unemployed, and recommended the establishment of an industrial school. It also demanded of the Government immediately to appoint a committee to examine the working of the Wardha scheme in Sind.

(The Times of India and the Hindustan Times, 6-6-1938.)

A demonstration of the Sind Unemployed was held before the Sind Government Secretariat, Karachi, on 3-6-1938. The Premier met the demonstrators and assured them of Government's sympathy.

(Bombay Chronicle, 4-6-1938.) +

Government of India's new Scheme for Recruitment to Services.

Criticisms of Allahabad and Calcutta Universities.

Thorough disapproval of the Government of India's proposal is expressed by the Calcutta and Allahabad Universities in response to the invitation sent to them by the respective Local Governments for an expression of opinion on the resolution of the Government of India issued in January 1938 on the question of unemployment and higher education. (Vide pages 22 to 24 of January 1938 report of this Office.)

Main Features of the Government of India's Scheme: It will be recollected that, in that resolution, the Central Government agreed with certain recommendations made by the Sapru Committee and suggested the holding of an examination, with the co-operation of Local Governments, at about the age of 17, success at which would qualify the candidates for Government service. No candidate, it was stated, could sit more than once for this examination; besides, there was no guarantee that those whose names appeared in the eligible list would secure Government jobs.

Criticism of Allahabad and Calcutta Universities: The two Universities of Calcutta and Allahabad point out that the objects which the Government have before them would not be realised by the arrangements that Government of India has proposed. The Allahabad University has indeed gone so far as to say that, if the underlying object was to discourage higher education, the Central Government could not have propounded a better plan for securing that end. Countries in the west have, excepting in a very few cases where the totalitarian conception prevails, refrained scrupulously from introducing any changes which would prevent young men and women from aspiring for University education.

The Government proposals would, in their view, give a great setback not only to higher education but also to secondary education. If an examination is held at the age of 17 and that is constituted the only qualifying examination for Government service, it would necessarily mean that this examination would dominate the curriculum not only in the secondary but also in the primary schools, the attention of the parents, the teachers and the boys being disproportionately devoted to the preparation for this test; and this would prejudicially affect cultural education. The result of the Government selecting the best men at the age of 17 for their own service would be that the mental calibre of those who proceed for higher education would be very much more deficient than it is at present. Another adverse consequence would be that the attempts now being made throughout India to make education more diversified in secondary schools would, to a large extent, be frustrated. Further, the age at which it is proposed to hold the examination, 17, is very low. The proper age in the opinion of the Allahabad University, would be 19 to 21 for ministerial posts, 20 to 22 for lower subordinate services and 21 to 23 for provincial and all-India services.

The Hindu's Comments: The Hindu, Madras, in the course of an editorial article on the subject in its issue of 13-6-1938, says:

"The chief concern of the Government of India in formulating this scheme is to reduce the evils of unemployment. It is very difficult to see how the introduction of the plan can reduce the extent of unemployment because, as the Calcutta University points out, that can only be done by large scale operations carried out by the Government by giving more extensive training in commercial, agricultural, industrial and technical lines and by creating widespread opportunities with the help of the State for absorbing such trained youths. The Army and the Navy should be thrown open to Indians and in other ways a liberal policy should be followed of encouraging Indian enterprise in various fields of public activity.

Prohibition Department set up by Bombay Government:
Partial Prohibition Scheme inaugurated in Ahmedabad. +

The first step towards the eventual enforcement of total prohibition in the province of Bombay was inaugurated in Ahmedabad City with the opening, on 1-6-1938, by the Hon. Dr. M.D.Gilder, Minister for Excise, of a new Prohibition Department.

Modified Scheme for Partial Prohibition.- Dr. Gilder explaining the work of the Prohibition Department, said that Government had decided to modify the original Ahmedabad dry area scheme and to introduce a scheme of modified total prohibition. The modification, he said, was temporary, and was necessitated by the fact that Ahmedabad is a large industrial city, with 500,000 inhabitants and a large labour contingent, where the sudden introduction of total prohibition may involve too great a change. Government, he said, are, therefore, taking steps to educate public opinion by opening the Prohibition Department. At the same time, Government propose to grant permits for the consumption of a modicum of country liquor to those who believe it is a hardship to be suddenly deprived of a beverage to which they have been accustomed. Government, however, do not ~~propose~~ propose to issue such permits to all who apply for them, but only to those persons to whom, on a consideration of all circumstances, it may appear justifiable to grant such a concession. Government will lay down certain principles, the fulfilment of which in each case will be necessary before the grant of a permit will be considered.

Work of the Prohibition Department.- Mr. Gulzarilal Manda, Parliamentary Secretary to the Premier, Bombay, will be the Prohibition Commissioner in charge of the Department. The first task which the Department has undertaken is the formation of a prohibition committee in each mohalla (street). Meetings will be held to bring home to the people the evils of drink and efforts will be made to establish contact with the wives and children of those who are addicted to drink. Ultimately efforts will be made to remove the causes leading to the drink evil.

(The Times of India, 2 and 7-6-38),

Housing of Cawnpore Workers:

U.P. Government's Scheme. *

The Cawnpore Labour Inquiry Committee, appointed by the U.P. Government in November 1937, had in its report gone into the question of housing workmen in Cawnpore and suggested to the Government the floating a loan of Rs. 5 millions to finance the Improvement Trust, Cawnpore, to build about 3,000 quarters to house about 40,000 labourers. (Vide pages 8 to 11 of our April 1938 report). While the U.P. Government has not yet taken action on this recommendation, it has for the present made a grant of Rs. 20,000/- for subsidising, on certain conditions, capitalists or co-operative societies to erect workers' tenements as per a Government scheme estimated to cost in all about Rs. 500,000.

Details - Modern Design; Improved Amenities; Low Rental; Guaranteed Interest. - The Government desires that any capitalist or co-operative society that desires to build workmen's dwellings that are of approved modern design, and whose rents are to be fixed in consultation with the Government should be assisted by the Cawnpore Municipal Board and the Improvement Trust, which will provide the necessary amenities, light, water, etc. The Government may further consider the question of paying 4 per cent. interest on capital invested during the first year of construction and a similar or lesser interest for about two years till the new buildings are fully occupied and bring in their normal rent.

Employers consulted. - The main object of the Government is to construct with the minimum financial assistance, the largest number of suitable dwellings for workmen at a low rental. The Director of Industries has already approached the Employers' Association of Northern India, as well as individual employers to give their suggestions. The Improvement Trust and the Municipal Board have also been asked if they are willing to tackle the scheme with the help of the Government.

(A copy of the Cawnpore Labour Enquiry Committee's Report was forwarded to Geneva with this Office's minute D.1/1035/38 dated 8-6-1938.) *

32

Bombay Rent Advisory Committee:
Questionnaires Issued.

Reference was made at page 36 of our April 1938 report to the appointment of the Rent Advisory Committee by the Government of Bombay. In order to secure comprehensive data on the question whether or not legislation for the restriction of rents of middle and working-class dwellings in Bombay city, Ahmedabad and Shelapur is an urgent necessity, the Committee, which met on 6, 7 and 8-6-1938, has issued questionnaires covering all aspects of the problem and seeking to elicit the views of the different parties concerned. The Committee also decided to utilise statistical information that might be available from the municipalities concerned and the Labour Office.

Nature of Questionnaires; General.- The Committee has drafted four different questionnaires, the first, a general one, the second, seeking the owners' point of view, the third, the tenants' and the fourth, the architects'. The general form seeks information on the tendency of rents since the lapse of the Rent Restriction Act in 1928; the percentage of the present net return on capital invested in buildings; what would constitute a fair return and its comparison with ~~other forms of investment~~; the desirability of having legislation for the restriction of rents; whether the present level of rents is due to a shortage in housing accommodation or other reasons; whether in that case, additional accommodation should be provided by private enterprise or by Government, municipality or other public bodies; the effect of such building activity on rent and the ways and means of raising funds for construction of buildings, if undertaken by Government or public bodies; and what calendar should be used for fixing rents.

Owners' Point of View.- The owners are asked to supply information on the total number of different classes of tenements; their rents in different years; the net return and the percentage of return after providing for repairs, insurance and other expenses and taxes; ejections and vacancies; cost of construction; purchase price of buildings; the cost of land; annual ground-rent and other points.

Tenants' Point of View.- The tenant is asked to furnish particulars about the condition of the premises; the number of persons residing together; monthly income; present monthly rent; rent paid for the same premises early in 1929; variations in rent; whether there were any major repairs to the building when rent was increased and whether the tenant is paying any municipal taxes.

Construction costs.- Estimates of the cost of constructing different types of buildings in different areas; the present estimated net return on property occupied by middle and working classes; estimated percentage of gross rent required to meet repairs, fire insurance and other expenses and taxes; and general remarks, especially with regard to variations in the cost of construction and on the trend of values of land and house properties during the last 19 years are sought from architects.

53

The Committee also invites constructive criticism and suggestions from the Press and the Public.

(The Times of India, 18-6-1938.)

Tuberculosis in Factories:

Investigations under auspices of Indian Research Fund Association.

An inquiry is at present being undertaken to ascertain in what way industrial workers recruited from rural areas are reacting to tuberculous infection in industrial areas. The inquiry is being conducted by Dr. A.C.Ukil of the All-India Institute of Hygiene and Public Health, Calcutta, under the auspices of the Scientific Advisory Board of the Indian Research Fund Association. Below are given details of the nature and scope of the inquiry and some of the more important results obtained:

Data sought to be collected.- For the purpose of the inquiry it was necessary to determine the incidence and character of tuberculous infection and disease among the mill population, to determine the nature of other dust hazards which cause respiratory or other disability and to trace as many of the diseased tuberculous workers as possible to their homes in order to find out the extent of home infection, the method of spread of the disease and the degree of hypersensitiveness in them and their village folk.

Method of Inquiry.- A jute mill with a population of nearly 10,000 workers located 22 miles from Calcutta was selected for the investigation for the following reasons: (i) the industry, being a monopoly of this part of the world, is an unexplored subject for study, (ii) the mill had a population of 9,955 workers (8,439 males and 1,516 females) from almost all provinces of India (Bengal 1,072, Bihar and Orissa 5,347, Madras 227, United Provinces 1,107, Central Provinces and Berar 2,037 and other provinces 165), of whom 5,095 lived in masonry barracks and 4,860 lived in crowded insanitary bustees (huts) near the mill, thus offering a representative mixed population, (iii) it was a dusty industry likely to cause dust-hazards of which tuberculosis may be one, and (iv) the mill was the only one in the neighbourhood of Calcutta which had an X-ray installation and where the authorities could offer valuable co-operation.

Nature of Tests.- Workers were examined by sections, that is, batching, preparing, spinning, finishing, etc., according to the degree of exposure to dust inhalation. Examinations were carried out, according to schedules, taking into consideration the previous life of the worker, previous illness, history of contact and industrial life, giving age at entry, nature of work, duration, financial status, housing, etc. Besides a full clinical examination, the individual was tested with tuberculin, the chest skiagraphed, and blood and sputum (if available) examined. Data evolved from these examinations indicated evidences regarding the presence of

.K. (a) definitely active tuberculosis lesions, (b) probably active tuberculous lesions, (c) arrested or healed by foci, (d) other chest diseases and (e) diseases peculiar to the industry itself.

Result of Tests.- 100 workers have been examined so far; of these 4 were found to be definitely active lung-tuberculosis, 7 probably active cases, and in 63 arrested or latent foci were detected. In almost all cases, the skiagraph showed greatly exaggerated bronchial striations and in some arborizations with small mottlings. The heart was found enlarged in many cases. Four workers showed eczematous manifestations of skin in the forearm and hands.

Further tests.- It is also proposed to examine a number of new entrants to industrial life, following the same technique as above, and to follow them up in their industrial life, in order to study how they react to their industrial environment. Besides the examination of the mill workers in lines and bustees, home surveys, both in mill and rural areas, are to be conducted in as many cases as possible. The size, concentration, and chemical composition of the dust in this industry are also to be determined, in order to find out the nature of the dust hazards, and to ascertain if they are related, in any way, to the incidence of tuberculosis among the workers.

(The Statesman, 27-6-1938.) +

Industrial Housing Scheme, Bombay, 1936-37. ←

Number of Rooms Occupied and Rates of Rent.- According to the annual report on the administration of the Industrial Housing Scheme, Bombay, for the year ending 31-3-1937, out of 16,559 rooms and shops in the 207 chawls, 8,563 rooms and shops were occupied at the close of the year, 1936-37, showing an increase of 78 rooms and shops in the number occupied. The scale of rents for single-roomed tenements at the four centres remained unchanged throughout the year; that is to say, at DeLisle Road Rs. 8, at Naigaum Rs.7, at Sewri Rs.7 and at Worli Rs.5. A rupee extra is charged for corner rooms at all centres and two rupees extra are charged in those cases in which a tenant arranges to have a water tap in his room.

The number of shops occupied at various centres was as follows:- Naigaum 43, DeLisle Road 18, Worli 66, Sewri 25. There was a slight improvement at centres other than Sewri, where the number of shops occupied was the same as at the close of the year before.

Rent Collections.- The total collection on account of rent of chawls amounted to Rs. 594,793. The rent collected amounted to 98.1 per cent. of the demand which was an improvement on the 1935-36 figure (97.8 per cent.). During the year under report 717 tenants absconded leaving Rs. 5,409 of rent unpaid as compared with 685 absconders involving Rs.5,937 in 1935-36. The total amount written off was Rs. 2,396 as against Rs. 5,371 in the preceding year. The total arrears on March 31 were Rs.14,646 as compared with Rs. 13,743 in the previous year.

Chawl Population. The total population of the Development Department chawls was 42,815 approximately, while deaths recorded were 873, giving a death rate of 20 per thousand. During the previous year the death rate was 22 per thousand.

Amenities provided.- There are a number of amenities provided for the residents of the chawls. Certain charitable institutions, such as the Bombay Presidency Infant Welfare Society and the Baby and Health Week Association are providing medical relief to the tenants through maternity homes and creches, and the Naigaum Social Service Centre and the Y.M.C.A. are carrying on social welfare work for the tenants' children. The Bombay Municipality has its schools at all the chawl centres and has also a dispensary at Worli. The bus service introduced by the Bombay Electric Supply and Tramways Company Limited from Worli chawls to Lower Parel Station and thence to other parts of the City continued to run during the year under report.

(From a communiqué reviewing the Report dated 25-5-1935 issued by the Director of Information, Bombay.)

(The report of the scheme for 1935-36 was reviewed at pages 57-68 of our March 1937 report.)

Scheme to make Industrial Workers Literate:

Madras Government's Scheme. +

With a view to promoting literacy among industrial workers, the Government of Madras has under consideration a proposal that in the case of workers in large factories attendance at school should be made a condition of employment and that the cost of such education should be borne by the factory owners.

Details of Scheme: Employers to shoulder cost:- The scheme contemplates factory-owners making provision, at their own cost, for imparting to "half-timers" (employees aged between 12 and 15) education in reading, writing and arithmetic, and also taking responsibility for ensuring literacy among all their illiterate employees in the course of five years. To this end, according to the scheme, it might be necessary to make attendance at school, either in the course of the day or at night for a certain number of hours every week, a condition of employment. Questions relating to the time to be set apart for instruction and the possibility of having it during working hours without reduction of wages and other connected points are also being closely examined. The scheme, ~~has been submitted to commercial and industrial organisations,~~ for eliciting their views.

Views of Southern India Chamber of Commerce: Too heavy a Burden:- The Southern India Chamber of Commerce has expressed the view that in the present conditions of industries, it would be impossible for employers to undertake responsibility for the education of men employed by them. The responsibility for the education of the adult, the Chamber says, is primarily that of the State and should be the subject of a general comprehensive scheme for the whole country aiming at uniform standards of literacy. Industrial employees, the Chamber says, form but a fraction of the total adult illiterate population and being mostly town dwellers, had facilities for attaining literacy through the aid of voluntary organisations. Further, mills and factories which were financially strong, had already made provision for running schools. To force the pace, the Chamber fears, might lead to "a breakdown of industrial enterprises generally".

Half-Timers:- The number of "half timers" throughout the Presidency, the Chamber mentions, is about 5,000, and they are distributed in factories in too small a number to enable the starting of a school for each factory. Further, they lived in scattered villages, and their employment was largely seasonal. The half-timers worked in two shifts, and it would not be easy to find a suitable common hour for education of workers of both the shifts.

Sympathy with Principle:- In conclusion the Chamber states that employers were quite in sympathy with the need for promoting education and were prepared to extend facilities, by way of lease of lands and building for schools and institution of scholarships and prizes for workers attending schools. (The Hindu, 3-6-1938)+

Adult Education in the Bombay Presidency:

Report of the Advisory Committee.

The following are the salient features of the report of the Adult Education Advisory Committee appointed by the Bombay Government in January 1938 (vide pages 37-38 of our January 1938 report):-

Two stages of Adult Education.- In the opinion of the Committee, the first step in a programme of adult education as it affects the villager is to endeavour to help the villager to overcome his dejection and apathy and to find an interest in life. The second stage is to lead the villager actually to experience the resources available in his natural environment, so that he may provide himself with the amenities of life and be able to protect himself against calamities. These two steps may require a short period of years, but the time is not wasted, if the mind-set of the people is actually changed.

Four Aspects of Adult Education.- Adult education, as the Committee envisages it, has four aspects, namely:- (1) to enable adults to make successful efforts, individually and collectively, to improve their resources and amenities of life, and to protect themselves and their community from exploitation and disintegration; (2) to enable adults to adjust their minds to new problems; (3) to make good deficiencies in education - in particular, the attainment of literacy; and (4) to train both for leadership and for participation in the common life.

Classes of Adults to be educated.- The Committee takes into account all illiterates between the ages of 14 and 50 as candidates for education, and observes that when the great majority of the masses become literate and enlightened, the problem of primary and secondary education will be easier of solution. The wastage and loss now experienced in primary education will be stopped. The liquidation of illiteracy calls for the extension of primary education and the extension of adult education.

Types of Adult Education.- The Committee deals with seven types of adult education, namely: (1) propaganda; (2) movements for making up educational deficiencies - in particular, the attainment of literacy; (3) vocational education; (4) extension classes of secondary or collegiate grade; (5) self-initiated group movements for self-improvement; (6) movements which regard adult education as a necessary and continuing function in the total life of the community; and (7) recreational activities; and explains the scope and methods of each in so far as it can be applied to Bombay Province.

Organisation.- Discussing the problem of organisation of adult education, the Committee recognises the difference between urban and rural conditions and suggests the agencies to be utilised for the purpose. It recommends the creation of a Central Adult Education Board of three well-qualified members. It will be the function of the Board to visit centres selected for starting adult education and report to the Government on the work to be done, expected annual expenditure on the centres and the approximate stage to be reached by each centre by the end of each year. The Government will base its policy on these reports.

The chain of organization contemplated for carrying out the whole programme framed by the Board will be: 4 Divisional; 30 Urban; 20 District, Taluka, and Local Adult Education Committees.

Functions of Divisional Committees.- The functions of the Divisional Committees will be:- (a) preparation of literature; (b) selection and training of workers; and (c) aiding the District Committees in their work.

Adult Education in Industrial ^{centres} ~~factories~~.- Dealing with the provision of adult education facilities in industrial centres and the responsibility of employers in this regard, the Committee considers that the employers should share the responsibility with Government for the education of workers. The Committee suggests that Government should appeal to all establishments coming under the Factories Act, to regard the eradication of illiteracy among their employees as a moral and social duty. The annual cost of rendering an adult worker literate on Company premises is estimated at Rs. 5, while the cost outside the Company's premises will be about Rs. 11 per head.

Teaching Staff.- The Committee stresses the need for preparing the ground in rural as well as urban areas. Suitable men and women from the existing group of teachers and rural workers are to be selected on the basis of their past records, and given adequate training for carrying out the new adult education programme. The Committee considers that the education of the adult woman should be regarded as of more than ordinary importance and that attempts should be made to secure for education work in rural areas married couples with training so that both husband and wife can serve in the educational programme. The number of primary school teachers in the villages is to be increased; ~~this move will benefit both primary and adult education.~~ It is suggested that adult education of women should be related to the maternity and child welfare movement. In towns and cities, educated women of middle classes should be encouraged to help in the education of illiterate women. In rural areas all women's ~~own~~ ^{adult} classes should begin by teaching some simple cottage industry of a local character.

Village Libraries.- Among other recommendations, special emphasis is laid on village libraries which should be of the circulating type, above which should be group and district libraries. Village reading rooms should be maintained and financed by the local adult education committees in co-operation with the village panchayat and co-operative societies. The Committee thinks that expenditure on visual aids for education must be regarded as of secondary importance. The production of educational films by Government must wait before the liquidation of more immediate and pressing ^{adult} responsibilities. Radio may be looked upon as an auxiliary agency in an education programme and the gramophone should continue to serve as an adjunct to a more formal ~~educational~~ ^{adult} programme.

The Committee also stresses the necessity for guarding the machinery of adult education from being utilised for political propaganda and for the classes being open to all irrespective of birth, caste, creed, sex or political allegiance. Prisoners in ^{the} Central jail ~~and~~ are also to be brought under the scheme.

Dissenting Minutes.- There are two dissenting minutes attached to the report; the first chiefly urges that education being primarily a responsibility of the State and of other local government bodies, the employer of labour as a class should not be singled out for sharing that

responsibility nor should invidious discrimination be made between one employer and another in fixing that responsibility. The second dissenting note considers that the magic lantern, the cinema and the radio are very important in adult education and should be given a special place in any scheme of mass education.

(Summarised from a Press Note dated 24-6-38, on the Report issued by the Director of Information, Bombay.)

(A copy of the Report of the Adult Education Committee, 1938, was sent to Geneva with this Office's Minute D.1/1229/38 dated 7-7-1938.)

New Method of Teaching Illiterates to read and Write:
Demonstration of Mr. Bhagwat's System.

Mr. S.R. Bhagwat, Chief Officer of the Poona Municipality and a prominent worker in the uplift movement, has recently evolved a new method of teaching illiterate workers to read and write in a short period of time. A demonstration of the method was given on 29-6-38 by Mr. Bhagwat at the Manchester Mill, Bombay.

Mr. Bhagwat's method consists first in narrating an easy and interesting story which arrests the attention of the would-be student. The second stage consists in picking out the chief words in the story and then asking the pupils to name the characteristics generally associated with these words. The characteristics are then drawn on a board. From these illustrations and symbols letters of the alphabet are evolved. It is claimed on behalf of this method that an illiterate man can be made to read and write in a period of three months. Eight workers of the weaving department of the Manchester Mill, who were absolutely illiterate and whose ages ranged from 25 to 35 years were chosen for the demonstration; within 30 minutes of teaching according to the new method, it was found that the workers could read nearly 20 letters and words made of these letters.

(The Bombay Chronicle, 29-6-1938.)

The Orissa Small Holders' Relief Act, 1938.

Attention is directed to pages 25-31 of Part X of the Orissa Gazette dated 17-6-1938 where is published the Orissa Small Holders' Relief Act, 1938, which received the assent of the Governor on 13-6-1938.

Small Holder.- The word "small holder" in the Act means individuals or undivided Hindu families who hold land not exceeding 6 acres of irrigated or wet land or 12 acres of other land, and who cultivate land themselves or through farm servants or who depend on agriculture.

Main Provisions.- The Act provides that during the period the Act remains in force, all proceedings now pending or those which will be instituted in any court in the province for the sale of land belonging to a small holder for the recovery of any debt under a decree is to be stayed unless such stay will cause substantial loss to the decree holder. Necessary safeguards are made to secure the decree holders' interests also.

The Act also prohibits proceedings for the attachment, for the recovery of a debt, moveable property, one dwelling house and standing crops of a small holder.

Rural Development in U. P.:

New Programme of the Government.

The following information regarding the new programme of rural development of the U.P. Government is taken from a communiqué on the subject issued by the Director of Public Information, U.P., on 20-6-1938.

Objectives.- The primary object of rural development is to rebuild the social, cultural and economic life of the countryside. The first step is to create in them the will to better their own lot; priority has necessarily to be given to agriculture. Cattle breeding and cattle-welfare, cottage industries, rural credit marketing, medical relief and mass education are some of the other problems to be tackled, and for all this work the co-operative principles must be dominant.

Method of Operations.- In order to carry out the work in a comprehensive and systematic manner it is proposed, to start with, that the main activities might be concentrated in selected units or groups of villages. Each such unit may consist of 20 or 30 villages with a population of about 10,000 to 15,000, special attention being paid in each unit to the different forms of activity in which Government can assist.

Organisation of Better Living Societies and Unions.- The main idea behind the new scheme is that there should be a registered Better Living Society in each village, comprising of at least 75 per cent. of the adult villagers, a union of such societies for each

unit, a district rural development association for each district and a provincial rural development board for the whole province in an ever-widening scale. Each Better Living Society is to elect a representative panchayat (managing committee) and a Secretary. 20 or 30 Better Living Societies in each unit will form themselves into a Better Living Union with a Union panchayat for actual management.

District Rural Development Associations.- The District Rural Development Associations consisting of official and non-official members have already been constituted in each district, with the District Rural Development Inspector as Assistant Secretary. The Organisers of these Associations will be under the immediate control of the District Rural Development Inspectors. The Rural Development Inspectors in their turn will work under the control of the Divisional Superintendents who have already been appointed to guide, direct and co-ordinate the work in each division.

Provincial Rural Development Board.- The Provincial Rural Development Board has already been constituted with the Hon'ble Minister of Justice as Chairman, some officials and non-officials as members, and the Rural Development Officer as Secretary. The Board will have mainly advisory functions and will ensure the close coordination of the various development departments. .

The Punjab Registration of Money-lenders Bill, 1938. .

Attention is directed to pages 85-86 of the Government Gazette (Extraordinary), Punjab, dated 21-6-1938 where is published an Official Bill, to be introduced in the Punjab Legislative Assembly, to enable effective control to be exercised over money-lenders

The bill gives effect to the recommendation for the regulation of money-lending and registration of money-lenders contained in paragraph 11 of the Report of the Reserve Bank of India (Agricultural Credit Department) made under section 55 (1) of the Reserve Bank of India Act. (For details, vide pages 89 to 92 of our November 1937 report.). +

Restriction on Right of Attachment of Crops of Judgment-debtors: Punjab Government Notification. .

Section 61 of the Civil Procedure Code empowers Provincial Governments to exempt from liability to attachment or sale in execution of a decree such portion of agricultural produce as may appear to the Government to be necessary for the purpose of providing, until the next harvest, for the due cultivation of land and for the support of the judgment debtor and his family. The Punjab Government has issued a notification (No.359-R (s) dated 15-6-1938) under this section declaring that in the

case of agriculturists the judgment debtor's (1) entire fodder crops, including gram, oats, chari, maize and guara; (2) one-third or twenty maunds, whichever is greater, of food grains; and (3) one-third of all crops, shall, subject to the provisions of section 60 (I), (b) and (p) of the Civil Procedure Code and of the proviso to section 70 of the Punjab Land Revenue Act, be exempt from liability to attachment or sale in execution of a decree.

(Page 788 of Part I of the Government Gazette, Punjab, dated 17-6-1938.) +

The Bihar Agricultural Income-Tax Act, 1938.
Passed on 1-6-1938. +

The Bihar Legislative Council passed on 1-6-1938 the Bihar Agricultural Income-Tax Bill, 1937, which was introduced in the local Assembly by the Honourable Mr. A.N. Sinha, Minister for Finance and Local Self Government, on 21-12-1937 (The Hindu, 2-6-1938) The Statement of Objects and Reasons appended to the Bill states that the Government sees no reason why those persons who obtain large or relatively large incomes from agriculture should not pay tax on such incomes.

Main provisions: Graduated Taxation of Annual Incomes above Rs. 5,000/-:- The Bill provides for the levy of agricultural income-tax on agricultural income, as defined (with a small alteration to suit local conditions) in the Indian Income-tax Act, 1922. Government recognise that in respect of agricultural income the exemption limit should be considerably higher than in the case of ordinary income; the exemption limit in the Bill has therefore, been fixed at Rs. 5,000 per year and agricultural incomes below that figure will not be taxed. Rates of agricultural income-tax in respect of incomes above Rs. 5,000 and less than Rs. 30,000 are proposed at the same rates as those fixed in the Indian Income-Tax Act, 1922. The rates for incomes over Rs. 30,000 are higher than those in the Indian Income-Tax Act; but a provision is made for the levy of super-tax on agricultural income, the actual tax payable on agricultural income above Rs. 30,000 is in all cases smaller than the tax (taking income-tax and super-tax together) payable under the Indian Income-tax Act on other incomes of a similar size. +

Control of "Unassisted" Emigration to Malaya:
Demand of Central Indian Association, Malaya.

The decision of the Government of India, consequent on the 10 per cent. reduction effected as from 1-5-1938 in the wages of Indian labourers in Malayan plantations, to prohibit further assisted emigration to Malaya was referred to at page 44 of the report of this Office for May 1938. The Central Indian Association of Malaya, which took a prominent part in the discussions leading to the above decision of the Government of India, has, in June 1938, submitted a memorandum to the Government of Madras (it is from this Province that the large majority of the emigrants are drawn) pointing out that the stoppage of assisted emigration is not enough, but that it is essential that even unassisted migration to Malaya should be effectively controlled if Indian labour in Malaya is to be assured of decent standards of living.

Exploiting "unassisted" labour.— The case of the Association is that, first, that the so called "unassisted" emigrant is not really an unassisted emigrant, but that the "unassisted emigrants, or at least a majority of them, do not pay their passage from their own pockets any more than the assisted emigrants," and, secondly, that because of the surplus labour thus imported into Malaya ~~under the~~ *labelled as* guise of "unassisted" labour, the plantation owners will be enabled to impose further cuts in wages. In support of this contention, the Association points out that the Malayan planters have, as a result of a further cut in rubber production for the third quarter of 1938, imposed by the International Rubber Regulation Committee, decided to further reduce the wages of Indian labourers to 40 cents per day for men and 32 cents for women with effect from 1-8-1938. The Association further affirms that the Malayan planting community have the assurance that, under the existing Indian Emigration Act, and the rules framed thereunder, the Government of India have not the power to prohibit the emigration of unassisted labourers to Malaya and that supplies of labour of this type would always be sufficient to meet their local needs.

Remedies:— Control of unassisted Emigration and Amendment of Emigration Act.— The Association, therefore, urges that the truth of the allegation about employers rendering assistance to so-called unassisted emigrants should be fully investigated. It also demands that to curb the exploitation of so-called "unassisted" labour, the Indian Emigration Act should be suitably amended, and that against the present practice of allowing unassisted labour to pass through no official hands, the Government of Madras should set up its own emigration depots through which even unassisted emigrants to Malaya should be compelled to pass.

(The Statesman, 27-6-1938.)

44

Anti-Indian Legislation in Burma:
Protest by Indian Community.

The Emigration Correspondent of the Statesman, in a contribution to the issue dated 6-6-1936 of the paper, directs attention to the increasing difficulties experienced subsequent to the separation of Burma from India (as from 1-4-1937) by Indians, mostly labourers, residing in Burma. As instances of recent Burmese legislation likely to prove injurious to Indian interests, the article refers particularly to the Rangoon Municipal Amendment Bill. The article points out that unless the Government of India appoints immediately an Indian Agent in Burma, the situation is bound to grow even more serious.

The Rangoon Municipal Amendment Bill.- Under the provisions of this Bill, the Burma Legislature intends to raise the membership of the Rangoon Corporation from 40 to 60, the increased strength being entirely to be made up of Burmese members. The Indian community in Rangoon constitutes half the population of the city and pays more than half the rates and taxes of the Corporation, while the Burmese people form less than one-third of the population and pay hardly 11 per cent. of the taxes. Therefore, the Indian community of Rangoon is strongly protesting against the Bill, as it will mean the swamping of the Corporation by Burmese members, besides indirectly transferring the control of municipal affairs to the Burma Legislature. It is felt that there is no economic foundation or moral justification for the Bill.

Neglect of Education of Indian Children.- On this aspect, the article observes: "Even when Burma was a province of India, the education of Indian children was grossly neglected. With the gradual Burmanization of the activities of the departments of State, the Indian vernaculars have come to be utterly overlooked. The provision for Indian education out of municipal funds has been meagre and step-motherly. Recently, the Corporation passed a resolution drastically reducing the salaries of teachers employed in vernacular schools, which will have the effect of closing down several of the semi-private Indian schools receiving a subsidy from the Corporation."

Mr. S.A.S. Tyabji, President of the All-Burma Indian Conference, in the course of a vigorous protest against such discrimination adduces the following figures in support of the charge: In 1935-36 in Rangoon there were 2,893 pupils in municipal schools, 11,687 in Burmese aided schools, 3,597 in the Urdu, Bengali and Hindi aided schools and 3,427 in the Telugu and Tamil aided schools. The average attendance in these schools was as follows: 30 per cent. in municipal; 84.18 per cent. in Burmese aided; 87.53 per cent. in the Urdu, Bengali and Hindi; and 86.27 per cent. in the Telugu and Tamil aided schools. But the expenditure out of the funds of the Corporation on these schools was as follows: Rs. 54.20 per head per annum on Burmese pupils in municipal schools and only Rs. 17.94 on each pupil from the immigrant community in the aided vernacular schools.

Removal of Pavement Stalls.- Another instance of anti-Indian action referred to in the article is the recent order of the Rangoon Municipal Corporation for the removal of pavement stalls, which are run by 2,000

45
to 2,500 Indian and Chinese stall-holders who pay annual licence and other fees to the aggregate value of Rs. 80,000. As a result of protests by Indians, action on the order has been postponed for the present.

(The Statesman, 6-8-1938.)-

Stimulating Trade Unionism in Malaya.+

Publication of the text of a dispatch recently sent by the Secretary of State for the Colonies (British Government) to all Colonial Governors on the question of labour legislation in Colonies has created considerable interest in Malaya. Significance is attached to the view of the Colonial Office that the formation of trade unions in ~~Malaya~~ Colonies should not be discouraged because, otherwise, the workers tend to form illegal associations which may hold extremist views.

The policy of the Malayan Government has hitherto been to discourage trade unions in the belief that it was invariably a cloak for communist and other undesirable activities. There is, however, provision in the laws of the colony for the registration of societies, and one or two trade unions have been registered under the Societies' Ordinance. The whole question of labour policy in Malaya is now being reconsidered as a result of the Colonial Office dispatch and it is expected that an official statement will be made shortly.

(The Statesman, 29-6-1938.)+

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for July 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
1. <u>Ratifications.-</u>	
Minimum Age (Industry) Convention (Revised) - 1937; Implementing Legislation Contemplated by Govt. of India.	1
2. <u>National Labour Legislation.-</u>	
(a) Underground Work of Women in Mines; Prohibited by Government of Jodhpur.	2
(b) Pleas of "Common Employment" and "Assumed Risk" in Workmen's Compensation Proceedings to be Inadmissible; New Legislation Proposed by Government of India.	2
(c) Exemptions from Hours of Work and Weekly Rest Provisions of the Indian Factories Act; Bengal Government's Proposed Regulations.	3
(d) The Baroda Trade Unions Act, 1938.	3
(e) The Baroda Trade Disputes Act, 1938; New Legislation Comes into Force.	3- 4
(f) Recognition of Registered Trade Unions by Employers; Mr. N.G. Ranga's Indian Trade Unions (Amendment) Bill, 1938.	5
(g) Legislation for Promoting Industrial Peace; Bill Drafted by Bombay Government.	5- 7
3. <u>Conditions of Labour.-</u>	
(a) Labour Conditions in Hyderabad Collieries.	8 - 9
(b) Bihar Scavengers' Conference - Patna, 9-7-38; Demands re. Minimum Wages, Holidays with Pay, etc.	9 -
(c) Report of Labour Census in Hyderabad State, 1935.	10 - 13
(d) United Provinces Employers Urge Action Against Communism; Local Government's Attitude of Toleration.	13 - 14
(e) Working Class Cost of Living Index Numbers for Various Centres in India during May 1938.	14
(f) Forced Labour in Bihar; Government's Preventive Measures.	15
(g) Wage Standardisation in Coimbatore Textile Mills; Mr. Strathie Submits Report to Madras Government.	15 - 16
(h) The United Provinces Trade Union Recognition Bill, 1938; Views of Employers' Association of Northern India.	16
(i) Programme of Labour Legislation of Madras Government.	17 - 18

4.	<u>Enforcement of Conventions.-</u>	
	(a) Factory Administration in Bengal, 1937.	19 - 21
	(b) Conditions of Work in Mines of Central Provinces and Berar, 1937.	21 - 22
	(c) Factory Administration in North Western Frontier Province, 1937.	22 - 23
5.	<u>Industrial Organisation.-</u>	
	<u>Employers Organisations;</u>	
	1st Bengal Indigenous Manufacturers' Conference, Calcutta, 26-6-1938.	24
	<u>Workers' Organisations;</u>	
	(a) Amalgamation of G.I.P. Railway Workers' Union and G.I.P. Railway Staff Union.	25
	(b) The Hooghly District Jute Workers' Conference, Hooghly - 16 and 17-7-1938.	25 - 26
	(c) Progress of Trade Unionism in Madras, 1936-37.	27
6.	<u>Economic Conditions.-</u>	
	(a) The Bombay Economic and Industrial Survey Committee; Nature of Investigation into Small-Scale Industries.	28 - 29
	(b) Development of Industries in United Provinces; Government Appoints Advisory Committee.	29
	(c) Industrial Census of Bombay Province; Proposal under consideration of Government.	29 - 30
	(d) Industrial Expansion in Bombay Presidency; Government Schemes for Sericulture, Paper, Pencil and Slate Industries.	30 - 31
	(e) Shifting Venue of New Cawnpore Industrial Ventures to Bhopal State; Attraction of Lower Labour Standards.	31 - 32
7.	<u>Employment and Unemployment.-</u>	
	Educated Unemployed in Madras Districts; Report by Director of Industries, Bombay. <i>Madras.</i>	33 - 35
8.	<u>Social Conditions.-</u>	
	(a) Liquor Shops to close on Mill Pay Days from 1-8-1938; Bombay Government's Notification.	36
	(b) Prohibition in Ahmedabad City Inaugurated from 21-7-1938.	36 - 37
9.	<u>Public Health.-</u>	
	Medical Inspection of School Children in Sialkot; Report for 1937.	38 - 39
10.	<u>Education.-</u>	
	Re-organisation of Vocational Education in Bombay Province; Report of Bombay Advisory Committee.	40 - 42
11.	<u>Agriculture.-</u>	
	(a) The Bengal Money-Lenders' Bill, 1938.	43
	(b) The Bihar Money-Lenders' Act, 1938.	43
	(c) The Orissa Money-Lenders' Bill, 1938.	43

12. Maritime Affairs.-

Extent of Bribery and Organisational Difficulties
of Seamen in Calcutta; B.P.C.C. Appoints Enquiry
Committee.

45

1

Ratification

Minimum Age (Industry) Convention (Revised) - 1937;
Implementing Legislation Contemplated by
Government of India.✓

It is understood that legislation to give effect to the I.L. Convention regarding Minimum Age (Industry) - (Revised), 1937, is now contemplated by the Government of India. (Article 7 of the Convention contains certain special provisions for India). A bill giving effect generally to this Convention is likely to be introduced in the Central Legislature at its forthcoming autumn session.

(The Hindustan Times, 14-7-1938)..

2

National Labour Legislation.

Underground Work of Women in Mines: Pro-
hibited by Government of Jodhpur. ✓

The Government of Jodhpur (an Indian state in Rajputana) has promulgated rules under the Jodhpur Mines Act prohibiting women from working underground in mines in the State.

(The National Call, 5-7-1938) ..

Pleas of "Common Employment" and "Assumed Risk" in Work-
men's Compensation Proceedings to be inadmissible:
New Legislation Proposed by Government
of India. ✓

It is understood that the Government of India has under con-
templation a legislative measure which will give additional
protection to the interests of workmen in the matter of injuries
sustained by them in the course of their occupation.

Existing Position . According to the law as it stands at pre-
sent, one of the remedies for persons injured by accidents is to
file suits for damages against their employers in civil courts,
and under the law two defences may be evoked by the employer
to defeat the claims: One is the defence of "common employment"
by which an employer can plead that an accident was due to the
default of a fellow workman, and that, therefore, he is not nor-
mally liable to pay damages; and the other is the defence of
"assumed risk" by which an employer is not liable for injuries
caused to workmen through the ordinary risk of employment, and
a workman is presumed to have assumed risks which were apparent
when he entered upon his occupation.

Recommendations of the Whitley Commission. The Royal Com-
mission on Labour, which went into this question, regarded both
the doctrines of "common employment" and "assumed risks" as
inequitable, and recommended that a measure should be enacted
abrogating these defences. (vide pages 314 -15 of the Whitley
Report). Their recommendation was referred to the provincial
Governments and minor administrations in 1932. The recommendation
had the support of most of these Governments. In view of
certain recent judicial decisions of a conflicting nature invol-
ving questions of "common employment" and "assumed risk", the
Government of India has decided to proceed with necessary legisla-
tion forthwith.

A Bill on the subject, it is expected, will be introduced in
the August 1938 Session of the Central Assembly.

(The Statesman, 23-7-1938).

Exemptions from Hours of Work and Weekly Rest.

Provisions of the Indian Factories Act:

Bengal Government's Proposed Regulations. ✓

Attention is directed to pages 1486 to 1490 of Part I of the Calcutta Gazette dated 28-7-1938 where are published the draft of certain rules which the Bengal Government proposes to adopt under Section 43 of the Factories ~~of~~ Act. The rules define the classes of factories which may claim exemption from the provisions of the Act regarding hours of work and weekly rest and the conditions under which such exemptions may be availed of..

The Baroda Trade Unions Act, 1938. ✓

As ~~a~~ number of trade unions have grown up in the Baroda State within recent years and as there has been no provision in the existing laws of the State to regulate them properly, the Baroda Government ~~has recently included in~~ Statute Book, the Baroda Trade Unions Act, 1938. The Act, it is reported, has come into effect from 7-7-1938. The new enactment is reported to be based on the lines of the British Indian Act on the subject. The Government has appointed Dr. C.A. Mehta, Director of Industries and Labour, to be the Registrar of Trade Unions.

(The National Call , 10-7-1938).

(A copy of this Act has been asked for and will be forwarded to Geneva when it is received in this Office.)..

The Baroda Trade Disputes Act, 1938:

New Legislation Comes into Force. ✓

As a result of the increasing tempo of industrial production during the last few years and the growing labour unrest in Baroda State, the Government of the State felt the necessity ~~for~~ the adoption of measures for controlling trade disputes. In 1932, the Government set up a Conciliation Board and soon after introduced legislation on the model of the British Indian Trade Disputes Act, 1929. It is now understood that the Baroda Trade Dispute Act,

1938, received the assent of His Highness the Gaikwar recently and has come into effect. The salient features of the Act are summarised below:

Reference of Disputes to Voluntary Conciliation: The new enactment which is divided into eight chapters, lays down that in the event of a trade dispute between an employer and any of his workmen, the Director of Industries and Labour, with the sanction of His Highness or his Government, may order reference of relevant matters of the dispute to a Court of Enquiry to be appointed by the Government or to a Board of Conciliation, provided both parties to the dispute apply either separately or conjointly for such reference and the Government is satisfied that such applicants represent majority of each party to the dispute. The Court would consist of an independent chairman and such other independent persons as the Government may appoint.

Board of Conciliation: The Act also lays down the constitution of a permanent Board of Conciliation the business of which would be to endeavour to bring about a settlement of a dispute referred to it in such manner as it thinks fit and without delay.

Strikes in Public Utility Concerns: The Act lays down that strikes in public utility concerns should be declared only after a month's notice in writing. If any strike declared without notice or within the notice-period in such concerns, the penalty which on strikers will be imprisonment which may extend to one month or a fine up to Rs. 50/- or with both. Similarly employers declaring a lock-out in such concerns without notice or with the notice-period are punishable with imprisonment up to one month or with a fine up to Rs. 1,000/- or with both.

Illegal Strikes and Lock-outs: Chapter 7 of the Act defines what are illegal strikes and lock-outs and punishes any person declaring, instigating or inciting others to take part or commit acts in furtherance of such illegal strikes or lockouts with imprisonment extending to three months and fine up to Rs. 200/-.

(The National Call, 10-7-1938).

(A copy of the Act has been asked for and will be sent to Geneva when it is received in this Office). .

Recognition of Registered Trade Unions by
Employers: Mr. N.G. Ranga's Indian Trade
Unions (Amendment) Bill, 1938..

Mr. N.G. Ranga, M.L.A., (Central) has given notice of his intention to introduce an Amending Bill to the Indian Trade Unions Act, 1926, so as to make provision for the compulsory recognition by employers of registered trade unions and to grant leave to union leaders to attend Legislatures of which they are members. The two additional clauses which Mr. Ranga has proposed to be added to the Indian Trade Unions Act are as follows:-

1. Recognition of Unions. A trade union duly registered under this Act, which satisfies such conditions as may be prescribed by the Government of India in respect of central services and by local Governments in respect of local industrial undertakings, shall be recognized by all employers in the industry for the employees of which that trade union functions.

2. Leave for Legislative Work. No employer shall refuse ~~leave on loss of pay~~ to any of his employees who are members of a registered trade union, whenever such leave is required by such employees for the discharge of their functions as members of a local Legislature or local Board or as officers of a trade union.

3. Penalty. A maximum fine of Rs. 50 for default of the first provision, and in case of continuous default an additional fine which may extend to Rs. 50 each week after the first, during which the default continues, is prescribed: while non-compliance with the second provision is punishable with a maximum fine of Rs. 500..

(*The Stationer*, 29-7-1938).

Legislation for Promoting Industrial Peace:

Bill Drafted by Bombay Government..

The following details regarding a new Bill drafted by the Government of Bombay for introduction in the local Legislature at an early date with a view to make provision for the promotion of peaceful and amicable settlement of industrial disputes by conciliation and arbitration, is taken from a Communique dated 30-7-1938 on the subject issued by the Director of Information, Bombay. The Government had drafted a Bill in March 1933 for the purpose, but as the result of criticisms on that bill and of a more thorough and detailed examination of the problem many changes have been made in the present Bill.

Notice and Registration of Changes in conditions of Service:-

The basic idea of the bill is to ensure that the redress of grievances of industrial workers shall be taken in hand without delay and for this purpose it is provided that no employer can make any alteration in the conditions of service, wages, etc., of his employees without giving them due notice and at the same time informing the Government authorities who will function under the Act -- the Labour Officer, the Conciliator and in some cases the Registrar -- as well as registered unions or other representatives of the workers. Negotiations with regard to the acceptance or the refusal of the proposed change will then take place and if agreements are reached they will be properly drawn up and registered with the Registrar.

In the same way, employees who have grievances which they wish redressed or alterations in wages and conditions of service which they desire to be made will similarly be required to notify the appropriate authorities as well as their employers.

Disputes re. Changes in Conditions. Only if the parties fail to reach an agreement is a trade dispute considered to have occurred and the official Conciliator will then step in and endeavour to bring about a settlement of the dispute. If he fails, or if Government otherwise orders, a Board of Conciliation may be appointed.

Strikes and lock-outs Illegal during Conciliation-Proceedings:

During negotiations and conciliation proceedings it will be illegal for an employer to cause a lockout or for the workers to go on a strike, because one of the underlying ideas of the bill is to prevent lightning strikes.

Obligations of Employers to draw up Standing Orders:- One

of the most fruitful causes of strikes, it is observed, is the absence of any set of rules or regulations dealing with the day to day discipline and working of a factory. The Bombay Millowners' Association has standing orders and so have public utility services, and the bill provides that every employer must draw up standing orders regulating relations between him and his employees with regard to a number of industrial matters that are set out in a schedule to the bill. These standing orders have to be approved by the Commissioner of Labour and registered with the Registrar and thereafter they continue to be in force for twelve months and are binding upon the employer and the workers in the factory. From the decisions of the Commissioner of Labour an appeal lies to a Court of Industrial Arbitration.

Court of Industrial Arbitration:- The Court of Industrial Arbitration is a distinctive feature of the new Bill and it is hoped that in course of time it will play a very important part in the industrial life of the Province. The bill provides for use of the Industrial Court as a voluntary Court of Arbitration to which an industrial dispute can be referred by the parties for a final and binding decision. The Court will consist of two or more members, one of whom shall be its President, and the President shall be a person who is or has been a judge of a High Court or is eligible for being appointed a judge of such court. In addition to its functions as a Court of Arbitration the Industrial Court will be the appellate and deciding authority to decide appeals from the Orders of the Registrar, as regards the registration of unions under the Act or cancellation of

unions and also as regards references by a Registrar or by an Arbitrator for a decision on a question of law. The Court will also decide whether a strike or lockout or a proposed change is illegal and it will also interpret awards given by it under arbitration proceedings.

Arbitration of Disputes: It will also be open to employers and employees to agree to submit all disputes between them to arbitration, either by the Industrial Court or by an agreed arbitrator. In such cases the conciliation machinery of the Act will not apply, but the arbitrator's awards will be registered.

Organisations of Workers: The duties of the Registrar are important because he will have to decide whether unions are entitled to be registered, the basis upon which registration is obtainable being based upon membership relative to the number employed in the industry or recognition by an employer. The whole Province will be divided into areas and in each area there can be only one registered union in respect of any industry or occupation in that area. The bill also provides for qualified unions where there are no registered unions. Here, as in the case of registered unions, qualification depends upon the union having a membership which bears a prescribed percentage to the number of workers engaged in the industry or occupation in that local area. +

Labour Conditions in Hyderabad Collieries. +

The following information regarding conditions of labour in collieries in the Hyderabad State is taken from a press note issued by the Information Bureau of the Hyderabad Government on 2-7-1938.

Output of Collieries. The coal mining industry is one of the more important large scale industries of Hyderabad. The mining operations are carried on at three places -- Singareni, Tandur and Kothagudem. The total annual output of the three collieries has increased steadily from 552,133 tons in 1913 to 1,007,570 tons in 1937.

Numbers of workers, Housing and Sanitation. The three collieries employ approximately 12,000 people regularly, the bulk of whom are housed in the vicinity of the mines. They are housed in stone and concrete buildings in which ample ground inside is left for the cultivation of garden produce. At the Tandur Collieries the houses are of a more spacious and up-to-date design than the old types of buildings in use at Singareni Collieries. In the new houses being built at Kothagudem Collieries, extra ventilation, better facilities and cook houses are being provided. It is the intention of the authorities to instal the flush system of sanitation.

Special attention has been given to water supply arrangements and sanitary work. Good drinking water is distributed in pipes to the various parts of the Collieries area by pumps. A special department deals with the removal of refuse above and below ground and special precautions are taken to prevent the spread of epidemic diseases. It is recorded that at no time during the last 25 years has any serious epidemic, involving a large loss of life occurred.

Medical Facilities. Medical and sanitary work is carried out under the supervision of a fully qualified European doctor assisted by five qualified Assistants. There is at Singareni Collieries a fully-equipped hospital, including a bacteriological department and X-Ray equipment, of 70 to 100 beds. In addition, there is an isolation ward of 20 beds. This year an Ante-Natal and child welfare centre clinic in charge of a lady doctor has been opened by the Company. Up-to-date arrangements also exist for rendering first aid in case of accidents at the pits themselves. At the Tandur Collieries a fully-equipped hospital of 20 beds together with an isolation ward has been erected for the treatment of accidents and of cases of illness.

Conditions in Underground Working. The underground workings are well-ventilated by double inlet "sirocco" fans. In laying out the underground workings special efforts have been made not only for providing good ventilation but also for dealing with fire or floods.

Accident Prevention. With a view to reducing accidents, special attention has been given to the training of underground officials; the hours worked by these officials have been recently reduced. A fully-qualified lecturer has also been appointed for the purpose of giving lectures on practical mining subjects to these officials.

Hours of work and Workmen's Compensation. The three-shift system under which no labour is employed for more than eight hours a day has been in force since the collieries were first opened. Compensation for accidents is paid on the basis of the British Indian Workmen's Compensation Act, 1923, as amended up to 1929.

Encouragement of Thrift. In 1921 a provident fund was started under which all subordinate officials, clerical and other junior staff in receipt of monthly salaries, are now members. In 1934 a savings scheme for the benefit of daily paid employees was brought into operation under which a certain sum of money is collected each month on which 5 percent interest is allowed by the Company.

Recreational Facilities. Arrangements have been made for the provision of recreation for the workpeople; at Singareni and Tandur Collieries, recreation clubs have been opened for the use of the employees, at which provision has been made for games. In each club an up-to-date wireless set has been installed. It is proposed to open in the near future a recreation club for the use of the employees at Kothagudium Collieries. Children's playgrounds have been opened at Singareni and Tandur Collieries.

Bihar Scavengers' Conference - Patna 9-7-38:

Demands re. Minimum Wages, Holidays with Pay, etc.,

The Bihar Scavengers' Conference, which met at Patna on 9-7-1938 under the Presidentship of Mr. Jagjiwan Ram, a Parliamentary Secretary with the Bihar Ministry, passed a number of resolutions urging improvement of the social and economic conditions of the scavengers, chiefly employed in the Municipalities of the Province.

The Conference requested the Government to so amend the Bihar Municipal Act as to make ^{the} following provisions obligatory and binding on Municipal Boards.

(a) Appointments and dismissals of sweepers to rest in hands of a Committee. (b) Permanency of service to scavengers, with benefit of Provident Fund. (c) A monthly minimum salary of Rs. 15, rising up to Rs. 20, with annual increment of annas 8 should be provided. (d) Half-holidays on Sundays and other festival days. (e) 15 days' leave on full pay and one month's leave on half pay in the year. (f) One month's maternity leave to females with pay. (g) Simple uniforms to be provided for scavengers while on duty. (h) Housing arrangements (quarters) for all scavengers of Municipalities with proper arrangement of water, light, etc..

Report of Labour Census in Hyderabad
State, 1935.*

The Director of Statistics, Hyderabad State, has submitted to his Government the first issue of a quinquennial report on a labour census of the State. The statistics collected relate to the first week of Isfandar 1344 Fasli (January 1935).

The village officials of the Revenue Department collected the required information for rural and urban labour. The factory owners and Government institutions supplied data regarding their concerns. In addition to the schedules, a questionnaire was issued to perennial factories calling for information on hours of work and conditions of employment, etc.

Method of Census. The system adopted for the present census was that in order to see to the regular trend of the rise and fall of wages every Tahsildar was asked to select four of the typical villages and one town (preferably the taluqa headquarters in his jurisdiction) from where the data was collected. In future censuses also data will be collected from the same areas.

Agricultural Wealth of Hyderabad. Sir M. Visweswarayya has estimated the value of agricultural produce in general of the Hyderabad State at Rs. 25/- per acre. On this basis, the total cultivated area of the State in 1935 being 28,781,926 acres should have yielded an income of nearly 720 millions rupees. This, when divided by the estimated population of the State, of 1,50,30,600 persons in 1938 gives an income of Rs. 47-14-0 per annum per person with an ^{average} of nearly two acres of cultivated land.

Statistics of Labourers. For purposes of collecting statistics labour was divided into four classes: (1) skilled labour (including carpenters, blacksmiths, masons etc.); (2) agricultural workers; (3) unskilled labour, and (4) factory labour.

* Report on Labour Census 1935 (1344F.)- Hyderabad-Deccan - Government Central Press, 1937. - Price Rs. 3/- 00.00.

11

(1) Skilled Labour. The following table gives the statistics of various classes of skilled workers according to the population census returns of 1931.

Class of Worker.	Number according to caste.	Actual Number of workers.
Carpenters	110,350	30,688
Blacksmiths	93,460	24,689
Coppersmiths	35,730	13,341
Goldsmiths and Silversmiths	137,891	32,818
Workers in Other metals and smelters. ---		1,564
Masons and Stone Dressers	217,574	20,335
Leather Workers	----	73,614
Fishermen	----	99,481
Tailors	----	40,854
Washermen	----	108,714
Barbers	----	36,580
Potters	154,198	43,933

(2) Agricultural Workers. According to the Census Report of 1931 there were 1,479,662 agricultural labourers (705,968 males, 773,694 females) and 1,228,870 herdsmen and shepherds (625,320 males and 603,550 females). The number of cultivators was 3,393,420.

(3) Unskilled Labour. The Census Report for 1931 gives the following number of unskilled labourers in the State under various heads:-

	Males.	Females.
Labourers employed on canals	9,682	2,131
Labourers employed on roads and bridges.	89,627	59,972
Porters and Messengers	5,491	414
Railway labourers	59,008	48,999
Domestic servants	317,317	217,026
Labourers unspecified.	92,825	81,944
Total	573,950	410,486

Total (males and females) 984,436.

(4) Factory Labour. The number of workers in factories was 33,424 in 1931; 30,625 in 1932; 33,308 in 1933; 39,157 in 1934; and 52,109 in 1935 distributed in 469 factories.

The textile Industry. The Textile industry is the chief industry of the State and employs 189,051 persons according to the 1931 census. The analysis according to the various occupations connected with the textile industry is as follows:-

	Number of persons employed.
Ginning, cleaning and pressing	17,775
Spinning, sizing and weaving	141,572
Rope, twine, string and other fibres.	10,606
Wool-carding, spinning and weaving	16,296
Silk spinning and weaving	2,156
Dyeing, bleaching, printing etc.	4,686
Lace, embroideries, etc.	828

Handloom Industry. The most important of the State's village industries is the handloom weaving, nearly every district having its professional weavers who are part-time agriculturists. The 1931 Census Report shows that 111,998 workers on handlooms were engaged in the production of cloth; the industry supports a population of 194,063.

Wages: Main Features. The data regarding wages collected in the labour census has not been analysed properly due to lack of qualified statisticians and shortage of hands in the Department. Steps were taken merely to collect the data for the time being.

The census has shown that in rural areas the wages are mostly paid in kind and for this there is no hard and fast rule and no regular system in vogue, the amount varying from village to village.

Two features are, however, noticed as regards the wage position in the present Census:

(a) Although in most of the villages more than one method of payment is in vogue, it seems that in many cases cash wages are replacing wages in kind in the State. Many of the taluks, which formerly paid labourers in grain, only, are now reported to be paying in cash.

(b) The wages rates have diminished since 1337 F. (1928) by 33 to 50 per cent. due to the economic depression. Wherever payments were made in both cash and kind the latter has either been withdrawn or reduced to half. Women's wages in the rural tracts are about fifty per cent. of men's in the same occupation.

Wage Rates of Agricultural Labourers. The following were average daily rates of wages of different classes of workers in 1935: Blacksmiths Rs. 1-10-10; Carpenters Rs. 1-12-5; Ploughman Rs. 0-3-11; Sowers and Transplanters: males Rs. 0-4-4; females Rs. 0-2-8; Herdsmen Rs. 0-2-9; Other agricultural labourers males Rs. 0-4-6-; females Rs. 0-2-8;

Wage Rates of Factory Labourers. The Census shows that wage rates in industries in the Hyderabad State vary very widely not only from centre to centre and unit to unit in the same centre but also between different individuals in the same occupation in the same unit.

Bonus. Besides wages in kind or cash or both, regular workers or permanent labourers, while working away from home, are given food

or certain facilities for meals. The details vary according to the districts and local customs. A coarse balnket for the daily use, a pair of country-made leather footwear, a pair of dhotis, and tobacco for the earthern pipe are the articles that are given once a year. Thus bonus in the case of rural labour may be regarded ^{as} more in kind than in cash. On certain festivals there is a general practice of giving dhotis, saris, etc., to the urban labourers and in some cases cash amounting to annas eight to rupee one.

Bonus to the factory labour ~~though~~ not given in general in the Hyderabad State, but the bigger concerns there is a system of paying or crediting one month's pay every year ~~of work~~ as bonus.

Hours of Work. The hours of labour in different classes of factories according to the data gathered during the labour census are tabulated below:-

Concerns.	Daily.	Weekly.
Textile mills.	9 to 10	..
Ginning and pressing factories ..	10	60
Oil mills	10	..
Rice mills	10	..
Cement factories	8 to 8 1/2	..
Jails	7 1/2 to 8	..
Iron works	8	56
Button factories.	8 3/4	..
Stone polishing factories. ..	10	..
Manure works	9	54
Tiles & pipes factories (male, female & child)	10	..
Distilleries	8	52
Motor workshops	9	54
Government Central Press ..	7	42
Government Electrical Department	8	48
Match factories. (male & female	10	60
Child	6	..

Completed
(A copy of the Report ^{will} ~~has~~ been forwarded to Geneva with this office's minute D-1/ /38 dated 28-7-1938) ~~when received in this Office~~.

United Provinces Employers Urge Action against Communism: Local Government's Attitude of Toleration.

As an aftermath to the recent labour troubles in Cawnpore, the Employer's Association of Northern India had ^{asked for} definite assurances from the United Provinces Government that active steps would be taken to check the spread of communistic propaganda amongst the workers.

United Provinces Government's Attitude of Toleration. The United Provinces Government in its reply says that Congress stands for non-violence and goodwill amongst all classes and sections of the community and for justice for all. Consistently

14

with these principles it aspires to advance the interests of the masses, including workmen. It does not wish that the Red Flag should be substituted for the national tri-colour flag, (Congress flag), but communism as a doctrine or as a school of political thought, however much one may dislike it, cannot be suppressed by coercive methods alone. There is no ban on it in civilised states such as the United Kingdom where communists have been openly carrying on their propaganda and seeking election to legislature on communist tickets. Finally the United Provinces Government has pointed out that associations like the Employers' Association of Northern India must be concerned not so much with political opinions of individuals as with the maintenance of discipline, scrupulous fulfilment of agreements, proper discharge of duty and avoidance of lock-outs, and that the Government will exert authority to secure these conditions.

(The Leader, 10-7-1938). +

Working Class Cost of Living Index Numbers for Various
Centres in India during May 1938. +

The cost of living index number for working classes in various centres of India registered the following changes during May 1938 as compared with the preceeding month.

~~Bombay.~~ The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in May 1938 declined by 1 point to 104. The average in the year 1937 was 106.

~~Ahmedabad.~~ The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad in May 1938 rose by 1 point to 70: for 1937 the average was 75.

~~Sholapur.~~ The index number (Base: Year ending January 1928) of the cost of living in Sholapur during May 1938 increased by 1 point to 71. The average for 1937 was 73.

~~Nagpur.~~ The index number (Base: January 1927) of the cost of living in May 1938 remained stationary at 61.

~~Jubbulpore.~~ The index number (Base: January 1927) of the cost of living in Jubbulpore in May 1938 declined by 1 point to 55.

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Forced Labour in Bihar:
Government's Preventive measures.

Begar (forced labour) is still prevalent in many parts of Bihar, particularly in the rural areas. Mr. Jagjiwan Ram, M.L.A., Parliamentary Secretary, Bihar Government, has recently been interesting himself in the matter and has been receiving a number of deputations from the victims of this system. It is understood that, while the Government of Bihar is not inclined to introduce legislation for prevention of forced labour, it is willing to grant certain facilities to those from whom such exactions are made to have their grievances redressed through the Courts. A valuable concession contemplated is that complaints in begari cases will not have to affix necessary court-fee stamps on their petitions of complaints. The Government is further enquiring into the possibility of getting such cases conducted by Government lawyers. It is expected that this action of the Government will check the 'begari' system to a considerable extent.

(The Amrita Bazar Patrika, 17-7-1938).

Wage Standardisation in Coimbatore Textile Mills:
Mr. Strathie Submits Report to Madras
Government.

Reference was made at page 19 of our May 1938 report to the Madras Government's order on the Report of the Court of Enquiry into the Coimbatore Textile dispute. The Government observed that some of the recommendations of the court involved legislation, some amendments to the rules framed under the Factories Act and a few executive action, while in respect of others they stated that they were inclined generally to endorse the conclusions of the court. The Government also called particular attention of the millowners to the recommendations with regard to the need for an immediate increase in the rates of wages paid to skilled and unskilled workers and the grant of sick and casual leave to them.

Representatives of the millowners and workers since waited in deputation on the Hon'ble Minister for Industries and Labour on the 25 and 27-6-1938 respectively, and acquainted him with their several view points on the Report of the court in general and on the question of standardization of wages in particular. The Government directed Mr. D.N. Strathie, I.C.S., Commissioner of Labour, Madras, to study on the spot in consultation with the

representatives of the employers and the workers of Coimbatore, not only the question of standardisation of wages, but also other questions arising out of the other recommendations of the Court of Enquiry, to formulate his recommendations and submit a report to Government as to how far matters can be adjusted satisfactorily between the parties. (Communique dated 2-7-1938 issued by the Development Department, Madras.).

According to another Communique issued on 19-7-1938 by the Development Department, Madras, Mr. Strathie has submitted his report. The report is now being examined by the Government which hopes to announce its decisions in the first week of August 1938.+

The United Provinces Trade Union Recognition Bill, 1938:
Views of Employers' Association of Northern India. +

References were made at page 5 of our April 1938 and page 1 of our May 1938 reports to the introduction and circulation of the United Provinces Trade Union Recognition Bill, 1938. The following is a brief summary of the views on the Bill expressed by the Employers' Association of Northern India.

The Association opposes the Bill in its entirety, and says that a Bill on similar lines was introduced in the Bombay Legislative Assembly by Mr. Jhabvala in January 1938 and was strongly opposed by the Government of Bombay and consideration of it was postponed sine die. The United Provinces bill, makes detailed provisions regarding the recognition of trade unions by employers, but there are no provisions imposing obligations on trade unions to promote cooperation between employers and labour and for the safeguarding of the interests of workers themselves in collective bargaining. The Association does not accept the underlying principle of the Bill that employers should be compulsorily forced to recognise any trade union merely because it is registered under the Trade Unions Act. The Association directs attention to its memorandum to the Cawnpore Labour Enquiry Committee, where it has set forth its views in regard to the formation of trade unions and the Cawnpore Labour Enquiry Committee in its report has also devoted a chapter to this subject and made a number of recommendations which have been endorsed by the Government in its resolution of 17-6-1938. It is the considered opinion of the Association that the Bill should not be proceeded with.

(The Leader, 24-7-1938).+

Programme of Labour Legislation of Madras Government.

The following information regarding the ~~immediate~~ labour legislation programme of the Government of Madras is taken from the Government's review of the working of the Factories Act in Madras during 1937, which has been made an occasion~~ed~~ for declaring the Government policy in the matter. (G.O. No. 1557 dated 25-6-1938 of the Development Department, Government of Madras, appended to the Report on the working of the Factories Act in the Madras Presidency for the year 1937).

1. Declaration of "Unregulated" Concerns as Factories. During 1937 the Government pursued an active policy of declaring as "Factories" under the Act industrial concerns like decortivating factories, beedi factories, match factories, in which conditions of work were suspected to be very bad. The question of notifying unregulated establishments such as small rice mills, printing presses, and tobacco grading work places has been deferred pending the strengthening of the inspectorate. The Government has, however, recently notified (vide Notification No. 515 dated 13-6-1938 -- G.O. No. 1481, Development dated 13-6-1938 -- pages 921-922 of the Fort St. George Gazette dated 21-6-1938). Subdivisional Magistrates, Director and Assistant Directors of ~~Public Health~~, District and other Health Officers and Commissioners of Municipalities where there are no health officers to be Additional Inspectors of Factories.

2. Industrial Relations. Industrial relations in Madras Province during 1937 were rather strained and the Government had, since August 1937, to bring the machinery of conciliation provided by the Trade Disputes Act, 1929, into play on four occasions and in two cases they had to persuade the parties to have recourse to arbitration to resolve their differences. The Government is, in the light of its recent experience, clearly of the opinion that the machinery for settlement of disputes is susceptible of considerable improvement. This question is under its active consideration at present.

3. Reduction of Spreadover. So far as the conditions of work are concerned, the Government has had under its examination to what extent these could be bettered under the rule-making powers vested in it by the Factories Act. It has under consideration proposals for restricting the grant of exemptions from certain provisions of the Factories Act, for the reduction of the spreadover of working hours from 15 to 13 hours a day, and for the provision of better washing and eating facilities.

4. Holidays with Pay. Another question that has been agitating the minds of the workers is the question of the grant of holidays and leave, sick or otherwise, with pay. The Government is glad to testify to the readiness with which employers in general have come forward to concede these demands of the workers, and hopes that those employers who have not yet acceded to these demands will soon fall in line and thus help to remove a cause for legitimate grievance on the part of workers in general.

5. Stricter Application of Maternity Benefit Act. The Government notes with concern the widespread evasion of the provision of the Maternity Benefit Act. They are prepared to take all effective steps, legislative or otherwise, to see that the benefits of the Act are not denied to those on whom the Legislature has seen fit to confer them.

6. Organisation of Labour Office and Unemployment Relief. The Government has under its consideration two other proposals concerning factory labour. The question of organizing a Labour Office on the model of the Bombay Labour Office is engaging ~~the~~ ^{its} attention. It has also under examination a scheme for giving relief to the unemployed. In this connexion the Government has had the advantage of consulting representatives of capital and labour recently, and hopes to be able to place its proposals before the Legislature at an early date.

6. Housing of Workers. The Government points out that the housing ~~of labour~~ has become an urgent problem and must be tackled early if it is not to assume dangerous proportions. The Government hopes that the mill owners in general and of Coimbatore in particular will pay adequate attention to this problem at an early date in view especially of the findings of the Coimbatore Court of Enquiry in this regard..

Enforcement of Conventions.Factory Administration in Bengal, 1937.* ✓

Number of Factories. According to the Annual Report on the administration of the Factories Act in Bengal for 1937, the number of factories on the register at the close of the year was 1,694, an increase of 27 on the previous years' total. Of these, 1,308 were perennial factories and 386 were seasonal. The powers conferred on Local Governments by Section 5 (1) of the Act, under which any premises employing less than 20 workers may be declared to be a "factory" was exercised in the case of 11 concerns.

Number of Operatives. The average daily number of workers employed in registered factories is as follows:-

	Men.	Women.	Adolescents.	Children.	Total.
In perennial Factories.	463,023	53,280	6,703	707	523,713
In Seasonal Factories.	30,922	7,321	3,673	829	42,745
Total	<u>493,945</u>	<u>60,601</u>	<u>10,376</u>	<u>1,536</u>	<u>566,458</u>

The report shows an increase of 35,223 workers over the 1936 number. Jute mills were responsible for an increase of 15,997 workers out of the total increase, iron and steel smelting and rolling mills for 5,032 workers, general engineering for 2,062 workers, leather and shoe works for 1,306 workers, Jute presses for 1,128 workers and rice mills for 1,003 workers.

Women, Adolescents and Children. Few really serious cases of illegal employment of women, adolescents and children were detected, most of the infractions being of a technical nature. With regard to women, prosecution proceedings had to be resorted to in one instance only, the infraction being Sunday employment contrary to the provisions of section 35. Also, one case and two cases respectively had to be instituted for the employment of adolescents and children without the requisite medical certificate.

During the year 853 children were examined by the certifying surgeon, and of that number 573 were certified as being 12 years of age or over and physically fit for employment, and 173 were certified as 15 years of age or over. 2,318 young persons desirous of obtaining certificates as adolescents were examined by the certifying surgeons. Of that number 2,263 were certified as over 15 years and fit for employment as adults.

2

* Government of Bengal - Annual Report of the Administration of the Factories Act in Bengal for the Year 1937. - Superintendent, Government Printing, Bengal Government, Alipore, Bengal, 1938.

Inspection. During the year a total of 3,052 visits were made by the Inspectors to registered factories and 242 to unregulated concerns. 970 factories were visited once, 270 twice 121 three times and 173 more than three times. The figures include 679 special visits for investigation into complaints, enquiry into accidents, collection of statistics, etc., and also 124 surprise visits outside legal working hours. 160 factories were not inspected.

Hours of Work. The report points out that in factories in which more than one set of working periods are specified, it is not possible to ensure that the daily and weekly hours limit laid down by the Act are being adhered to. Since those systems are permissible under the Act, however, effective action cannot be taken. The reduction in statutory hours of work which came into force with the new Act in 1935, it is reported, has not apparently produced any increase in illegal working of extra hours. Inspectors report that the workers show an increasing objection to long hours and that employers are beginning to appreciate more and more that long hours are not always advantageous to output. In so far as jute mills and the larger factories are concerned, it can be said that the spirit of the Act is being properly observed. In one or two such factories only were deliberate instances of illegal working detected.

Contract Labour. The position in regard to the control of working hours of labour employed through contractors in the ship-building and engineering industries, remains the same as recorded in previous reports. With directly employed labour, it is pointed out, evasion of the law is simple, where the employer is so minded; but under the contract system of employment, not only can the weakness of the law be exploited but the industries concerned can, in their peculiar circumstances, rightly claim clemency in their difficulties. Any abrupt regulation of contract labour according to the law, however, it is remarked, is liable to result in grave disturbances in the industries involved.

Wages. As far as could be ascertained, there had been no material change in the rates of wages in the principal industries. As regards jute mills, it is understood that considerable progress has been made in the standardisation of wages.

Housing, Welfare, etc. The report states that housing of factory operatives, the conditions under which they live, and the welfare work carried out on their behalf, remain much the same as reported in previous years. Jute mills have maintained whatever welfare schemes have been inaugurated by them and in several instances additional blocks of quarters together with the usual associated amenities, have been provided. Also, probably, in anticipation of the coming into force of the Maternity Benefit Act during the ensuing year, there has been a considerable increase in the number of mills which have adopted schemes corresponding to the requirements of that Act. As regards major industries or factories other than jute mills, there is little to record in the direction of increased housing and welfare activities.

Accidents. Of 8,059 accidents during the year 70 were fatal, 1,575 were serious and 6,464 were minor. Compared with the previous year these figures show an increase of 12 fatal, 102 serious, and 1,129 minor accidents, i.e., a total increase of 1,243. It is reported that the increase is much more apparent than real as, apart from better knowledge of and compliance with the law, there is now a definite tendency amongst many employers to report accidents which are not reportable, i.e., accidents which fail the '48 hour's absence from work' condition of the rules.

(Factory Administration in Bengal during 1936 is reviewed at pages 53 to 58 of our July 1937 report).+

Conditions of Work in Mines of Central Provinces
and Berar, 1937. ✓

The following information about conditions of work in 1937 in mines in the Central Provinces and Berar is taken from the Central Provinces Government's annual review of the District Reports on the working of the Indian Mines Act, 1923, in the province during the year (Resolution No. 2013-XII-7 dated 23-6-1938, published at pages 702-706 of Part 1 of the Central Provinces and Berar Gazette dated 8-7-1938).

Number of Mines and Workers. The total number of working mines rose to 117 from 94 in 1936. There was an all-round increase in the labour force employed; the increase amounted to 12 per cent in coal mines, 38 per cent in manganese mines and 34 per cent in limestone quarries. Labour supply, which, as usual was mostly local, was adequate.

Wages. The average daily earnings of male labourers employed in coal mines ranged from 4 annas to Rs. 1-6-0 for surface work and 5 annas to Re. 1-11-0 for underground work, the corresponding figures for women being 3 annas to 5 annas. In manganese and other mines unskilled male labourers earned on an average 2 annas 3 pies to 9 annas 6 pies and women from 2 annas to 8 annas 3 pies, while skilled labourers earned 8 annas to Rs.3.

Hours of Work and Employment of Women and Children. The hours of employment both on surface and underground workings varied from 6 to 9 hours per day. Employment of women underground has been altogether prohibited. No case of employment of children under fifteen years of age came to notice.

Health Conditions. The general health of the labourers was not entirely satisfactory and there were epidemics in some of the mining camps. Cholera, Small-pox, Influenza, Malaria and Plague were the main diseases which attacked the mining population.

Sanitary Conditions and Housing. The sanitary condition of mining camps was generally satisfactory and adequate staff of sweepers was provided. The supply of drinking water was adequate.

In addition to the permanent quarters provided by the Central Provinces Manganese Ore Company for the labourers in the Balaghat, Bhandara and Nagpur districts, they have constructed about 330 new quarters at their Bharweli and Tirodi mines in the Balaghat district and have earmarked Rs. 150,000 for the construction of coolie quarters at Ukwa and South Tirodi mines. In other areas, the bulk of the labour is, however, still left to find accommodation in temporary huts of grass and bamboos. The Government Resolution states that the Provincial Government has the question of framing suitable legislation regarding housing under consideration. It considers, however, that progress would be more rapid if labour organisations were formed in mining areas.

Accidents. The number of accidents during the year ~~increased~~ slightly increased from 87 in 1936 to 105, of which 20 were fatal. Although accidents are as usual attributed to negligence of workers or to misadventure, the Government considers that sufficient precautions for the safety of the labour force is not taken by many concessionaires.

Inspection. The majority of mines were inspected by the District Magistrates. The Civil Surgeons of the mining districts also inspected 124 mines and gave instructions regarding sanitary arrangements. The Director of Public Health also paid a visit to the Kandri mine in the Nagpur district.

Factory Administration in North Western

Frontier Province, 1937.*✓

Number of Factories. ~~During the year under~~ The total number of factories subject to the control of the Factories Act increased from 28 to 30 during 1937. No factory was removed from the factory register during the year. Of the 30 registered factories, 29 worked during the year and one remained closed.

Number of Workmen. The total number of operatives employed in all factories during the year was 1,371 as compared with 1,149 in 1936. This increase is consequent on the registration of the two new factories and also to the fact that the Military Workshop at Bannu considerably increased the number of workers to cope with the additional work undertaken during the Frontier Military Operations. Of the 1,371 workers employed in factories, 1,355 were males and 16 females as compared with 1,133 and 16 respectively in the previous year. ~~Fourteen~~ adolescents and ~~five~~ children were employed in factories during the year under report as compared with 72 adolescents and no child worker during the previous year.

*Annual Report on the working of the Indian Factories Act in the North-West Frontier Province for the year 1937. Manager, Government Stationery and Printing, N.W.F.P., Peshawar. R pp. 6+viii

Sanitary Conditions and Housing. Sanitary conditions in factories were ~~re~~ reported to be generally satisfactory. A good supply of drinking water was provided and lighting arrangements in factories were generally satisfactory. No new housing scheme for the benefit of factory workers was undertaken by the factory owners during the year under report.

Health of the Workers. The health of factory workers remained good throughout the year--no epidemics were reported. No case of any occupational disease was brought to the notice of the authorities.

Wages. It would appear that there was little change in the wages of either skilled or unskilled labour during the year under report. Rates varied from Rs. 35 to Rs. 68 per month for skilled labour; for unskilled labour the daily rates were Rs. 0-8-6 for men and Rs. 0-4-6 for women.

Hours of Employment. The perennial factories found a 48-hour week sufficient for their needs except the military factories at Peshawar and Bannu which worked a full 9-hour day during the busy period caused by the Frontier operations. The military workshops at Bannu and Dera Ismail Khan also found it necessary to work their factories by double shifts in order to deal with the increased volume of work. The Government Printing Press, Peshawar, worked intensively for 9 months of the year and on several occasions found it necessary to work beyond the normal hours of work permitted by factory rules.

Safety Measures and Accidents. Due attention was paid to the ~~fencing of dangerous machinery~~ and it was generally found that fencing and guards on machinery were well looked after by factory managers and supervisors. 5 accidents were reported during the year.

Inspection. Of the 29 factories which worked during the year under report, 18 were inspected once and 6 twice; 5 factories remained uninspected, as they were found to be closed at the time of the Inspector's visit. The total number of inspections carried out was 30 as compared with 29 in 1936. In addition to the inspections undertaken, a number of visits were made to unregistered workshops with a view to bringing them on the factory register. ✓

Industrial Organisation.

Employers' Organisations.

1st Bengal Indigenous Manufacturers' Conference,
Calcutta, 26-6-1938. ✓ +

The First Session of the Bengal Indigenous Manufacturers' Conference was held at Calcutta on 26-6-1938, with Sir Prafulla Chandra Ray in the chair. The Conference, organised by the Commercial Museum of the Calcutta Corporation, was attended by about 300 Bengali manufacturers of indigenous products.

Presidential Address. Sir P.C. Ray, in the course of his presidential address, stressed the necessity for small manufacturers uniting together for safeguarding their common interests and pooling resources, as concerted action was their only effective weapon against outside competition. He deprecated the tendency for indigenous manufacturing concerns to get split up into too small units, and pointed out that the match, soap, and chemical industries of Bengal were particularly subject to this handicap. He regretted that, in the face of cut-throat foreign competition, indigenous industries were getting little or no state-help.

Resolution. The following resolution, was adopted by the Conference: Resolved that, in consideration of the fact that only co-ordinated efforts of the different indigenous industrial units will enable them to withstand unfair foreign competition and marketing difficulties, it is decided to organise from time to time conferences of manufactures of different kinds of indigenous industries to establish a strong link among them to protect their interests and take advantage of ~~any~~ ^{co-ordinate} ~~co-operate~~ and co-ordinated sale-publicity organisations and programmes organised either by the Commercial Museum or any auxiliary organisation under its guidance. ✓ +

Worker's Organisation.

Amalgamation of G.I.P. Railway Worker's Union and
G.I.P. Railway Staff Union. ✓

The amalgamation of the new G.I.P. Railway Staff Union with the G.I.P. Railway Worker's Union under the new name, The G.I.P. Railwaymen's Union, (Regd.), was formally agreed to at an extraordinary meeting of the former body held in the second week of July 1938, Mr. N.M. Joshi presiding. It may be recalled that owing to certain differences of opinion with regard to the working and policy of the Union, some people seceded from the G.I.P. Railway Worker's Union and formed the New G.I.P. Railway Staff Union in 1935.

The amalgamation of the two unions was the result of the feeling that the absence of one strong central union representing all G.I.P. Railway workers had led to the recent introduction of revised scales of pay, new leave and pass rules, etc., which affected the interests of the employees adversely.

(Times of India, 16-7-1938 and
Bombay Chronicle, 15-7-1938). ✓

The Hooghly District Jute Workers' Conference--
Hooghly - 16 & 17-7-38. ✓

The Hooghly District Jute Workers' Conference was held at Hooghly, (near Calcutta), on 16 & 17-7-1938, Mrs. Sarojini Naidu presiding. Over 20,000 people attended the Conference, prominent among them being Mr. Subash Chandra Bose (President, Indian National Congress), Mr. Sibnath Banerjee (President, A.I.T.U.C.), and Mr. Aftab Ali. Messages to the Conference were sent, among others, by the International Labour Office, Indian Branch.

Relation between National and Labour Movements. Mr. Subash Chandra Bose (president, Indian National Congress), in his speech opening the Conference refuted the contention of those who said that there was no connection between the national movement and the labour movement, and pointed out that the labour movement was only an economic movement dealing with that particular aspect of the national movement and that in the final

analysis the economic problem and the national problem were one and the same. He promised the 300,000 jute mill workers of Bengal the support of the Congress in their fight for improvement of conditions of work.

Jute Worker's Demands. Mr. A.M.A. Zaman, M.L.A., (Bengal), Chairman of the Reception Committee, in his welcome speech formulated the following demands on behalf of the jute workers: abolition of bribery and all sorts of 'zoolum', taking away powers of appointment and dismissal from the sardars, fixing the minimum salary at Rs. 30, reintroduction of rates of pay obtaining in 1932, 44 hours' work per week, one months' leave with pay each year, three months' prenatal leave for women workers, free quarters, free primary education and free medical aid, old-age pension and Provident Fund, allowance of Rs. 15 per month for unemployed labourers, release of all imprisoned labour and peasant leaders and political prisoners, withdrawal of Sections 144, 107 and other punitive measures, and recognition of the Jute Workers' Union.

Presidential Address. Mrs. Sarojini Naidu in her presidential address urged the jute workers to unite under one powerful union and to resort to collective bargaining for the realisation of their objectives. She deprecated the emergence of communalism in the ranks of the workers and advised Hindu and Muslim workers to unite for their common good.

Resolutions Adopted. Resolutions recording unmitigated opposition to the Federal Scheme, demanding immediate and unconditional release of all imprisoned workers, and peasant-leaders, political prisoners, and detainees, and reinstatement of dismissed workers, were adopted by the Conference. It also deplored that the solemn assurances, given to the jute workers by the Minister for Labour, Bengal, and the Premier, Bengal, had been violated, and recorded its want of confidence in the Labour Minister.

(The Amrita Bazar Patrika 18-7-1938 and
The National Call, 19-7-1938). ✓ +

Number of Unions.- During the year ending 31-3-1937, 14 unions were registered under the Act and the registration of 2 unions was cancelled. The total number of registered trade unions functioning on 31-3-1937 was 43.

Number of Members.- The year opened with 15,449 members. 6,592 members joined during the year and 3,031 left it. The membership at the end of the year was 18,010, of which 2,820 were women.

Free Audit of Unions.- As regards the financial position of unions, the opening balance of all reporting unions was Rs. 19,623-1-4 and the closing balance Rs. 20,306-10-2. The concession of free official audit of account of trade unions has been extended up to the end of 1937-38. The revised draft regulations 18, 19 and 19-A of the Madras Trade Union Regulations, 1927, issued with G.O. Ms. No. 598, Development, dated 12-3-1937 (vide pages 9-10 of our March 1937 report), concerning the compulsory official audit of the accounts of trade unions whose membership during a year is not less than 250, have not yet been confirmed. The accounts of ten unions were audited free of charge by official auditors..

* Government of Madras, Development Department. G.O. No. 1239, 12th May 1938. Labour - Indian Trade Unions Act, 1926 - Report for 1936-37. pp. 6

The Bombay Economic and Industrial Survey
Committee: Nature of Investigation into Small-Scale
Industries. ✓

The Bombay Economic and Industrial Survey Committee, set up by the local Government in April 1938 (vide page 28 of our April 1938 report), has now drawn up a statement of the detailed heads of inquiry under which it is trying to collect information regarding economic and industrial conditions in the province. It has invited information and suggestions from those who are in a position to supply them. The main heads under which information is sought by the Committee are:- (1) the existing industries of the province (2) possibilities of starting new industries in the province; (3) observations on the work done so far by the Government of Bombay for economic and industrial development and suggestions about what could be done in this direction in the future.

(1) Existing Industries. On the subject of the existing industries, the Committee wants information separately on rural and urban cottage industries. ^{In particular,} notes on such rural and urban cottage industries as are in a state of decay, with special reference to the reasons for such decay, have been invited. Thus, for example, information is sought as to whether decay is due to changes in taste, or foreign competition, or internal competition from machine-made substitutes, or whether it is due to faulty technique and marketing and financial difficulties. An analysis of the reasons for decay, it is observed, would be useful from the point of view of estimating the possibilities of the revival of these industries. With regard to existing industries which may be under-going difficulties, but which cannot be said to be in a state of decay, the Committee seek to get information on such topics as periodicity of employment, competition, markets, finance, organisation of the industry, etc. Suggestions are also invited regarding measures -- legislative, administrative or financial -- which could be undertaken by the provincial Government, with a view to help the existing industries of the province.

(2) Possibilities of Starting New Industries. Under this head, suggestions are invited from the public, particularly from traders and others engaged in industrial pursuits, about new industries which could be started in the province, having regard to the availability of raw materials and markets in the province. It is remarked that there is no doubt that a number of commodities of foreign make in use at present could be replaced by articles of domestic manufacture.

(3) Function of the Industries Department. Under this head, the Committee has sought observations on the work done by the different development departments of the Government of Bombay in the matter of promoting the economic development of the Province. Observations are also invited on what the Government can do in the matter of promoting the economic development of the province, and on concrete proposals for future economic development. +

Development of Industries in United Provinces:

Government appoints Advisory Committee. ✓ +

The Government of the United Provinces has recently appointed (in July 1938) a Committee with the Hon. Dr. K.N. Katju, Minister in Charge of Industries, United Provinces, as Chairman, and the Director of Industries, United Provinces, as Secretary, to advise the Government as to (1) what large scale industries can be established or developed in the United Provinces with a fair prospect of success, (2) what steps should be taken by the Government to encourage the same ^{and} (3) investigate the utilisation of power alleged to be surplus in the grid area, and ~~the~~ the possibility of having an industrial syndicate for setting up industries which would utilise the surplus power available.

(The Leader, 7-7-1938). +

Industrial Census of Bombay Province:

Proposal under consideration of Government. +

It is understood that a proposal to undertake an industrial census of the Province of Bombay emanating from the Bombay Economic and Industrial Survey Committee is being considered by the Local Government. The Census is expected to furnish adequate quantitative data regarding the industrial production of the Province, which is not available at present. The inquiry, if ordered, is likely to cost about Rs. 35,000, and is expected to be completed in nine months with the help of about 120 investigators.

Scheme of the Enquiry. According to the tentative scheme, a preliminary survey will be undertaken in each town and village of all persons engaged in industrial occupation by the local authorities and village patels, so as to decide the best way of employing the sampling method for further inquiry.

One village from amongst 25 will be selected for census purposes. The Province has about 21,484 villages and about one-eighth of the rural population is said to be engaged in industries. About 40 investigators will be entrusted with the work of collecting data from the villages after the completion of the spade work. In the case of urban areas, however, the inquiry is likely to be more exhaustive. All the factories, both perennial and seasonal ones, and numbering about 1,850 will be covered by the investigators. But the sampling method will be employed in carrying out the inquiry among unregistered factories and small industrial establishments.

(The Times of India, 18-7-1938). ✓

Industrial Expansion in Bombay Presidency:

Government Schemes for Sericulture,

Paper, Pencil and Slate Industries. ✓

Important steps, it is understood, are being taken by the Government of Bombay for the development of new industries in the Province. Details of some of these industries under consideration are given below:

Sericulture Industry: The possibilities of developing the sericulture industry are being considered by the Department of Industries. It is understood that the Government has secured the services of an expert from the Bengal Government for the purpose of conducting a sericulture survey of the Province. The expert is expected in Bombay in September 1938 to undertake the survey, which is expected to last about a year. He will be entrusted with the work of considering the potentialities of building up another type of silk worm industry, ~~Cri-~~ culture industry, which is at present restricted to the Provinces of Bihar and Bengal.

Paper Industry: In connection with the development of ^{the} paper industry, for which provision was made in the budget by Government, the Forest Department is understood to be busy undertaking a survey of the forest area with the object of ~~the~~ ascertaining the adequacy of the supply of bamboos for a reasonable number of years. Arrangements are also being made to carry on tests as to the quality of the pulp from the varieties of bamboos available. The question will be finally decided after considering the possibilities of exploiting the raw material on an economic basis.

Pencil Manufacture: A scheme for starting a pencil manufacturing factory in the Province is also likely to materialise if the quality of wood available in the forests of the Province is found suitable. The Director of Industries is in correspondence with pencil manufacturers in Germany and America regarding the suitability of the raw materials available and their opinion is expected soon.

Slate Manufacture: The Southern Division of the Province is rich in raw material for manufacturing slates from stones. Samples of stones from natural quarries have been sent to the United States of America for analysis with the object of finding out their usefulness in starting a slate manufacturing factory on an economic basis.

(The Times of India, 16-7-1938). ✓

Shifting Venue of New Cawnpore Industrial Ventures to Bhopal State: Attraction of Lower Labour Standards. ✓

According to the Cawnpore Correspondent of the Times of India, owing to chronic conditions of labour unrest in Cawnpore, the maintenance of higher labour standards in British India than in Indian States and the possibility of further ameliorative legis- labour legislation imposing fresh burdens on employers being undertaken by the U.P. Government, a prominent capitalist entrepreneur of the city, Mr. Juggilal Kamlapat, has decided to transfer the venue of three new industrial enterprises, which he had originally intended to start in Cawnpore, to the Indian State of Bhopal.

The three new industrial enterprises are a steel-rolling mill, a bakelite factory and a straw-boards mill, and, it is understood, their establishment in Bhopal State will mean the moving of a capital of about Rs. 40,00,000 immediately from Cawnpore to Bhopal and loss of employment to at least 2,000 men there. The Times of India correspondent gives the following details about the proposed transfer:

"The machinery for the steel rolling mill alone costs about Rs. 15,00,000, and the capital is likely to be doubled within three years. The factory will employ at least, 1,000 men. Arrangements for opening the mill here have been cancelled.

"Machinery for the bakelite factory worth Rs. 1,00,000 is already lying in Cawnpore, and the building is also complete; but now the machinery will be moved to Bhopal.

"The strawboard manufacturing concern has a capital of Rs. 10,00,000. At least 40% per cent. of its products would have found an easy market in Cawnpore hosiery and shoe factories."

It is also reported that negotiations for the opening of a textile mill in Rampur State by Sir Jwala Prasad Srivastava, another prominent industrialist of Cawnpore, have also been completed, and it is understood that the State will contribute a quarter of the capital of Rs. 40,00,000.

(The Times of India, 13-7-1938). +

These developments furnish concrete instances of the tendency of industrial concerns in British India to migrate to neighbouring Indian States with a view to take advantage of the facilities afforded by the maintenance of lower labour standards in the States; Indian Employers' delegates to successive sessions of the I.L.Conference have drawn attention to this tendency and stressed the need for raising labour standards in the States. ✓+

Employment and Unemployment.

Educated unemployed in Madras Districts: Report

by Director of Industries, Madras.

In September 1937 the Government of Madras decided to entrust the Director of Industries, Madras, with the collection of statistics of the educated unemployed in the districts of Vizagapatam, Anantapur, Chittoor, North Arcot, Tinnevely and Malabar. (for details vide pages 66-67 of our September 1937 report). The following definition of "educated unemployed" given in the Sapru Committee's Report on unemployment in United Provinces ^{was} ~~has been~~ adopted for the purpose of this enquiry:

The Sapru Committee laid down that "educated unemployed" are ^{unemployed} "those who had received education at the universities, intermediate colleges, high schools, vernacular middle schools, or at the industrial or technical institutions or professional colleges or schools and passed one of the examinations specified below:

M.A., M.Sc., LL.B., B.A., B.Com., B.Sc., B.Ag., Intermediate in Arts, Science, Commerce, and Agriculture, High School Examination, Vernacular Middle Examination, Oriental Titles Examination, Final Examinations of the technical institutions, Engineering, Medicine."

The Director of Industries has recently submitted his report and the following information is taken from a lengthy summary of the report published in the Hindu of 2-7-1938. (A demand has been made for two copies of the Report; when received one will be forwarded to Geneva).

A copy has been forwarded to Geneva on 4-8-38 (vide our S.171560/14)

Report not exhaustive: Insufficient Returns; Tentative Conclusions

The Director of Industries, in a general review of the report has pointed out that the present census of the educated unemployed cannot be deemed a success from the point of view of the index it has afforded of the intensity of unemployment. The number returned as unemployed is far ~~in~~ short of all reasonable expectations. Nearly 16 per cent of the forms received had to be rejected as they did not satisfy the definition of 'educated' laid down by Government and this points to the need for greater caution in selecting the unemployed for filling in the questionnaire forms in future censuses.

Distribution by District and Sex. In all 9,733 forms were received. Of these, as many as 1,562 forms had to be rejected as they pertained to individuals who did not satisfy the definition of 'educated' laid down by Government. 8,171 forms were finally tabulated, of which 8,065 related to males and 106 to females and their distribution according to district was as follows:-

<u>Districts.</u>	<u>Number of forms relating to</u>	
	<u>Males.</u>	<u>Females.</u>
Vizagapatam	1,444	3
Anantapur	613	1
Chittoor	601	-

District.	Number of forms relating to	
	Males.	Females.
North Arcot	1,169	10
Tinnevelly	1,779	29
Malabar	2,459	63
Total	<u>8,065</u>	<u>106</u>

Intensity of Unemployment:- The intensity of unemployment in the 6 districts based on the estimated number of survivors in 1937 of completed S.S.L.C. (Secondary School Leaving Certificate) holders since 1911 was 8.56 per cent in Vizagapatam, 13.97 in Anantapur, 8.36 in Chittoor, 11.29 in North Arcot, 9.37 in Tinnevelly, and 7.64 in Malabar. The report points out that these percentages are too small to warrant the assumption that the census has been sufficiently exhaustive. It is admitted that, owing to the shortness of the duration of the census, large numbers of villages, particularly in Malabar, have not submitted returns. It is, however, claimed that though the census cannot be regarded as having afforded a true index of the intensity of unemployment in the districts in which it was taken, yet the number of forms received from each district has been sufficiently large to enable certain inferences to be drawn in regard to the form of distribution of such factors as the age and qualifications of the unemployed, the duration of unemployment, etc.

Civil condition of unemployed: The percentage numbers of married and unmarried unemployed are shown below for each district:-

District.	Number married per 100 unem- ployed.	Number Unmarried per 100 unem- ployed.
Vizagapatam	65.10	34.90
Anantapur	63.84	36.16
Chittoor	47.25	52.75
North Arcot	48.94	51.06
Tinnevelly	49.00	51.00
Malabar	23.95	76.05

Age Distribution:- Age has been divided into nine class intervals, beginning with the class interval 14.5 to 19.5 years. The number of the unemployed is highest in the age interval 19.5 to 24.5 years in each district. Next in importance as to the number is the age interval 24.5 to 29.5 years in all districts except in Malabar where there is a large number of individuals in the age interval 14.5 to 19.5 years than in the interval 24.5 to 29.5 years. The frequency of the unemployed is relatively small beyond the age interval 29.5 to 34.5 years. The mean age of the unemployed in each district has also been worked out from the frequency distribution relating to it. The means for the several districts are found to agree with each other very closely and they range from approximately 24 to 25 years.

Qualifications: An idea of the educational qualifications of the unemployed may be obtained from the following figures for Malabar: 78.32 were S.S.L.Certificate holders, 7.45 intermediates, 9.51 B.A., or B.Sc., 0.83 B.A. (Hons) or M.A., 3.02 certificate holders of recognised industrial or technical schools and 0.87 holding other qualifications.

Duration of unemployment:- The average interval between the finishing of studies of the unemployed and the date of the census ranges from 4.21 years in Chittoor to 5.59 years in Tinnevely. Not the whole of this interval can be taken as representing the period of unemployment; part of it is covered by employments which the unemployed have held at some time or other after finishing their studies. In all districts except Anantapur, the average duration of unemployment has been less than a year in a large number of cases; in Anantapur however the duration of unemployment has ranged from one to two years in most of the cases.

Previous Employments:- 504 of the unemployed in Vizagapatam, 245 in Anantapur, 182 in Chittoor, 407 in North Arcot, 565 in Tinnevely and 750 in Malabar were employed for varying periods at some time or other previous to the census. The more important of the technical employments held were as typists, stenographers, compounders, co-operative inspectors, vaccinators, sanitary inspectors and doctors. On the non-technical side, the unemployed were employed mostly as teachers, clerks, attenders, karnams, maistries, postmasters and storekeepers..

Liquor Shops to close on Mill Pay Days from 1-8-1938:

Bombay Government's Notification. ✓

Reference was made at page 30 of our February 1938 report to the decision of the Government of Bombay to close from 1-8-1938 all bars, liquor shops and toddy booths in Bombay City and Island on the pay days fixed by the Millowners' Association, Bombay. Full details of this scheme, a summary of which is given below, have now been issued by the Director of Information, Bombay,

The Government Communique on the subject points out that an examination of the figures of sales of country liquor, toddy and foreign liquor in Bombay city shows that a large proportion of the total consumption takes place on the monthly pay days of the mills and on the next day following these pay days. It is to reduce the temptation to buy liquor that the Government has decided to close liquor shops on pay days and on the day following pay days. The Government has suggested that employers of labour who do not at present pay their work-people on the days fixed by the Millowners' Association for the payment of wages in mills employing 1,000 or more operatives, will change their pay days and so give their operatives the benefit of the "drink-less days". Such employers are being addressed on the subject individually, as far as possible.

(The Bombay Chronicle, 23-7-1938)

Prohibition in Selected Areas in Ahmedabad City
inaugurated from 21-7-1938. ✓

References have been made in the earlier reports of this Office to the Bombay Government's plans for the introduction of prohibition in Bombay Province generally and in Ahmedabad in the first instance. The Government of Bombay has declared that from midnight of 20-7-1938, Ahmedabad City, Cantonment and suburbs comprising 25 villages are to be a "dry area". Licenses for the sale of opium and other drugs are also withdrawn. (See Bombay Government Notifications at pages 1304-1311 of Part IV-A of the Bombay Government Gazette dated 21-7-1938).

Temporary Exceptions. Government recognises, however, that at the beginning of this policy in a densely populated industrial area like Ahmedabad it may be desirable in selected cases, to make temporary exceptions in the case of persons accustomed to the use of liquor or drugs, and so, permits will be issued to addicts to purchase for personal use of specified quantities of liquor ^{or drugs} every week from ~~liquor~~ depots maintained by the Government. It is, however, declared that no permits will be issued authorising purchase of opium for administration to children.

(The Times of India, 13-7-1938).+

Medical Inspection of School Children in
Sialkot: Report for 1937. ✓

An idea of health conditions of school children in the Punjab may be gained from the annual report for 1937 of the School Children's Health League, Sialkot, presented at ~~the~~ meeting of the League held recently at Sialkot. The work of medical inspection and treatment of boys studying in schools and colleges in Sialkot town has been undertaken by the League for the last four years and the League is, according to a Punjab Government communique on the subject, run on most efficient lines. Mr. C.N. Chandra, I.C.S., Deputy Commissioner, Sialkot, is President and Dr. C.L. Sahni, Sialkot Municipal Medical Officer of Health, is Secretary of the League.

Method of Medical Examination: The Annual Report shows that all the local educational institutions, 23 in number, participated in the scheme. Close on 8,000 boys were examined by the two School Medical Officers. The treatment of the boys is carried out at a central dispensary called "Students' Health Clinic", as well as in the schools. ~~The results of medical examinations were communicated to the heads of the institutions concerned, who in their turn informed the parents. Teachers were made responsible to make sure that students with defects were regularly treated till they were certified to be cured by the School Medical Officers. It was reported that 37,249 patients were treated during the year.~~

Results of Medical Examinations. The statistics revealed that out of 7755 students examined, 15.10 % suffered from eye diseases, 5.36 % from defective vision, 18.01 % from ear diseases, 10.75 % from enlarged tonsils, 14.35 % from anaemia, 11.40 % from enlarged glands and 4.01 % from enlarged spleen during 1937 as compared with 39.35 % from eye diseases, 12.06 % from defective vision, 35.52 % from ear diseases, 37.85 % from enlarged tonsils, 39.41 % from anaemia, 36.25 % from enlarged glands and 16.56 % from enlarged spleen respectively in the year 1936.

Supply of Free Milk to Children. During the year free milk and free spectacles were supplied by the League to the students whose parents were not well circumstanced. Milk was supplied to 240 children in Sialkot including 40 girls and 60 infants. The height and weight of the children selected were taken and recorded at the inception of the scheme and at the end of three months, the results showed that the boys taking milk increased by an average of 4.7 lbs in weight during the period as compared with 3.02 lbs. in the case of the boys who did not get milk, while in the case of girls the average increase was 4.87 lbs. as compared with 3.40 lbs. in the case of girls who were not given milk.

Extension of Work of the League. The League has decided to extend the work of medical inspection and treatment in all the girls' schools on the same lines as in the case of boys. It has also provided increased funds in its budget for 1938 for the extension of the scheme of providing milk and supplying free spectacles to poorer classes of school children.

(Summarised from a communique dated 18-7-1938
issued by the Director, Information Bureau,
Punjab).+

Education.

Re-organisation of Vocational Education in Bombay

Province: Report of Bombay Advisory Committee. ✓

The Vocational Education Advisory Committee appointed by the Government of Bombay on 10-1-1938 (for details vide pages 35-36 of our January 1938 report) has recently submitted its report on the present state of vocational education in the province, together with a number of recommendations for its future development. The following summary of the Report is taken from a communique dated 4-7-1938 on the Report issued by the Director of Information, Bombay. (A demand has been made for two copies of the Report; when received one will be forwarded to Geneva).

Review of Present Position. The present system of primary education of children in the rural areas which hold over two-thirds of the population of the province, fails to appeal to the average villager since, by spending too much time in the class room the child ~~the child~~ becomes unfit for work in the field and, what is worse, contracts a contempt for ^{manual} ~~physical~~ labour. The position of secondary education is hardly better; the pupils fail to cultivate powers of intelligent observation ^{and} contract a tendency to depend too much on books. Agriculture, art, crafts, technology, commerce, etc., have no place in the present stereotyped system of secondary education. The Committee maintains that what is needed is a reorientation of educational ideals; education must be made thoroughly practical, both in the primary as well as ^{the} secondary stages, with a view to bringing schools into intimate touch with the life, needs and traditions of the people. The Committee studied in detail the report of Messrs. Abbott and Wood on vocational education in India (vide pages 84-86 of our July 1937 report) and that of the Zakir Hussain Committee (vide pages 33 - 34 of our January 1938 report) and came to the conclusion that the principle of 'educating children through purposeful creative activities leading on to productive work' is sound; its adoption is best calculated to remedy the main weakness obtaining in the present system of education.

41

Recommendations: (1) A 7-Year Primary and 4-Year Secondary Course: The Committee is of opinion that a continuous course of seven years should be the minimum education for every citizen, that this course should constitute -- "Basic Education" and should be called "Primary". The secondary school course should begin at the end of the seven years' course of primary education and its duration should be four years.

(2) Training of Children of Pre-School Age. The Committee feels keenly that systematic training of pupils of pre-school age should be provided for by the organisation of separate Kindergarten Departments or Montessori and Nursery Schools under specially trained teachers. While it realises that, for financial reasons, it is not possible to provide immediately Kindergarten, Montessori, or Nursery Schools for children of pre-school age, it recommends that the responsibility of the State in this respect should be steadily kept in view and necessary provision in this direction should be made as soon as practicable and that, in the meantime, properly constituted private institutions should be encouraged to organise such schools.

(3) Age of Compulsion. As regards the age of compulsion the Committee recommends that six should be the age of admission to schools as well as the minimum age for compulsion. While the Committee realises that for financial ~~compulsion~~ cannot at present be enforced beyond the age of 11, it is of opinion that for the full attainment of the objective of primary education, the ultimate aim should be a seven years' compulsory course for boys and girls.

(4) Basic Crafts. Supporting the recommendation of the Zakir Hussain Committee to select some "basic craft" round which all school work should be centred, the Committee has recommended as basis crafts agriculture, including subsidiary occupations, for rural areas, and fruit and vegetable gardening, spinning and weaving, wood-work, clay-work and home-craft for rural and urban areas. At the primary stage, the Committee recommends, not more than half the schoolday should ordinarily be devoted to formal instruction in the class room, and that the other half should be devoted to practical work.

(5) Education of Girls. The Committee recommends that special impetus should be given to the spread of education among girls and that in every scheme of compulsory education preference should be given to girls.

(6) Course of Studies in Secondary Schools. It is proposed that the Secondary School course should be divided into two groups:- (1) General and (2) Scientific. A special committee should be constituted to draw up detailed syllabuses for these two groups. Teachers of requisite qualifications for Vocational work should be selected so far as possible from among teachers who have worked or are working in Vocational Institutions of good standing. In Secondary Schools the mother-tongue should be the medium of instruction in all subjects, except English and Hindustani. Since the whole system of Secondary Education is examination-ridden, the Committee recommends that with a view to removing the tyranny of the Matriculation Examination, Heads

42

of Secondary Schools should be permitted to hold their own examinations and issue Secondary School Leaving Certificates on the basis of full four years' record of pupils' work in the class-room, on the play-field, in the workshop, in the social and general activities of the school, as also his performance in the school examinations.

(7) University Education. The University should be moved to have the present Matriculation Examination replaced by special tests or examinations for entrance to colleges affiliated to the Bombay University courses, none but those holding the requisite Secondary School Leaving Certificates being considered eligible for admission to the entrance tests of colleges.

(8) Inspection. The Department of Education should arrange for the periodical inspection of vocational work in secondary schools in consultation with a board of experts.

(9) Establishment of an Advisory Board of Education. An Advisory Board of Education composed of official experts in the different branches of education and non-officials eminent in educational, vocational, business, or social activities should be constituted; its function should be:- (1) to advise Government on matters of educational policy and practice; (2) to collect information about educational activities and experiments in other parts of India as also in foreign countries; (3) to issue bulletins disseminating modern ideas in education; (4) to suggest ways and means for securing the co-operation of state utility services as also of commercial and industrial firms, particularly in the matter of pre-vocational training, and (5) to suggest arrangements for vocational guidance to pupils in secondary schools. The Advisory Board should appoint sub-Committees for (1) general education and (2) pre-vocational training, with powers to co-opt experts.

(10) Part-time Vocational Classes. Part-time classes for continuation or vocational education of those who cannot avail themselves of education in day or full-time schools should be organised as suggested in the Abbott-Wood Report, wherever there is a demand for them.

In view of the fact that the Committee has put forward a scheme of primary and secondary education with substantial practical instruction, it is essential to provide an adequate number of specialised vocational, industrial, trade, and technical institutions. Government should take steps for the establishment of such institutions.

Five-Year Programme of Re-organisation: In conclusion the Committee recommends that the above experiment be tried in the first instance during 1938-39, that if the results are good the scope of the experiment be extended during 1939-40, that the position be reviewed fully before the end of 1939-40 and that in the light of experience gained, arrangements for the complete reorganisation of Primary Education be made within five years.

The Bengal Money-Lenders' Bill,
1938. ✓

At pages 197-219 of the Calcutta Gazette Extraordinary dated 18-7-1938 is published the text of an Official Bill (The Bengal Money-Lenders Bill, 1938) designed to make better provisions for the regulation and control of money-lenders in Bengal. It is intended to supplement the Bengal Money-Lenders Act, 1933 (vide page 45 of our October 1933 report). The following are the salient features of the Bill:

(1) money-lending business is not to be carried on in Bengal except under licence; (2) it is the duty of a money-lender to keep proper accounts of transactions, give his debtors a written statement of conditions of loans and issue receipts for each payment made by debtors; (3) the total amount of interest decreed by courts on any loan may not exceed the amount of the principal; (4) no Court is to decree interests higher than 25 and 15 per cent per annum on unsecured and secured loans in kind respectively and higher than 12 and 9 per cent per annum on other unsecured and secured loans respectively; (5) charging compound interest is to be illegal; (6) the courts may direct a judgment-debtor to pay the debt in a specified number of instalments.

The Bihar Money-Lenders' Act, 1938. ✓

Reference was made at page 85 of our December 1937 report to the Bihar Money-lenders' Bill, 1937. The Bill was passed by the Bihar Legislature and it received the assent of the Governor on 24-6-1938. The text of the Act is published at pages 28 to 43 of Part IV of the Bihar Gazette dated 6-7-1938.

The Orissa Money-lenders' Bill, 1938. ✓

Attention is directed to pages 1 - 18 of the Orissa Gazette (Extraordinary) dated 25-7-1938 where is published the Orissa Money-lenders' Bill, 1938, which seeks "to regulate money-lending transactions and to grant relief to debtors in the Province of Orissa." The statement of Objects and Reasons appended to the Bill states as follows:-

There is at present no legal enactment regulating the business of money-lending in Orissa. Very high rates of interest are current in the province, and the Usurious Loans Act, 1918, which controls certain aspects of the transactions of money-lenders does not give adequate relief to debtors. The need for

Extent of Bribery and Organisational Difficulties
of Seamen in Calcutta: B.P.C.C.
Appoints Enquiry Committee. ✓

The Bengal Provincial Congress Committee has recently appointed a Labour Enquiry Committee, with Mr. Humayun Kabir, M.L.A., (Bengal) as Secretary, to enquire into: (1) the extent of the application of Section 107 of the Criminal Procedure Code on leaders of seamen's Unions and other Unions, (2) the policy and methods of disbursement of the Labour welfare Fund; (3) the causes for the appearance of communal and reactionary unions among seamen and electrical and jute workers, and the effect of their activities on the working class movement, with suggestions as to how to combat them; (4) the existence of bribery and other methods of corruption among seamen with particular reference to the responsibility of the Government of India as well as of the Government of Bengal in this respect.

The Committee is understood to have started work.

(The Amrita Bazar Patrika, 9-7-38.) ✓

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

C 1903/117

Report for August 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents</u>	<u>Pages</u>
1. <u>Ratifications.</u>-	
(a) Sickness Insurance for Seamen: Government Examining Restricted Schemes.	1
(b) Implementing I.L. Convention re. Minimum Age (Industry) (Revised): Government of India introduces Employment of Children Bill, 1938.	2
2. <u>National Labour Legislation.</u>-	
(a) The Bombay Industrial Disputes Bill, 1938.	3
(b) Providing Rooms in Factories for Children of Women Workers: Bombay Government Specifies Names of Factories to make this Provision.	3
(c) Extension of Bombay Maternity Benefit Act to Gokak Taluka.	3
(d) The United Provinces Maternity Benefit Act, 1938: Measure Receives Assent of the Governor.	3
(e) The United Provinces Trade Union Recognition Bill, 1938: Labour Minister announces Comprehensive Labour Legislation Programme.	4
(f) The Employment of Children Bill, 1938, introduced in the Central Assembly: Age of Employment of Children in Transport, Trades and Ports Raised.	5
(g) The Employers' Liability Bill, 1938: Introduced in Central Assembly on 15-8-1938.	5
(h) Persons Employed for Loading or Unloading Mechanically-Propelled Vehicles declared "Workmen" under W.C. Act: Bombay Government Notification.	5
(i) Extension of Certain Labour Acts to British Baluchistan.	6
(j) Safety in Coal Mines: Government of India's Draft Regulations re. dimensions of Pillars and Galleries and Working of Seams.	6
(k) The Central Provinces and Berar Factories (Amendment) Bill, 1938: Levy of Fees from Factories for Inspection.	6
(l) Two Mining Boards for Bihar set up by Government of India.	7
(m) Indian Emigration (Amendment) Bill, 1938: Legislation to regulate Unassisted Emigration of Unskilled Workers.	7-8
(n) The Central Provinces and Berar Unemployment Relief Bill: Mr. Kalappa gives Notice of Introduction of Legislation.	8-9
(o) Legislation to set up Minimum Wage Machinery in C.P. and Berar: Mr. Kalappa gives Notice of Bill.	9-10

	<u>Pages</u>
(p) The Bengal Maternity Benefit Legislation: Bill passed by Legislative Assembly.	10
(q) The Travancore Trade Disputes Act, 1938, passed by State Council.	10.
(r) The Travancore Factories Act, 1938; Legislation adopted by the State Council.	10-11✓
 3. <u>Conditions of Labour.</u>	
(a) Conditions of ^{Work} Life in United Provinces Sugar Factories: United Provinces Government Appoints Committee.	12
(b) Communist Propaganda in Madras: Government Decries Violent Methods.	12-13
(c) Minimum Wages for Certain Categories: Complete Standardisation found impossible in Coimbatore Mills: Decision of Government of Madras.	13-15
(d) Deductions from Wages in respect of Savings Bank Deposits: Bengal Government's Qualified Authorisation.	15-16
(e) Conditions of work in Alleppey Coir Factories: Memorandum of Alleppey Chamber of Commerce to Government Enquiry Officer.	16-17
(f) The Draft Ceylon Wages Boards Ordinance: Executive Committee of Department of Labour, Industry and Commerce (Ceylon Government) Approves Measure.	17-18
(g) I.L.O. Textile Inquiry: Difficulties Visualised by Indian Textile Industry ^{Indian Textile Industry} of Commerce.	19
(h) Industrial Dispute in Assam Oil Company, Digboi: Government appoints Board of Enquiry.	20-21
(i) Safety of Workers in Coal Mines ^{Safety of Workers in Coal Mines} : Legislation Contemplated by Government of India.	21-22
(j) Working Class Cost of Living Index Numbers for Various Centres in India during June 1938.	22
(k) The Bombay Industrial Disputes Bill, 1938: Bombay Provincial Trade Union Congress Condemns Measure.	23-24
(l) Violent Picketing Condemned by Mahatma Gandhi: Attitude of Congress to Capitalism defined.	24-25
(m) Enquiry into Conditions in Government Presses of U.P. Committee Appointed.	25
(n) Cochin Labour Problems: Resolution of Committee of Cochin State Trade Union Congress.	25-26
(o) Maternity Benefit Legislation for India: Conference of Labour Ministers Contemplated by Government of India.	26
 4. <u>Enforcement of Conventions.</u>	
Factories Administration in Madras, 1937.	27
 5. <u>Industrial Organisation.</u>	
<u>Employers' Organisations.</u>	
Eastern India Committee of Employers' Federation of India Set Up: Sir E. Benthall's Speech.	28-31
<u>Workers' Organisations.</u>	
(a) All-India Motor Union Congress : 6-8-1938, Lahore: Decision to form All-India Motor Transport Union.	32
(b) Communists Capture Cawnpore Mazdoor Sabha: Congress Socialist defeated in election to Executive.	32

	<u>Pages</u>
6. <u>Economic Conditions.</u>-	
(a) Collection of Statistical Data in United Provinces: Government sets up Bureau of Economics.	33
(b) Progress of Industrial Research: Annual Report for 1937-38 of the Industrial Research Bureau, Government of India.	34
(c) Large-Scale Industries for United Provinces: Possibilities Considered at meeting Convened by U.P. Industries Minister.	34-35
7. <u>Employment and Unemployment.</u>-	
(a) Establishment of Unemployment Bureau: Legislative Measure adopted in Ceylon.	36
(b) Collection of Unemployment Statistics in Sind.	36
(c) Check to Unemployment in Bengal: Unemployment Adviser Appointed by the Bengal Government.	36-37
8. <u>Co-operation.</u>-	
All-India Village Industries Association: Activities during 1937.	38
9. <u>Education.</u>-	
(a) Primary and Adult Education in Bengal: Government Appoints Enquiry Committee.	39
(b) Adult and Vocational Education in Bombay: Government Convenes Departmental Conference to Consider Committee Reports.	39
(c) Industrial Apprenticeship Scheme: Five Years' Course started by Government of Bombay.	40
10. <u>Maritime Affairs.</u>	
(a) Reduction of Hours of Work from 10 to 9 per day of Dock Workers: Madras Port Trust considers Government of India's Suggestions.	41
(b) Employment of Indian Lascars in Northern Latitudes: Government of India removes Restriction for 3 years.	41-42
11. <u>General.</u>-	
Labour Policy of Bengal Government Ministry Condemned: Indictment by Bengal Workers.	43
12. <u>Publications received in this Office during July and August 1938.</u>	44-46

Ratifications.

Sickness Insurance for Seamen: Government Examining
Restricted Schemes. -

According to the Times of India of 2-8-1938, the Government of India is exploring the possibilities of introducing some system of sickness insurance for a particular class of seamen at special centres. The cooperation of the shipping companies, on whom it may be necessary to levy contributions, will be essential in any such scheme. The question is to be finally decided after ascertaining the opinion of the commercial community in the country. It has however, been decided by the Government of India, in connection with the recommendations of the Labour Commission, that the starting of sickness insurance schemes covering all classes of workers is not practicable for the time being.

The Proposal in its restricted form is a sequel to the examination by the Government of India of the possibility of giving effect to the I.L. Convention re. sickness insurance adopted at the 21st I.L. Conference. It will be remembered that in the Statement on the action the Government proposed to take on the Draft Convention and Recommendations of the 21st and the 22nd I.L. Conferences laid on the table of the Legislative Assembly on 1-10-1938, it was stated that the question of giving effect to this Convention "is still under examination" (vide page 10 of our November 1937 report).

After examining the provisions of the Convention ^{on the subject} adopted at ^{the 21st session of the} ⁽¹⁹³⁶⁾ the 1936 I.L. Conference, the Government of India, according to the note in the Times of India, is of opinion that the institution of a system of compulsory sickness insurance in India for the benefit of all seamen covered by the convention and the grant of cash and other benefits contemplated therein cannot be undertaken except as part of a comprehensive scheme covering all classes of workers. Moreover, in view of the fact that most Indian seamen are part-time agriculturists and also owing to the prevailing illiteracy and unemployment among seamen, Government feels that the establishment of a compulsory system of insurance based on the provisions of the convention is not feasible at present. ✓

Implementing I.L. Convention re. Minimum Age (Industry) (Revised):
Government of India introduced Employment of
Children Bill, 1938.

On 15-8-1938, the Hon'ble Sir, M. Zafrullah Khan, Labour Member of the Government of India, introduced the Employment of Children Bill, 1938, designed to regulate the age of admission of children to certain forms of industrial employment. The statement of Objects and Reasons appended to the Bill is reproduced below:-

The 23rd Session of the International Labour Conference adopted a Convention in which a special Article for India was inserted, fixing the minimum age at which children may be employed or may work in the transport of passengers, goods or mails by rail, or in the handling of goods at docks, wharves or quays, at 13 years. This Bill provides for prohibiting the employment of children under 15 in occupations connected with the transport of goods, passengers or mails on railways, and for raising the minimum age for handling goods in docks from 12, the age fixed by section 6 (1A) of the Indian Ports Act, 1908, to 14, the age recommended by the Royal Commission on Labour. A simple procedure enabling employers to safeguard themselves against transgression of the Act by furnishing themselves with, or requiring candidates for employment to possess, certificates of age, is provided in the Bill.

The Text of the Bill is published at pages 283-284 of Part V of the Gazette of India dated 20-8-1938. ✓

3

National Labour Legislation.

The Bombay Industrial Disputes Bill, 1938.

Reference was made at pages 5-7 of our Report for July 1938 to the Bombay Industrial Disputes Bill, 1938. The Text of the Bill is published at pages 446-491 of Part V of the Bombay Government Gazette dated 30-7-1938. ✓

The Bill was introduced in the Bombay Legislative Assembly on 2-8-1938. (The Times of India, 3-9-1938).

Providing Rooms in Factories for Children of

Women Workers: Bombay Government Specifies

Names of Factories to make this Provision.

Reference was made at page 2 of our June 1938 report to the orders issued by the Government of Bombay requiring factories in Bombay Presidency employing more than 100 women workers each to provide suitable rooms in each such factory for the use of the children of its women workers. The Government has now specified at pages 1367 to 1373 of Part IV-A of the Bombay Government Gazette dated 4-8-1938 the names of 150 factories in the Presidency which should provide rooms for children in their factories. ✓

Extension of Bombay Maternity Benefit Act to

Gekak Taluka.

Attention is directed to page 1373 of Part IV-A of the Bombay Government Gazette dated 4-8-1938 where is published a Government notification extending the Bombay Maternity ^{Benefit} Act to the Taluka of Gekak in Belgaum District with effect from 1-9-1938. ✓

The United Provinces Maternity Benefit Act, 1938:

Measure Receives Assent of the Governor.

Reference was made at page 4 of our May 1938 report to the adoption by the United Provinces Legislative Assembly and Council of the U.P. Maternity Benefit Bill on 26-4-1938 and 10-5-1938 respectively. The Act received the assent of the Governor on 2-8-1938 and its text is published at pages 66-69 of Part VII of the United Provinces Gazette dated 6-8-1938. ✓

The United Provinces Trade Union Recognition Bill, 1938:

Labour Minister announces Comprehensive Labour

Legislation Programme.

References were made at pages 5 and 1 of our April and May 1938 reports respectively to the introduction and circulation of the U.P. Trade Union Recognition Bill, 1938. On 5-8-1938 Mr. Raja Ram Shastri, the sponsor of the Bill, moved in the U.P. Legislative Assembly that the Bill be referred to a Select Committee.

Opposition of Sir J.P. Srivastava: In ~~opposing~~ the motion, Sir J.P. Srivastava (Upper India Chamber of Commerce) criticised the provision of the Bill requiring employers to recognise all registered Unions as unwise, since for registration purposes a Union need have a minimum membership of seven only. He warned representatives of labour and the Government against the dangers consequent on impeding the industrial growth of the Province by the advanced a programme of labour legislation.

Views of Hon. Dr. K.N. Katju: The Hon'ble Dr. K.N. Katju, Minister for Labour reminded the House that Government's sympathy with the labour movement was well-known. The Government wanted strong labour organisations in Cawnpore and elsewhere and, at the same time the Government wanted industry also to be well organised. The Congress Government was most anxious to promote cottage as well as large-scale industries. The prosperity of industry was not inconsistent with the prosperity of labour. Government intended to bring forward comprehensive legislation dealing with the entire industrial organisation of the Province, particularly in regard to the method of settlement of industrial disputes. The Select Committee on the Trade ~~Bill~~ (vide pages 1-2 of our January 1938 report), had deliberately suspended their work as the Government did not want piecemeal legislation. He said the U.P. Government would be able to frame a comprehensive bill within two or three months dealing with trade unions as also other aspects of labour problems.

Dr. Katju, however, did not, ~~express~~ at this stage, express the Government's attitude towards the Bill.

The debate on the motion was not over when the House rose for the day. Since the session came to a close on 9-8-1938, the debate will be continued in the next session.

(The Leader, 7-8-1938.). ✓

5

The Employment of Children Bill, 1938, introduced in the
Central Assembly: Age of Employment of Children in
Transport, Trades and Ports Raised. +

On 15-8-1938, the Hon'ble Sir M. Zafrullah Khan, Labour Member of the Government of India, introduced the Employment of Children Bill, 1938, designed to regulate the age of admission of children to certain forms of industrial employment. (for fuller details vide page 2 of this report under section "Ratifications".)

The Text of the Bill is published at pages 283-284 of Part V of the Gazette of India dated 20-8-1938. ✓ +

The Employer's Liability Bill, 1938: Introduced in
Central Assembly on 15-8-1938: .

On 15-8-1938 the Hon. Sir M. Zafrullah Khan, Labour Member of the Government of India, introduced in the Central Assembly the Employer's Liability Bill, 1938, which declares that certain defences shall not be raised in suits for damages in British India in respect of injuries sustained by workmen. (For details vide page 2 of our July 1938 report). The text of the Bill is published at pages 285-286 of Part V of the Gazette of India dated 20-8-1938. ✓ +

Persons Employed for Loading or Unloading Mechanically- Pro-
pelled Vehicles declared "Workmen" under W.C. Act: Bombay
Government Notification. +

By notification No. 7685 dated 22-7-1938, the Government of Bombay had added to schedule II to the Workmen's Compensation Act, (List of persons included in the definition of ^{the} term "Workman") persons: (1) employed for the purpose of loading or unloading any mechanically-propelled vehicle, or in handling or transport of goods which have been loaded into any mechanically-propelled vehicle; (2) employed in any occupation ordinarily involving outdoor work by any Municipality or by any District Local Board.

(Page 1328 of Part IV-A of the Bombay Government Gazette dated 28-7-1938). ✓

Attention is directed to page 1371 of Part I of the Gazette of India dated 13-8-1938 where is published a Notification of the Central Government (No. 200-F dated 10-8-1938) extending the application of the following Acts, among others, to British Baluchistan:

1. The Payment of Wages (Amendment) Act, 1937 (XXII of 1937).
2. The Indian Mines (Amendment) Act, 1937 (XXIX of 1937)
3. The Workmen's Compensation (Amendment) Act, 1938 (IX of 1938)
4. The Trade Disputes (Amendment) Act, 1938 (XVII of 1938).

Safety in Coal Mines: Government of India's Draft Regulations re. dimensions of Pillars and Galleries and Working of Seams.

Attention is directed to pages 1389 to 1391 of Part I of the Gazette of India dated 13-8-1938 where is published the draft of certain amendments (Notification No. M.955 dated 11-8-1938) to the Indian Coal Mines Regulations, 1926. The amendments relate to safety in underground work in mines and regulate the dimensions of pillars and galleries and the working of seams.

The Central Provinces and Berar Factories (Amendment) Bill, 1938:
Levy of Fees from Factories for Inspection.

Attention is directed to page 253 of Part II of the Central Provinces and Berar Gazette dated 12-8-1938 where is published an Official Bill (the Central Provinces and Berar Factories (Amendment) Bill, 1938) which the Government intends introducing in the local Legislative Assembly. The Statement of Objects and Reasons appended to the Bill states that the Sub-Committee of Economy Committee recently appointed by the Provincial Government to make recommendations for retrenchments suggested that a fee should be levied on factories for the inspection of factories conducted by the inspectors under the Factories Act, 1934. In view of the pressing need for economy and of the desirability of making the factory department self-supporting as far as possible, the Government has accepted the recommendation and proposes to give effect to it. +

7

Two Mining Boards ^{for} Bihar set up by Government of India.

Attention is directed to pages 1494 to 1495 of Part I of the Gazette of India dated 27-8-1938 where are published two Notifications of the Government of India (Nos. M-1055 (1) and (2) dated 24-8-1938) setting up two Mining Boards in Bihar, one for Coal mines and the other for mines other than Coal mines. The Board for Coal mines consists of seven members: the Chairman and two other members, of whom one represents the interests of mines, nominated by the Government of India; the Chief Inspector of Mines in India as the Ex-officio member; two members nominated by the coalmining industry and one by the Indian Colliery Labour Union.

The second Board also consists of seven members: an Ex-officio Chairman and three other members, of whom two represent the interest of miners, nominated by the Central Government; the Chief Inspector of Mines in India as Ex-officio member; and two nominated by the mining industry. +

Indian Emigration (Amendment) Bill, 1938:

Legislation to regulate Unassisted Emigration of Unskilled Workers

On 6-8-1938, Sir Girja Shankar Bajpai, Secretary, Department of Education, Health and Lands, Government of India, introduced in the Central Legislative Assembly the Indian Emigration (Amendment) Bill, 1938. The Statement of Objects and Reasons appended to the Bill is reproduced below:

Under section 13(1) of the Indian Emigration Act, 1922, the Governor General in Council may prohibit all persons or any specified class of persons from emigrating to any specified country for the purpose of unskilled work. By virtue of the definition of the word "Emigrate" in section 2(1) of the Act the power given by section 13 (1) is restricted to persons under contract or assisted to depart. It has been found that the lack of power to regulate the total flow of emigration for unskilled work, whether assisted or voluntary and whether under contract or not, may operate to the detriment of Indian communities overseas, particularly in times of economic depression. The present Bill is intended to remedy the defect.

Note.- This Bill is the result of the worsening recently of the conditions of service of Indian labourers in Malayan plantations and in Ceylon, references to which have been made in the earlier reports of this Office (vide pages 83-85 of our October 1937 report and page 44 of May 1938 report). In spite of the refusal in

S.I. 8
in October 1937 of the Government of India to accord necessary permission to recruit Indian workers for Ceylon plantations and its orders of May 1938 stopping "assisted" emigration to Malayan plantations, Indian workers in the plantations of these two countries have been alleging that large numbers of Indians have left India for these two countries without "assistance" in quest of work. Such "unassisted" migrants, it is argued, have made the improvement of conditions of workers already in the plantations difficult. The Central Indian Association of Malaya submitted a memorandum on the subject in June 1938 and urged the Government of India to take early measures to control the flow of "unassisted" emigration of Indians to Malaya (vide page 43 of our June 1938 report)..+

The Central Provinces and Berar Unemployment Relief Bill;
Mr. Kalappa gives Notice of Introduction of Legislation.

Mr. V.R. Kalappa, M.L.A (Central Provinces) has given notice of his intention to introduce the C.P. and Berar Unemployment Relief Bill, 1938, in the next session of the C.P. Legislative Assembly to make provision for relief of workers thrown out of employment from industrial occupations. The salient features of the Bill are summarised below:-

Scope. - The legislation is to apply to all perennial factories coming under the purview of section 2(j) of the Factories Act, 1934, and to such other factories as the Provincial Government, may, by notification, specify.

Definition of "Unemployed" workers. - An unemployed worker is defined as one who is without employment due to having been discharged on grounds of economy or technical unsuitability for a particular job and registered for suitable employment by a prescribed authority and includes a worker who continues to be without employment for six months or more after the loss of a job for any reason and is registered for suitable employment by a prescribed authority.

Constitution of an Unemployment Relief Fund. - The Provincial Government is to institute an unemployment relief fund to which employers should contribute at the rate of $\frac{1}{2}$ anna per day per worker, towards which he could deduct from the wages of workers at the rate of $\frac{1}{4}$ anna per day per head and the provincial government should contribute every year "such sum as it may deem fit". The Government is to control the management of the fund, publish periodical statements relating to the amount available for benefits and prescribe the scale and conditions of grant of benefits.

Free Public Employment Exchanges to be established by Government. - The Provincial Government may, in consultation with organisations of employers and workers, constitute one or more free public unemployment exchanges for the purpose of regulating technical training, vocational guidance and recruitment of workers.

Restriction on Employers' Powers of Retrenchment and Employment of Substitute. - Employers are not to retrench workers without the concurrence of the recognised trade union concerned, and in case of dispute over this issue, the Government is to order an enquiry on the subject. No employer can without assigning reasons to the Government and the recognised trade union concerned recruit three months before or three months after the date of retrenchment of any of his staff, any worker to the same or similar work that was being done by the retrenched worker.

(Summarised from copy of Bill sent to this Office by Mr. Kalappa.)

(A copy of the Bill was sent to Geneva with this Office's minute D.2/1808/38 dated 1-9-1938.) +

Legislation to set up Minimum Wage Machinery in C.P. and Berar:

Mr. Kalappa gives Notice of Bill.

Mr. V.R. Kalappa, M.L.A. (C.P. and Berar), has given notice of his intention to introduce the C.P. and Berar Minimum Wage Fixing Machinery Bill, 1938, in the next session of the C.P. Legislative Assembly to provide for the setting up of "machinery for fixing minimum wages based on a reasonable standard of living for workers employed in industrial establishments, as well as under local bodies and the Public Works Department of the Provincial Government." The main features of the Bill are given below:-

Establishment of Wage Boards. - The Provincial Government is empowered to set up Wage Boards for such areas, trades or industries as it may think fit. The Boards are to consist of an equal number of employers' and workers' representatives, with a Chairman chosen by them jointly or by the Government if they fail to agree on the choice of a Chairman. Each Board is to function for three years.

piece Functions of Boards. - The Boards should fix minimum rates of wages or piece rates payable. In the case of establishments which do not come under the Indian Factories Act, 1934, the Indian Mines Act, 1923, and the C.P. Unregulated Factories Act, 1937, the Wage Boards shall fix the minimum wage on the basis of an 8-hour day.

Employers' obligations. - No employer should pay to a worker less than the minimum daily wage or piece rate fixed by the Board. Further, each employer has to maintain a complete and authentic record of wages paid by him to his workers, and inspectors of factories and mines should have access to such records.

Definitions: "Employer" and "Worker". - (a) "employer" includes an owner, agent, occupier or manager of a Factory or mine governed by the Factories Act, 1934, or the Central Provinces Unregulated Factories Act, 1937, or the Indian Mines Act, 1923; and, in the case of a local body or the Public Works Department of the Provincial

Government, means the authority prescribed in this behalf or, where no authority is prescribed, the head of the department.

(b) "Worker" means any person employed, other than in a clerical capacity, in any industrial establishment or in any industry, business or undertaking carried on by a local body or the Public Works Department of the Provincial Government.

(Summarised from copy of the Bill supplied to this Office by Mr. V.R. Kalappa.).

The Bengal Maternity Benefit Legislation:

Bill passed by Legislative Assembly. +

Reference was made at pages 10 and 17 of our August and October 1937 Reports respectively to the introduction in the Bengal Legislative Assembly of the Bengal Maternity Benefit Bill, 1937, on 30-9-1937 and its reference to a Select Committee the same day. The Bill, as reported upon the Select Committee, was considered by the House on 22-8-1938 and adopted the same day. +

(The Amrita Bazar Patrika, 24-8-1938).

The Travancore Trade Disputes Act, 1938 passed by State Council.

Reference was made at pages 17-18 of our August 1935 Report to the Travancore Trade Disputes Bill, 1935. The second and third readings of the Bill were taken up in the State Council on 19-8-1938. Mr. P.N. Krishna Pillai, labour representative, criticised the Bill as curtailing unduly the workers' right to strike and as lacking in adequate safeguards to protect the workers' interests.

The Bill was passed by the Council the same day.

(The Hindu, 22-8-1938).

(A requisition for ^{two} copies of the Act has ~~be~~ been made, and when received, a copy will be sent to Geneva.).

The Travancore Factories Act, 1938:

Legislation adopted by the State Council.

Reference was made at pages 13-16 of our August 1935 report to the Travancore Factories Bill, 1935, drawn up for introduction in the State Legislature. The State Council took up the second and third readings of the Bill on 19-8-1938. Mr. P.N. Krishna Pillai, labour representative, pleaded for a reduction of the weekly limit of hours of work from 54 to 48. The suggestion was not accepted

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by the Government and the Bill was adopted by the House on
19-8-1938.

(The Hindu, 22-8-1938).

(A requisition for ^{has} copies of the Act ~~has~~ been ~~made~~, and when
received, a copy will be sent to Geneva.)+. /

12

Conditions of Labour.

Conditions of Labour in United Provinces Sugar Factories:

United Provinces Government Appoints Committee.

The Government of the United Provinces has appointed a Committee with Mr. D.P. Khaitan as Chairman and Mr. M.K. Kidwai, Assistant Cane Commissioner, U.P. as Secretary. (1) to examine the working of the Sugarcane Rules, (2) to look into the complaints of malpractices in connection with the supply of sugarcane to sugar factories, (3) to enquire into labour conditions in sugar factories and (4) to suggest necessary remedial measures, both as regards the United Provinces, and Bihar if required.

(Communique dated 5-8-1938 issued by the
Director of Public Information, U.P.)..

Communist Propaganda in Madras : Government

Decries Violent Methods.

The Ministry of Public Information, Madras, has issued a press Communique on 9-8-1938 warning the people of the Province against certain communist activities in the Province.

Nature of Communist Activities: The Government points out that certain communist pamphlets have been freely distributed in Madras, attacking the National Congress and stating that the Communist Party of India is striving to organise a "national revolutionary strike". This strike is described as follows:-

"The workers shall down tools. The intellectuals shall leave the desk. The students shall come out in the streets. The peasants shall refuse paying taxes and rents. The railways shall come to a standstill. The factories, mills and power stations shall close down. The military and armed forces shall waver and sway. The bulk of the soldiers and armed forces shall be won over, by the revolutionary soldiers' Committees to the side of the national struggle. Bands of these shall fraternise with their striking brethren, disarm their own imperialist bureaucratic commanders and together with the defence corps of the revolutionary people, form detachments of revolutionary militia. The national strike shall grow into a national revolution." "Finally there will be the establishment of a Soviet Republic having the closest of ties with the Union of Soviet Socialist Republics."

The methods of the revolution are not to be peaceful and non-violent. Mahatma Gandhi's doctrine of non-violence is attacked and discarded as retarding the progress of the people.

Government's Creed: The Government warns the people that such methods of the communists, if put into practice, will result in anarchy and violence, irretrievable harm to the spiritual and material progress of India and to India's freedom. Moreover, there is no possibility of success for such a programme. But such propaganda and every support given to it " must tend to weaken the forces of the great non-violent movement for social and industrial progress and full political freedom to which the Government is pledged."

Minimum Wages for Certain Categories:

Complete Standardisation found impossible in Coimbatore

Mills: Decision of Government of Madras. +

References were made at pages 19 and 15 to 16 of May and July 1938 reports respectively to the action taken on the findings of the Court of Enquiry appointed in connection with the Coimbatore labour strike by the Government of Madras. The Government has now published its decisions on the report of Mr. D.N. Strathie, I.C.S., (Special Officer) which reference was made at pages 15 to 16 of our July 1938 ^{report} a summary of these decisions is given below:-

Complete Standardisation of Wages not Possible:- In the light of the facts elicited by Mr. Strathie, the Labour Commissioner, the Government is convinced that at present complete standardisation of wages for all categories of workers is not possible in the circumstances obtaining in Coimbatore district. The Court had strongly recommended that the best wages system was to have a basic rate of pay supplemented by a commission depending on output. The Government understands that the employers are also eager to have such a system. But the Commissioner of Labour has reported that it is difficult to devise such a system for the Coimbatore district as a whole. While the Government do not disagree with the principle of the Court's recommendation, it feels that under the special conditions prevailing at present in the district, it is not possible to give effect to it. The Government has, however, drawn up a schedule of rates of wages for all well-defined classes of workers which are common to all the mills and also a large number of the smaller classes of workers, and has recommended these rates to be adopted by employers. In the Government's view the method it has followed in arriving at the rates adopted in the schedule is, taking all circumstances into consideration, not unfair to either the workers or the employers.

14

Typical Rates of Wages Recommended:- A few typical ^{monthly} rates recommended by the Government are given below:-

Mixing section.

Mixing coolies - Unskilled - A standard wage of Rs. 12-14-0 if recommended and suggested by the Court.

Blow Room.

Bale Breaker Attendant.-Unskilled - Rs. 11 is recommended as a minimum.

Seutcher.- Government consider he should be classified as skilled. A pay of Rs. 15 is recommended.

Oiler.- Skilled - If employed exclusively as an Oiler a minimum standard wage of Rs. 14 is recommended.

Jebber or Maistry.- Skilled - Uniformity is unnecessary. Those now getting between Rs. 20 and Rs. 30 should receive the 5% increase recommended by the Court.

Revers.- A flat rate of 1a. 8ps. per hank is suggested with the same allowance of $\frac{1}{4}$ production for counts of 10 and $\frac{1}{6}$ production for counts of 40 and over.

Ring Frame Section.

Doffing Boys.- All are adolescents. A standard wage of Rs. 8 is recommended.

Spinners.- The following rates are suggested for full-siders:-

For those working on frames of 300 to 350 spindles	..	Rs. 15-8-0
" " 351 to 400	..	16-0-0
" " 401 to 450	..	16-8-0
" " above 450	..	17-0-0

Government consider however that the rates of Rs. 16-8-0 and Rs. 17/- should not apply to spinners working on counts of 40 and over on single sides. They consider that men working on single sides on higher counts are subject to little strain and that Rs. 16 is therefore a reasonable wage for them.

Bundling and Baling Section.

Paper Boy or Packer.- Unskilled - If adolescent Rs. 8/- is recommended, and if adult Rs. 11/-.

Weigher.- Skilled - A standard wage of Rs. 15/- is recommended.

Knotter or Yarn Dresser.- A standard wage of Rs. 13/- is recommended.

Yarn Pressmen.- A standard wage of Rs. 16/- is recommended.

Baling Pressmen.- A standard wage of Rs. 14/- is recommended.

Minimum Wage of Rs. 11/- per month Recommended:- No attendance bonus is included or recommended as from the report of the Commissioners of Labour the Government understands that though the Court recommended such a bonus, both the employers and the workers are of the opinion that an attendance bonus is not desirable. The schedule prescribes Rs. 11/- per mensem as the minimum wage for adult unskilled workers, except for waste-pickers for whom Rs. 7/8/- per mensem has been recommended. In the view of the Government it is essential to improve the standard of living of the workers and it is justifiable to call upon the well-established and organised industries like textiles to give a lead in this matter.

Night Work Rates: While the Government agrees with the principle of the Court's recommendation that extra wages should be paid for workers on night shifts, they consider that a flat rate of Rs. 1/- per worker would be adequate. This increased wage rate for workers employed exclusively during nights is not included in the schedule but is all the same strongly recommended for adoption.

Wage Rates of Weavers under Consideration:- The question of rates of wages for the weavers is still under consideration and the Government hopes to be able soon to announce its recommendations in the matter.

The Government believes that the wages now recommended are reasonable and that, given efficient management, the industry can afford to pay them and yet continue to thrive and provide employment. The Government has also emphasised the necessity for observance by workers of complete discipline within factories.

(Communique dated 6-8-1938 issued by the Ministry of Public Information, Madras.)..

Deductions from Wages in respect of Savings Bank Deposits:

Bengal Government's Qualified Authorisation..

In response to an inquiry made by the Bengal Chamber of Commerce, Calcutta, as to the legality under the Payment of Wages Act of deductions from an employee's wages of contributions to a savings bank account maintained by the employer, the Government has expressed the view that in certain cases such deductions are permissible under clause (c) of sub-section (2) of section 7 of the Act, provided the savings banks concerned are maintained by the employers solely in the interests of the workmen, that the latter are at liberty to agree or not to agree to the deduction being made by the employer and that the deposit fund is perfectly secured. The Government of Bengal has also stated that any member of the Chamber requiring permission to make deductions of this type should apply to the Department of

16

Commerce and Labour with a copy of the rules or bye-laws of the savings bank as it is necessary that each case be considered on its merits, though Government's attitude will be based on the criteria referred to above.+

Conditions of work in Alleppey Coir Factories: Memorandum
of Alleppey Chamber of Commerce to Government Enquiry Officer.

As a result of serious labour trouble, mainly on the subject of wages, in the Coir factories of Alleppey, Travancore, the Government of Travancore appointed some time back the District Magistrate, Quilon, to enquire into labour conditions in the coir factories at Alleppey. The Alleppey Chamber of Commerce recently submitted a memorandum on the subject to the Enquiry Officer; a summary of the memorandum is given below:-

Low Wages: The memorandum refers to the demand of the workers for an increase in wage rates and states that due to competition from up-country coir factories, the Alleppey factories are not in a position to pay higher rates of wages. It is pointed out that a labourer in a coir factory gets on an average income of from Rs. 12 to Rs. 20 and even more per mensem, if there is regular work. The Labour Association also, however, stated that a fully employed labourer earns only Rs. 6/- per month. While admitting that there have recently been wage cuts due to the competition of up-country mills and the low prices coir goods, the memorandum denies that there has been a wage cut to the extent of 75 per cent. as alleged by the workers.

Standardisation of Wages: The Chamber condemns the practice of paying wages in kind prevalent among up-country factories and emphasises the necessity for standardisation of wages. The Chamber, it is stated, is always prepared to agree to the fixing of reasonable rates of minimum wage.

Restriction on Starting of New Coir Factories advocated:- In view of cut-throat competition from the large number of coir factories, started mainly in up-country areas with unsound finances and business policies, the Chamber urges the Government to adopt legislation to restrict the indiscriminate starting of coir factories.

Recognition of Workers' Unions: The Chamber states that it is prepared to recognise the Travancore Labour Association, provided the Association is registered under the Travancore Trade Unions Regulation and establishes its credentials as the sole representative body of all the coir weaving mill operatives of Travancore.

Unions Right to be consulted in Cases of Disciplinary Action against workers:. As regards the Labour Association's demand that it should be consulted in the matter of selection and dismissal

11
of workers, the memorandum states that, while employers will be glad to consider suggestions from the Association, they are not prepared to share the responsibility in this matter with workers.

Machinery to prevent Industrial Disputes: ■ The Memorandum states that the Alleppey Chamber of has for long been advocating the establishment of a Government Labour Department. The constitution of a Trade Dispute Board is also declared to be desirable. But all these, it is pointed out, can be achieved only after wages have been standardised and necessary legislation enacted in regard to payment of wages, etc.

Payment of Maternity Benefits: As regards the payment of Maternity benefits, the memorandum states that the difficulties in operating such a scheme are many and that it is desirable to wait for some time more to see how the maternity benefit legislation works in British India and then adopt a similar scheme with necessary modifications to suit local conditions. The State, in common with other parts of India, is, the memorandum states, unripe for unemployment insurance schemes.

Unemployment Insurance: Unemployment insurance, the memorandum points out, besides being quite a new step in India, has not been sufficiently tried even in advanced European countries, & The full results of the working of this scheme there are yet to be seen. The Chamber is strongly of opinion that attempting to imitate and follow anything and everything done in the West without adjusting them to suit conditions in Travancore, will be detrimental to the interests of the country.

The Draft Ceylon Wages Boards Ordinance: Executive Committee
of Department of Labour, Industry and Commerce (Ceylon Government)
Approves Measure..

Recently the Executive Committee of the Department of Labour, Industry and Commerce of the Ceylon Government approved certain proposals of the Controller of Labour, Ceylon, for the establishment of Wages Boards for trades and industries in the Island.

Constitution of the Boards: The Executive Committee will have the power to make regulations regarding the constitution of the Wages Boards. These Boards will consist of members representing employers and workers in equal numbers, as well as nominated members. The Controller of Labour or his deputy will be an ex officio member, and will be deemed to be an appointed member on these Boards. Women will be eligible to membership of these Boards. No employer shall dismiss a workman, merely because he is a member of a Wages Board, or has abstained himself from work through being engaged in his duties as a member of a Board. The Executive Committee is further of the opinion that no organisation of employers, workmen, or a member of a Wages Board shall assist directly or indirectly any lock-out or strike in respect of which a Board has made a decision. ✓

Functions of Boards: Fixing Minimum Wages, Minimum Piece Rate and Minimum Overtime Rate: Under the scheme, it is proposed to empower the Boards to fix a minimum rate of wages for time work, a general minimum rate of wages for piece work so as to ensure adequate remuneration on a time work basis, and a minimum overtime rate. These rates may apply to an entire trade or to any particular part or process in any trade concerned. When there is no other law applicable to any group of workers, a Board will have power to declare the number of hours that shall constitute a working day, to declare whether an adolescent or a female shall be allowed to work overtime and, if so, for what maximum period, and to declare a day in the week to be a day of rest. An employer may give work to a workman on rest days because of the exigencies of the trade, but he should pay his workmen at overtime rates. If no overtime rate is fixed, payment at time rate and a quarter should be made. The workmen will also be allowed a day of rest on one of the succeeding days as compensation.

The Wages Boards, will also decide the following matters: what maternity benefits shall be given to a female worker, what period shall constitute the period of contract; how often and on what dates wages shall be paid directly into the hands of the labourer; what are the authorised deductions (no deductions at any one time to exceed half the wages earned); the minimum wages below which women will not be employed; the number of holidays, not exceeding in any case 14 days on full pay, and to determine the classes of employees to whom this provision shall be applicable; and, whether pro rata deductions shall be made when the full number of hours' work is not worked on a working day.

The Minister of Labour will have power to apply the proposed legislation to any trade which would automatically make employers in that trade liable to pay wages monthly, without within 10 days of the end of the month to pay wages without deductions other than for advances of money of for articles supplied; to keep a proper record of wages paid and to produce such record whenever required by the Controller of Labour or an officer authorised by him.

Penalties: The Executive Committee, it is understood, has suggested that penalties should be provided in the proposed Ordinance for employers, or their agents, infringing the decisions of the Wages Boards which are legally effective, ~~and that power should be given to magistrates to order a repayment of deductions from wages for a period of three years before any complaint is filed.~~ The burden of proof is to be on the employers, who ^{are} to prove to the satisfaction of a court of law that minimum wages have been paid.

Obligations of Employers: Employers are expected to keep a register of the different classes of workers employed, as also records of wages paid, overtime work done, the ages of female and adolescent workers, the maternity benefits paid, the holidays allowed, and the dates of payment of wages as well as the authorised deductions made.

(The Statesman, 4-7-1938). ✓

I.L.O. Textile Inquiry: Difficulties Visualised by Upper
India Chamber of Commerce. *

The attention of the Government of India has been drawn by the Upper India Chamber of Commerce, ^{Cawnpore,} to certain difficulties in the way of holding the proposed inquiry by the International Labour Office into the conditions of work in the world's textile industry.

Too much effort entailed: While appreciating the object of the proposed inquiry, the committee ^{at Cawnpore} stated that the data required in the second part of the questionnaire from various mills would entail much time and labour. Further, as the inquiry is to be an international one, unless all or at least the majority of the textile countries of the world agreed to supply figures, there will be no point in proceeding with it ^{in India}.

Lack of International Co-operation: The committee doubts very much whether countries such as Japan, China and Russia will furnish any information whatsoever on the lines desired by the International Labour Office. In view of the United States of America's refusal to join the International Federation of Master Cotton Spinners' and Manufacturers' Association, since its inception a quarter of a century ago, and that country's general policy of isolation, it was doubtful whether the United States also would co-operate in the inquiry.

Conditional Co-operation of Cawnpore Employers: As far as the Cawnpore textile mills are concerned, the Government of India's suggestion that the period of the inquiry, if one were held, should be in July is not acceptable, as the furnishing of figures by that month, in view of the disorganisation brought about by the seven weeks' general strike, will be impossible. Without committing the Cawnpore textile industry in any way, the committee feels sure that the Cawnpore industrialists will co-operate in the inquiry, provided the Government of India obtains confirmation that Governments of principal textile countries in the world have also agreed to give support to the proposed inquiry. The Cawnpore textile industry will, however, take three to six months to submit all the required data. ✓

(Extracted from a contribution to the Times of India dated 10-8-38 sent by its correspondent at Cawnpore.).

Industrial Dispute in Assam Oil Company, Digboi:

Government appoints Board of Enquiry..

According to a notification of the Assam Government (No.5259-G.J dated 16-8-1938), apprehending a trade dispute between the Assam Oil Company, Ltd., and the Assam Oil Company Labour Union and other employees of the said company at Digboi and Tinsukia, the Government has appointed a Board of Enquiry with Mr. J.C. Higgins, C.I.E., I.C.S., Commissioner, Assam Valley Division, as Chairman, to report on the following:-

Terms of Reference:

1. The demands of the workers of the Assam Oil Company, Ltd., and the replies of the Company in their General Notification No. 62 of the 29th July 1938.
2. The wages paid by the company and the hours of work required for such wages.
3. The manner in which the said hours of work compare with those in force in other industries in the Lakhimpur district.
4. The conditions of service of the employees, particularly in respect of housing, water-supply, conservancy, hospital treatment, gratuity and pension, leave and security of employment.
5. The causes of the apprehended dispute.

Demands of Workers: The following are the more important of the demands of the workers, reference to which is made in the terms of reference.

1. Unconditional recognition of ^{the} "Assam Oil Company Labour Union".
2. Immediate grant of general increment ranging from annas 8 per rupee to workers drawing wages upto Rs. 30 per month to annas 2 per rupee to workers drawing wages from Rs. 100 to Rs.150 per month.
3. Introduction of a graded system of wages with provision for annual increment. In giving increments and fixing grades, due consideration should be given to seniority of service.
4. Forty-four hours a week for all workers, including medical staff, sweepers, production department, chowkidars and bungalow servants.
5. Service rules with provisions for gratuity, old age pension, one month privilege leave, festival leave on gazetted holidays, casual leave and sick leave with full pay.
6. Security of service and adequate compensation in cases of wrongful dismissal; a machinery consisting of representatives of employers and of the union should be set up to deal with suspensions and dismissals.

4

7. Proper quarters to all workers with due regard to the size of family and with electric light and sufficient water supply.

8. In filling up vacancies in senior posts, first preference to be given to ~~existing~~ workers according to efficiency and seniority of service.

9. Existing system of registering candidates and appointing workers should be radically changed and replaced by competitive examination system.

10. Introduction of profit sharing bonus system.

(Pages 1144 to 1146 of Part I of the Assam Gazette dated 17-8-1938.),

Safety of Workers in Coal Mines:

Legislation Contemplated by Government of India.

The Government of India, it is understood, is planning to introduce early in 1939 a bill designed to ensure better safety conditions for the 250,000 odd workers employed in Indian coal mines.

Coal Mining Committee's Report, 1937.- The Coal Mining Committee had reported in 1937 to the effect that the danger of premature collapse actually existed in most of the areas in which coal was standing in pillars, and had recommended stowing, or filling the space underground previously occupied by coal with sand or other incombustible material, as the most suitable preventive for subsidence or fire. (For fuller details of the report vide pages 35-38 of the report of this Office for May 1937.)

Government of India's Proposals: Enhancement of Powers of Inspectorate.- The Mines Department should continue to be responsible for safety and Section 19 of the Mines Act should be amended so as to enable the Inspectorate to issue orders requiring positive preventive steps to be taken where there is danger from the crushing of pillars, premature collapse or the outbreak of fire.

2. Fund for assistance of "Stowing".- A fund for the assistance of stowing in the Jharia and Maniganj fields should be provided by a cess which, on the information now available, is expected to work out at four annas a ton on coal and soft coke despatched, with six annas a ton on hard coke; and coal owners should be entitled to a rebate from royalty owners at the rate of half an anna per ton of material used.

3. Rules for Grant of Assistance.- Allotments would be made from the fund to owners in those fields who desired to stow, by a board which would be guided by statutory rules, and assistance would be based on the tonnage of sand used. The rules would provide for allotment on a system of tenders with preference in favour of owners who were ordered to stow for safety reasons.

4. Provision of sand for Stowing. - The right to take sand from rivers should be assumed by the State and assigned by the Board to owners who required sand. Owners should also be enabled to acquire such rights in or over land as were required for stowing purposes.

Financial Effect of Cess. - It is not apprehended that the imposition of the cess would lead to a rise in coal prices to such an extent as to unduly stimulate import into India of foreign coal, but if such a contingency arises, the Government of India will take the necessary action for protecting Indian coal interests. Nor would the proposed cess impose a serious burden on the industry compared to the vital requirements of safety, especially when it is pointed out that in many cases where danger is serious the only alternative to compulsory sand-stowing is for the Chief Inspector of Mines to use his power to order a closing down.

Legislative Programme. - The proposals which are not final have been circulated to the Provincial Governments, which are expected to reply by November 1938. As at present contemplated, the bill on the subject will be introduced early in 1939 and passed into law by 1st April 1939.

(The Statesman, 7-8-1938.) ✓

Working Class Cost of Living Index Numbers for Various Centres in India during June 1938.

The cost of living index number for working classes in various centres of India registered the following changes during June 1938 as compared with the preceding month.

Bombay. - The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in June 1938 rose by 1 point to 105. The average in the year 1937 was 106.

Ahmedabad. - The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad in June 1938 rose by 1 point to 71; for 1937 the average was 75.

Sholapur. - The index number (Base: Year ending January 1928) of the cost of living in Sholapur during June 1938 remained unchanged at 71. The average for 1937 was 73.

Nagpur. - The index number (Base: January 1927) of the cost of living in June 1938 remained stationary at 61.

Jubbulpore. - The index number (Base: January 1927) of the cost of living in Jubbulpore in June 1938 rose by 1 point to 56.

(Extracted from the Monthly Survey of Business Conditions in India for June 1938.) ✓

Bombay Provincial Trade Union Congress Condemns Measure.

At pages 5-7 of our July 1938 report and page 3 of this report are given the salient features of the Bombay Industrial Disputes Bill, which the Government of Bombay ~~intends~~ introduce in the Local Legislature ^{on 14.2nd} ~~during~~ September 1938. A meeting of the Bombay Provincial Trade Union Congress was held at Bombay in the third week of August 1938 to consider the Bill, with Mr. Jamnadas Mehta in the chair. The meeting was attended by representatives of about 50 unions.

Report of the Sub-Committee of the B.P.T.U.C. on the Bill. The Report of a Sub-Committee appointed by the Bombay Provincial Trade Union Congress to go into the Bill was made available to the meeting. The Sub-Committee, after careful consideration, rejected the Bill in toto as it provided no impartial or fair mode of dealing with trade disputes. The Committee was also emphatically of opinion that, in view of the existing Indian Trade Disputes Act, which has virtually remained a dead letter owing to the failure of the Provincial and Central Governments to put it into force even on most appropriate occasions, a new Bill of this kind could do no good unless it was based on the recognition of certain fundamental rights of trade unions. The Committee urged that in any case the Bill should be circulated for public opinion.

Detailed Criticism: No curtailment of Right of Strike. The Committee having decided to oppose the entire Bill, proceeded to consider it in detail in case the contemplated motion for circulation was lost; it was decided to endeavour to modify the Bill by moving amendments, and to that end the Bill was gone through clause by clause. A few of the Committee's criticisms are summarised below:

1. Certain definitions in the Bill should be removed or modified; for instance, "Labour Officer" should find no place in the legislation.
2. No standing orders should be considered to be settled unless by agreement.
3. The percentage of membership qualifying for registration should not be more than 5 per cent.
4. All complications arising from divisions of trade unions into "recognised", "qualified", "representative", etc., must go.
5. Industry should be treated as a whole and not sub-divided into occupations.
6. Minimum restrictions must be placed on the workers' right to strike.
7. The period during which the right to strike shall not arise should be reduced by six months. (Sec. 62).
8. Nothing shall be prescribed by rules which have not been in the first instance approved by the legislature.
9. There shall be no imprisonment in any circumstance.

10. Obligatory recognition of trade unions alone could be the basis of any legislation for conciliation limiting the right to direct action.

Views of Mr. R.R. Bakhale: In the course of discussion of the Committee's report, Mr. R.R. Bakhale said that he was not very enthusiastic about the Bill. While it was an improvement over the original draft published by the Government some time back and circulated for opinion, it would still hamper all growth of genuine trade unionism and was absolutely unworkable. He further expressed the opinion that in the present condition of the trade unions in this country strikes could neither be prevented nor settled by law. The Bill aimed at fostering only certain types of unions, that is, unions started by the Congress. Unlike in England, Mr. Bakhale said, the Bill under consideration did not permit strikes while negotiations were in progress. He pointed out that one of the most objectionable features of the Bill, which was detrimental to the interest of the workers in view of the provision for prohibition of strikes during the period of negotiations, was the dilatory arbitration proceedings extending to months together instead of ending them at the most within fifteen days.

The majority report of the Committee was adopted by the Congress.

(The Bombay Chronicle, 24-8-1938). ✓

Violent Picketing Condemned by Mahatma Gandhi:

Attitude of Congress to Capitalism defined.

In certain recent labour strikes, violent picketing of non-striking operatives going to work has been resorted to by strikers. Further, there have ^{recently} occurred cases of certain types of labour leaders reviling capitalists and inciting people to loot them. Mahatma Gandhi ~~has~~, in the course of an article under the caption "Is Violence Creeping in?" contributed to his weekly paper, "Harijan" (issue of 15-8-1938), expounds his views condemning such methods, and asserts that the Congress, so long as it retains non-violence as its creed, will not tolerate violent picketing. The following are relevant extracts from the article:

Violent picketing condemned. "I have been told that in the name of peaceful picketing, picketers are resorting to methods bordering on violence, such as making a living wall beyond which no one can pass without being ~~being~~ hurt or hurting those who make the wall. As the author of peaceful picketing, I cannot recall a single instance in which I had encouraged such picketing."

Class-War not to be tolerated. "There can be no doubt that the British system favours capitalism. The Congress, which aims at securing full justice for the famishing millions, cannot favour capitalism. But the Congress, so long as it retains non-violence as its basic policy, cannot resort to ~~the~~ usurpation, much less allow any class

of persons to be insulted or humiliated in any way whatsoever or allow any Congressman or a body of Congressmen to take the law into their own hands".

(Times of India, 15-8-1938).

Enquiry into Conditions in Government Presses of U.P.:
Committee Appointed.

The Government of the United Provinces has, towards the close of August 1938, appointed a Committee, with Professor S.K. Rudra as chairman, to examine the organisation and system of management of Government presses, in particular from the point of view of effecting economies by putting them on a commercial basis, while securing to the staff reasonable conditions of service.

The Committee will, inter alia, examine questions relating to the conversion of temporary posts into permanent ones, reduction in working hours, wages of piece-workers, etc.

The Superintendent, Printing and Stationary, United Provinces, is the Secretary of the Committee.

(Communique dated 2-9-1938 issued by the Industries
Department of the United Provinces Government).

Cochin Labour Problems: Resolutions of Committee of
Cochin State Trade Union Congress.

A meeting of the Executive Committee of the Cochin State Trade Union Congress was held on 4-8-1938 at Cochin under the presidency of Mr. Kesav Dev to consider the immediate grievances of the workers and to formulate an adequate labour programme for the State. The following is a summary of the more important resolutions adopted by the Committee.

Reduction of Hours of Work and Prohibition of Child Labour. It was urged in one resolution that there should be a statutory restriction that factories in the State should employ their labourers only for 54 hours in a week; that only adult labourers should be employed, child labour being forbidden, and that good drinking water should be provided for labourers in factories and workshops. The Government should see that the provisions of the Cochin Factories Act were strictly enforced.

Payment of Wages. The regulation of wages for the employees of the Cochin Harbour Works, the restriction of their hours of work and the supervision of the system of payment of wages to labourers in general were urged in another resolution. It would appear that workmen in factories were not paid the actual wages they signed for and that there was a system whereby the moopans or headmen were depriving the coolies of a portion of their wages every week. The Trade Union Congress favoured the introduction of a bill to regulate wages for special kinds of work and to lay down conditions of payment.

Housing of Workers. Another demand put forward was that the Government should inaugurate a comprehensive housing scheme whereby the workpeople would be provided with suitable homesteads in congested towns like Cochin.

Union Movement in Cochin and Travancore. It was urged that attempts should be made to co-ordinate the activities of the trade union movements in Cochin and Travancore and to convene shortly a joint conference of the workers in both the States.

Unemployment Relief. The Committee expressed grave concern at the acute distress caused among skilled and unskilled labourers as a result of unemployment. It was resolved to request the Government to appoint a Committee to collect reliable data regarding unemployment and suggested ways and means of effectively solving the problem.

(The Hindu, 6-8-1938). ✓

Maternity Benefit Legislation for India:

Conference of Labour Ministers Contemplated by Government of India..

In reply to an interpellation from Mrs. Subbaroyan, Sir M. Zafarullah Khan, Labour Member, stated in the Central Legislative Assembly on 1-9-1938 that Maternity Benefit Acts have been enacted in Bombay, Sind, Madras, the United Provinces, the Central Provinces and Berar, and that legislation had been introduced in Bengal. Sir Mohammad also stated that the Government of India proposed to consider the advisability of calling a conference of Labour Ministers of Provincial Governments to discuss ways and means for uniformity in legislation regarding maternity benefits for women workers and similar legislations. ✓

(The Hindustan Times, 2-9-1938)..

Factories Administration in Madras, 1937*.

The salient features of ^{the} administration of factories in the Madras Presidency during 1937, taken from the annual Report of the Chief Inspector of the Factories for 1937, are summarised below:-

Extension of Factories Act to "Unregulated" Factories:- The Madras Government extended during the year the operation of the Factories Act to (1) all decorticating factories employing 10 or more persons (on 17-2-1937); and (2) all beedi factories employing 20 or more workers (on 7-6-1937). The question of notifying unregulated establishments, such as, rice mills, printing presses and tobacco grading work-places, etc., it is reported, has been deferred till the strength of the inspectorate is strengthened.

Statistics of Factories and Workers. During the year under report there were 1,876 factories of which 1,786 (1,276 perennial, and 510 seasonal) were in commission. The average daily number of workers employed in the 1,786 factories was 186,630 (123,762 men, 47,985 women, 9,374 adolescents and 5,509 children).

Wages: With a view to have more accurate information regarding the wages that are paid to various classes of workers in the following seven important industries of the Presidency, Inspectors were directed to gather particulars from a few selected factories:- (1) ~~rice mills~~, (2) ~~decorticating~~ factories, (3) cotton ginning and pressing factories, (4) printing presses, (5) cotton spinning and weaving mills, (6) sugar works, and (7) engineering workshops. Particulars regarding average daily rates of wages paid to various classes of workers in these 7 major industries in the Presidency are tabulated in the report. It is announced that similar information will form a feature of future reports also.

Government's Review of the Working of the Factories and Maternity Benefit Act:- The Government's review of the administration of the Act, appended to the Report, is an interesting document containing details of the Government's immediate labour legislation programme. The programme includes (1) further extension of the Act to certain classes of "unregulated" factories, (2) tackling the problem of housing workers, (3) legislation aiming at ensurance of industrial peace, (4) grant of holidays with pay, (5) Checking evasions of the Maternity Benefit Act, (6) proposals for the establishment of a Labour Office, and (7) a scheme of unemployment relief.

(for details, see pages 17-18 of our July 1938 report). ✓

*Report on the Working of the Factories Act in the Madras Presidency for the year 1937, Madras, Printed by the Superintendent, Government Press, Price, 8 annas.

28

Employers' organisations.

Eastern India Committee of Employers' Federation^{of India} Set Up:
Sir E. Benthall's Speech.

At a meeting of the Employers' Federation of India held at Calcutta on 5-8-1938 an Eastern India Committee of the Federation was set up. Sir Edward Benthall, Deputy President of the Federation, made a speech on the occasion, in the course of which he defined the attitude of the employers belonging to the Federation in respect of important labour questions now attracting attention. The following are extracts from Sir Edward Benthall's speech (extracted from a copy of the speech forwarded to this Office by Sir E. Benthall):

Regional Committees of Employers. - The Employers' Federation of India has now been established for six years during which time it has acquired a membership embracing the more important industrial organisations in India and employing some 17,00,000 workers. Under the presidency of Sir H.P. Mody, the Federation has done much useful work in co-ordinating the All-India policy of employers, and it is a natural outcome of the present interest being taken throughout India in the conditions of labour that it has been found desirable, in the closest accord with the major Calcutta industrial associations which now constitute the Industrial Legislation Sub-Committee of the Bengal Chamber of Commerce, to set up a Committee to co-ordinate employers' opinion and policy in regard to problems arising in the Provinces of North Eastern India. Similar action is being taken in other provinces so that the policy of employers will henceforth be co-ordinated locally in regional committees or federations and centralised through the medium of the President of the All India body. The Royal Commission on Labour in India recommended that every organisation of employers should set up a special committee for the purpose of giving continuous consideration to the improvement of the well-being and the efficiency of the workers in the establishments controlled by its members. The present committee is a development of this idea inas much as they will endeavour continuously to co-ordinate the policy of employers in all industries within the areas concerned - namely, Bengal, Bihar, Assam and Orissa.

Employers and Workers Trustees of Consumers. The policy lying behind the establishment of the Committee is not reactionary; far from it. There is unquestionably among employers a natural instinct to give employees a fair deal and thereby to contribute to the contentment of the community. Mr. Gandhi has said in a recent interview to young labour workers that Capital and Labour will be mutual trustees and both will be trustees of consumers. This is a high ideal to which wise employers will gladly respond.

47

Need for Discipline.- In times like the present when labour is being stirred into a state of unrest, there is a natural tendency to follow a policy of expediency, either to grant concessions for the sake of peace or to stand fast for the sake of prestige. I maintain that there is only one policy for employers to follow and that is to make up our minds what is a fair deal for employees on the merits of the case and to satisfy our consciences not only that no injustice exists, but that as Trustees for the industry, consideration for the labour shall rank equally with consideration for the shareholder, and that the rewards of the workers shall not only enable them to live but also to sustain a standard of life which having regard to all the circumstances enables them to maintain their self-respect.

Difficulties of Provincial Ministries.- There is good evidence that this attitude will be respected by Provincial Governments, who will not misunderstand a resistance based upon sound premises, provided it is also based upon sound humanity. Equally it must be recognised by employers that the Provincial Ministries are faithfully endeavouring to carry out their pledges, and I say without hesitation, although I may be severely criticised from some quarters, that the handling of these difficult matters by the Ministries has on the whole hitherto earned the respect of employers. We have reason to believe that they suffer as much as ourselves from the ill-informed and often ill-intentioned pressure of their left wings or of the opposition and it would probably be fair to sum up the attitude of Provincial Ministries by saying that "they intend to fulfil their pledges, but that they will hold the balance between Capital and Labour."

Labour Graft.- But one of the most disquieting facts of the present movement is the discovery by certain so-called labour leaders that "labour graft pays". Who they are is known to everyone except their own victims, the workers. The sooner the graft business in Trade Unionism is killed by Governments, employers, and labour themselves, the better it will be for labour and for industry. Let us hope in the interests of employers and workers alike, for the early emergence of a class of labour leaders who can be relied upon to negotiate on constitutional lines, on the basis of sound and legitimate grievances only; who can appreciate the difficulties of the employer as well as of the employee; and who will sternly set his face against the invasion into trade union activities of seditious and subversive influences such as have not been absent from the "Trade Unionism" we now know. Let us hope also for strong support from the Governments for Unions which conform with this ideal and for equally strong opposition to those which do not.

Recognition of Unions.- A major allegation against employers is that they refuse to recognise Trade Unions even where such Unions have been properly registered and in that sense and to that extent "recognised" by Government. This charge really begs the whole question. To gain recognition the first requisite of a properly constituted Trade Union is that it should be really representative of the workmen. What employers very naturally refuse to do is to admit the right of unions not truly representative of their workers to speak on behalf of these workers. Nor does the fact that in some industries employers do not consider encouraging unions to be that

best way of watching the interests of their labour signify any lack of sympathy with their men. It is not an exaggeration to say that there is hardly an establishment in any of the provinces concerned with this Committee where the manager is not constantly and conscientiously seeking to establish a yet closer touch with his labour.

Compulsory Recognition not desirable.- It is a fact, lamentable perhaps but nevertheless a fact, that in many industries the quality of labour leadership and the backwardness of the labour makes it at present impossible for employers to negotiate with labour on Trade Unions lines, and in consequence the number of recognised unions is small. As the U.P. and other provincial governments have recognised, compulsion of the employers to recognise unions is no solution. What is needed is that unions claiming to speak on behalf of the workers, should not merely be composed of a very substantial proportion of those they claim to represent, but their executive committees and officials should be truly representative of and responsible to their members. This point was well brought out in the Cawnpore Textile Labour Enquiry Report which laid particular emphasis on the reform of the Mazdoor Sabha and the election of its committees and officials by secret ballot.

Example of United Kingdom.- At times like the present it is doing no service to the cause of any industry or of labour itself to tolerate indiscipline, much less violence, in any industrial establishment, and whether such action is instigated by outside agitators or by a small body of malcontents (who often turn out to be the best treated of the labour), it is the duty of all managements having satisfied themselves of the merits of their case, to counteract indiscipline with determination and for owners rigidly to uphold the authority of the management. The recognition of this duty of the employers to maintain discipline is recognised by all parties in the Unemployment Insurance Scheme in force in the United Kingdom, where all benefits are forfeited if a worker is guilty of a breach of discipline or of works rules, or of conduct which is inconsistent with the fulfilment of the conditions of service.

Conciliation and Arbitration.- Government can help by ensuring that the machinery for dealing with trade disputes is adequate to meet the needs of the various industrial areas. Special labour officers such as have been appointed in Bombay and recently proposed for Cawnpore should be of great assistance in bringing employers and labour leaders together. But there is a danger of these officers exceeding their function and generally speaking their function should be that of "go-betweens" rather than (as some think) arbitrators. Arbitration by outside parties, whether Government officials, or others, has its place in the smooth working of the Indian industrial system as one or two cases in Bihar have recently shown. But such cases should be with the consent of both parties and the exception rather than the rule. It follows that employers are likely to be opposed to proposals for permanent Conciliation Boards; still more are they opposed to the proposal that the decisions of such Boards should be binding on both parties. In fact it will be surprising if we do not find that some labour leaders at least will oppose proposals of this latter kind. It is a sound maxim that the only satisfactory agreement between two parties is one that leaves both parties with the feeling that of their own volition they have agreed to something which they believe to be a fair deal.

Wage Fixing.- In common with most experienced students of India's labour problems, the Employers' Federation recognises that

automatic adjustment of wages, such for instance as works so successfully in the Steel industry, in Great Britain, is not practicable. Whether Wage Fixation Boards will offer a satisfactory solution is a matter for consideration though it is difficult to see how under present conditions in India their awards can be made binding. Certainly if they are to be binding on one party they would have to be binding on the other and employers would certainly oppose any suggestion that Wage Fixation Board awards should be binding on them only. The experiment at Cawnpore will be watched with great interest.

Trade Disputes Act, 1929: a satisfactory measure. Under the Trade Disputes Act, 1929, the Central Government or any Provincial Government may, if a trade dispute exists or is apprehended, appoint a Court of Enquiry or a Board of Conciliation and this has recently been done in several cases. They may do this whether or not both parties to a dispute apply for such a Court or Board but if both parties wish it Government have no option in the matter and must appoint a Court or Board. In addition, the Trade Disputes Act, as recently amended, enables Government to appoint Conciliation Officers either for special areas or for special industries. To suggest, therefore, as some labour partisans have done that the Trade Disputes Act is "a milk and water measure" and hopelessly out of date" does not correspond with the facts.

Unemployment.— Finally, I would observe that in my opinion most of the labour trouble at the moment arises not from the conditions of employed labour but from unemployment itself. The real hardship and the real discontent are very naturally among the workless. In this country where the difficulties in the way of organising Government schemes of Unemployment Insurance and Old Age Pensions are almost insuperable, loss of work bears with great harshness upon the unemployed. The true interest of all those who have the welfare of labour at heart should therefore be to remember at all times that wages and amenities have to be earned and that this can only be done when the wheel- wheels are going round. The truest benefactor of the worker is therefore the capitalist who has the vision and the courage to build up Indian industries and so to provide a living for the unemployed.

All-India Motor Union Congress - 6-8-1938, Lahore:

Decision to form All-India Motor Transport Union.

A decision to constitute an All-India Motor Transport Union with the object of "organising motor transport workers throughout British India and, further, to carry on intensive agitation to move the Central Legislature to amend and enact the Indian Motor Vehicles Bill so that it meets the legitimate and just demands of the Motor Transport Union", was arrived at at the session of the All-India Motor Union Congress held at Lahore in the first week of August 1938.

Motor Vehicles Bill Unsatisfactory. The Congress expressed the opinion that the Motor Vehicles Bill now before the Central Assembly was not satisfactory as the provisions of the bill "tend to create obstacles for workers plying motor vehicles, afford protection to railways and contemplate affording them control over road traffic."

Need for Organisation of Motor Transport Workers. The conference resolved to invite all provinces in British India to organise the motor transport workers in their respective areas on the lines of the Punjab Motor Union. A provisional committee of 21 members was constituted to draft the constitution, rules and by-laws for the all-India Motor Transport Union which will be adopted at the next all-India session to be held in December 1938.

(The Hindustan Times, 8-8-1938),

Communists Capture Cawnpore Mazdoor Sabha: Congress Socialists defeated in elections to Executive.

The election of new Office bearers and the members of the Executive Committee and General Council of the Mazdoor Sabha, Cawnpore, which took place in the third week of August, has resulted in the capture of the chief offices of the Sabha by the Communist group, and the reduction of the Congress Socialist group, hitherto in power, to a minority.

Out of 30 seats in the Executive Committee, the Communists have captured 20, and out of 120 seats in the General Council they have captured about 80 seats. The Communist, Mr. Muhammad Yusuf, a former worker in the Delhi Cloth Mills, has been elected President; he defeated the Congress Socialist candidate, Mr. Hariharnath Shastri, M.L.C., who has been president for the last eight years; the Communist group also captured the General Secretaryship with the election of Mr. S.C. Kapur to the post.

(The Statesman, 23-8-1938).

Economic Conditions.

Collection of Statistical Data in United Provinces:

Government sets up Bureau of Economics..

The Government of the United Provinces, it is understood, has set up a Bureau of Economics with effect from 1-8-1938 under ~~Mr.~~ Mr. D.P. Mukherjee, the Director of Public Information of the Province. The Bureau will be a subordinate branch of the Industries Department and the Industries Secretary will supervise the activities of the Bureau. The Bureau is the result of recommendations made by Messrs. Bowley, and Robertson for an economic census of India.

Activities of the Bureau: The Bureau of Economics will divide its activities under three main heads: (1) collection of labour statistics, (2) industrial survey and (3) collection of data regarding rural economics. The Labour branch will be stationed at Cawnpore, and will work under the Labour Commissioner, and the chief investigator will conduct through assistant investigators various researches, and through the help of statistical assistants, these will be collected and published.

Industrial Surveys: As regards industrial surveys, it is expected that seven surveyors, under one chief surveyor, will conduct surveys which will produce data on which industrial enterprises can be based.

Problems of Rural Economics:- Collection of data regarding rural economics will form an important aspect of the work of the Bureau. For the purpose of gauging the effect of economic and social welfare schemes, the rural economics branch will have a system of controlled villages. These villages will be selected at various places at random and their conditions will be analysed periodically to determine the economic conditions of the people and the effect produced on them by policies pursued by the Ministry.

The present scheme is the nucleus of what it is hoped may develop in course of time into a Ministry of Economics.

(The Statesman, 5-8-1938). ✓

Progress of Industrial Research;
Annual Report for 1937-38 of the Industrial Research
Bureau, Government of India.

The Report for the year 1937-38 of the Industrial Research Bureau of the Government of India surveys the activities of the Industrial Research Council, the Industrial Research Bureau and the Research Branch of the Government Test House at Alipore. The Bureau was established on the recommendation of the sixth Industries Conference held in 1934 on a temporary basis in the first instance for three years to develop Indian industrial research, and the present report surveys the third year of its work. In view of the utility and benefit to the country of the work of the Bureau, the Government of India has placed the Bureau on a permanent basis with effect from 1-9-1938.

Industrial Research Council: The Industrial Research Council held its third session in July, 1937, and discussed several important items, amongst which were the allocation of work to laboratories, the programme and progress of research work at the Government Test House, improvement of glass furnaces and glass products, casein plastics, industrial standardisation, and industrial surveys. The Council gave further consideration to the programme of publication of bulletins connected with the industries of India.

Industrial Research Bureau: Among the principal activities of the Bureau is the collection of technical information on new industrial schemes. In addition to inquiries about the oil-seed crushing industry and the starch industry, the Bureau has assembled detailed technical information regarding the manufacture of spectacles, bakelite, sealing wax, razor blades, typewriter ribbons, buttons, silver thread, and briquettes from paddy husk.

(The Statesman, 7-8-1938). ✓

Large-Scale Industries for United Provinces:
Possibilities Considered at meeting Convened by U.P.
Industries Minister.

A meeting of prominent industrialists of the United Provinces convened by the Hon. Dr. K.N. Katju, Minister of Industries and Labour, U.P., was held at Lucknow on 15-8-38, to discuss the possibilities of opening new large-scale industries in the province. Industrial ventures taken up for consideration at

the meeting were broadly classified into two categories: (1) all-India industries, like the motor car industry, (these were resolved for discussion by an Industries Ministers' Conference to be held in the near future), and (2) industries confined to the United Provinces suitable for local development.

Local Industries. The meeting grouped the following industries under the second category: manufacture of cycles, cardboard (a committee was appointed to prepare schemes for the two industries), artificial silk, bulbs, fans and other electrical goods (at present parts of such electrical goods are imported from abroad and assembled locally), glass, starch, caustic soda and sulphur (the manufacture of sulphur in India was hitherto considered an impossibility, but the recent discovery of sulphur deposits near Simla has altered the situation).

(The Leader, 21-8-1938). ✓

Establishment of Unemployment Bureau: Legislative Measure
adopted in Ceylon. .

An important ~~piece of social legislation~~ ^{step} taken in hand recently by the Government of Ceylon is ~~for~~ the establishment of a Government Unemployment Bureau, in respect of which arrangements have already been made, with Mr. J. Vincent Mendis as the officer in charge. According to the Emigration Correspondent of the Statesman, the Government of Ceylon has issued a memorandum containing details of the experiment, of a brief summary of which is given below:

Work of the Bureau:- Four types of unemployment in Ceylon would be tackled by this Bureau; firstly, those who are able to work and are genuinely seeking employment; secondly, those workers who were formerly employed but whose services have been dispensed with owing to retrenchment; thirdly, those employees who are temporarily without work because of illness or some other disability; and lastly the skilled ~~an~~ or unskilled worker who is unemployed for the sole reason that he does not seek work. The Bureau will primarily deal with the first and second categories of unemployed, as an experiment in the Colombo area. While not pledging itself to guarantee work for those seeking it through its agency, the Bureau does not charge any fee either from the employer or from the worker. ✓

Collection of Unemployment Statistics in Sind. .

A press note issued in the first week of August 1938 by the Government of Sind, (published in the Times of India of 6-8-1938 and the Hindustan Times of 3-8-1938) states that the Government has recently ordered the Collection, within six months, of statistics in regard to unemployed in Sind, as well as the number and classes of persons employed in various trades, offices and factories. The statistics, it is understood, are required by the Unemployment Committee appointed by the Government of Sind some-time back. ✓

Check to Unemployment in Bengal: Unemployment Advisor
Appointed By the Bengal Government. .

The Government of Bengal has recently appointed Mr. Naba Gopal Das, I.C.S., as Unemployment Advisor to the Government of Bengal. This is a newly created office; Mr. Das has been entrusted with the duty of preparing a list of different avenues of employment in Bengal and ^{a ~~statement~~ ~~on~~} the prospect of absorption of future entrants in such occupations ~~and also~~, the training necessary to qualify for each occupation, ^{and} where it can be obtained. It is also understood that

Mr. Das has been specially asked to make a survey of the present position regarding unemployment in the Province and to suggest ~~measn~~ means for its solution.

(The Amrita Bazar Patrika, 15-8-1938).✓

All-India Village Industries Association:

Activities during 1937.-

The following information regarding the work of the All-India Village Industries Association during 1937 is taken from a summary of the Annual Report of the Association for 1937 published in the Hindu dated 1-7-1938.

Training of Workers:- The report points out that the acceptance of Office in 1937 by the Congress in the provinces widened the sphere of action and enhanced the responsibility of the Association and this in turn intensified the need for training workers. A plan to train up greater number of workers was adopted and training in the following industries were suggested by the Association. In selecting them the well defined policy of the Association had been followed, as they are industries which supply the primary needs of food, clothing and shelter of the masses which utilise the raw materials available locally, and which require little or no capital in the way of equipment. The Industries chosen were : (1) paddy husking and flour grinding, (2) gur making from cocoanut, date, palmyra and sago palms, (3) bee-keeping, (4) oil pressing by bullock ghanis, (5) paper making from village waste, (6) soap making from sajimati and indigenous materials, (7) tanning and (8) bone crushing.

Nutrition Work: Propaganda was carried on for the use of the unpolished rice, whole-wheat flour, ghani oil and jaggery in the place of the corresponding over-refined products. The Association feels convinced that if progress is to be made in regard to this nutrition should form part of the school curriculum and the evils of consuming over-processed food shall be inculcated in childhood. Soya beans have been sown in various parts of the country with a view to popularising them as an article of diet. Vegetable and fruit seeds have been distributed ~~xxxx~~ by some of the workers to village people in order to enable them to include fresh vegetables and fruits in their diet. Ragi, a very wholesome and strength giving cereal, which was formerly very widely consumed in the South was being popularised. Those who cannot afford ghee were being advised to use pure ghani oil in their food. Hand-pounding of rice was being introduced wherever possible and has meant work for a number of women.

Membership: At the end of 1937 there were on the rolls of the Association, ordinary members 312; Agents 40 and certified shops 21. During the year the Association began to publish in English and Hindi a monthly bulletin: Gram Udyog Patrika.

Industrial Apprenticeship Scheme: Five
Years' Course started by Government of Bombay.

The Department of Industries of the Bombay Government has recently introduced an apprenticeship scheme in Bombay and Ahmedabad designed to meet the demand for skilled and specialised labour in certain branches of industry by providing for practical and theoretical training of selected youths on methodical and rational lines in the course of a five years' apprenticeship. The apprenticeship is ~~carried~~ ^{performed} in the workshops of selected undertakings and is supplemented throughout the five years by technical training outside such undertakings.

Industries in which Training is given. The principal branches of industry in which apprenticeship training is at present available are: mechanical and related trades, electrical and related trades, spinning, weaving, and dyeing ~~and~~ textile mills, printing and book binding.

Administration of the Scheme. The Department of Industries is responsible for the administration of the scheme; the Director of Industries is assisted by an Advisory Committee of which he is the Chairman and which consists of: a representative of the Bombay Millowners' Association, a representative of the Bombay engineering industry, a representative of the Ahmedabad Millowners' Association, three experts, (one of whom is the Principal of the Victoria Jubilee Technical Institute, Bombay) and the Deputy Director of Industries.

Qualifications and Selection of Apprentices. Candidates for apprenticeship must have completed the pre-matriculation class and not be under 16 or over 20 years of age. They are required to sit for an examination in general education and to supply evidence of physical fitness and good moral character. The final selection is made by the Advisory Committee after a personal interview of those who have taken the entrance examination.

Terms of Apprenticeship. The terms of apprenticeship are set out in writing in a detailed indenture bond, one of the clauses of which provides that apprentices shall, after their period of training is over, so far as possible be absorbed as regular employees by the industrial establishment concerned.

Progress Tests. Provision is made in the scheme for interim examinations which permit of ascertaining the progress made by apprentices, and for a final examination. Employers are required to furnish the Department of Industries and the Technical Institute responsible for the theoretical training with monthly reports on apprentices.

Enrolment conditioned by Employment possibilities. The number of candidates admitted in any one year to apprenticeship under the scheme depends on the opportunities they will have of obtaining employment as skilled workers in their respective branches of industry when the period of apprenticeship is over.

(Bombay Chronicle, 8-8-1938).

41

Maritime Affairs.

Reduction of Hours of Work from 10 to 9 per day
of Dock Workers: Madras Port Trust considers
Government of India's Suggestions.

A proposal for the reduction of hours of work for labourers in the Madras Port Trust is now under consideration of the Trust. The Government of India in letter No. L. 1838 dated 4-6-1938 has enquired of the Trust whether a reduction of the hours by one hour to nine per day would not be feasible.

At the meeting of the Port Trust held on 8-7-1938, it was resolved that the views of Steamer agents be obtained on the subject.

(Page 796 of Part II, the Fort St. George Gazette, dated 26-7-1938). ✓

Employment of Indian Lascars in Northern Latitudes:
Government of India removes Restriction for 3 years.

According to a press communique dated 24-8-1938 issued by the Government of India, the Government has, consequent on representations made by certain shipping companies and Indian Seamen's Unions, decided to suspend experimentally for a period of three years, subject to certain conditions, the restrictions on employment of Indian Lascar Seamen in cold latitudes. The communique is reproduced below:

History of the Restriction: under the terms of the form of agreement for lascars sanctioned by the Central Government under section 28 of the Indian Merchant Shipping Act, 1923, Indian seamen are at present prohibited from serving during winter months in certain northern latitudes. These restrictions on employment of lascars were originally imposed in 1893, when several cases were brought to the notice of severe distress and hardship caused to lascar seamen through their being compelled to proceed on voyages to northern ports on the east coast of America. After consulting the shipping companies concerned, the Government of India then undertook a general revision of the conditions of agreement with lascars, and a clause was inserted in the Article 8 limiting the range of service of lascars to 60 degrees north and 50 degrees south latitude, and prohibiting, inter alia, their employment during winter months on voyages in the Baltic or to any port in America north of 38 degrees north latitude. These restrictions have subsequently been modified by successive amendments of the lascar agreement form, but the prohibition on the employment of lascars as deck hands on the east coast of America, north of 38 degrees north latitude has, except for a temporary relaxation during the war, been continuously maintained.

Reasons for Removal of Restriction: (a) Improved amenities of Ships (b) Increasing employment opportunities: During recent years the Government of India has received several representations from shipping companies and seamen's unions to the effect that this restriction, which was originally intended to protect the health of seamen, is unnecessary at present, as in the modern steamers engaged in the trade between the United States and the East the seamen are accommodated in comfortable quarters with proper heating fixtures, etc. It has further been represented that the existence of this restriction has operated to reduce the opportunities of employment open to Indian seamen, besides causing considerable inconvenience and extra expenditure to the shipping companies concerned, and that, accordingly, the restriction should be withdrawn.

Temporary Suspension for 3 years: The Government of India has carefully considered the question in the light of the various representations made to it, and, with the object of gaining experience before making any permanent change, has decided to suspend the restriction, subject to certain conditions for safeguarding the health of lascars, for a period of three years commencing from the next winter season. During this period lascar seamen will be permitted to sign on for service in the prohibited latitudes, if they are willing to do so. The Government of India has decided not to make any amendments in the lascar agreement for the purpose, and have sanctioned instead a new additional stipulation which may, by mutual agreement, be inserted in the agreement opened in the case of ships proceeding to North America.

(The Hindustan Times, 25-8-1938).+✓

Labour Policy of Bengal Ministry Condemned: Indictment
by Bengal Workers -

Protest against the unsympathetic attitude of the present Ministry in power (non-Congress) in Bengal was registered at a rally of peasants, workers, students and citizens, numbering over 30,000 held at Calcutta on 29-7-1938 under the leadership of Mr. Subash Chandra Bose. (Mr. Bose is the present president of the Indian National Congress). The following resolution adopted on the occasion sums up Bengal labourers' charges against the Ministry of the province:

"The policy of the Ministry in Bengal with regard to labour has been, from the very beginning, one of veiled hostility towards genuine trade unionism. That hostility first manifested itself in the deliberate failure of the Ministry to implement the assurances most solemnly given to the workers on the occasion of the last jute strike. The Ministry has now under the guidance of the Labour Minister, who does not represent any of the eight labour constituencies in Bengal, embarked upon a systematic and ruthless policy of prosecution and persecution of trade unions and workers with a view to crush the movement itself. The indiscriminate application of Section 107 of the Criminal Procedure Code upon labour leaders, particularly upon the leaders of the Sea-men's Union, the promulgation of prohibitory orders under section 144 of the Criminal Procedure Code in all labour areas including Kharagpore, externment orders under the Public Security Act, the maintenance of secrecy with regard to the disbursement of the labour welfare fund, the sudden and mysterious appearance of rival unions run by known communalists and reactionaries and prompt recognition given to such paper unions by mill authorities who are pursuing a discriminating policy, in the matter of appointment and dismissal, the recent betrayal of the cause of the electrical workers, all reveal the existence of a deliberate effort to smother the genuine trade union movement in the province.

By such policy and action the Ministry in Bengal, particularly the Labour Minister, has forfeited the confidence of the people and this meeting therefore demands its immediate resignation."

(The Amrita Bazar Patrika, 31-7-1938).

44

Publications received in this Office during
July and August 1938.

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The (Baroda State) Trade Disputes Act (No. XXVI of 1938)

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- (1) Report and Statistical Returns relating to Workmen's Compensation Act in N.W.F.P. for 1937.
- (2) Report on the Working of the Workmen's Compensation Act in Assam for 1937.
- (3) Report on the Working of the Workmen's Compensation Act in Bengal for 1937.
- (4) Annual Returns and Review on the Working of the Workmen's Compensation Act, 1923, in Bihar for 1937.
- (5) Report of the Court of Enquiry on the Coimbatore Textile Labour Dispute.
- (6) Indian Cotton Mill Industry (Summary of Recommendations made by the various Labour Inquiry Committees and Conciliation and Arbitration Boards during 1937-38: ~~Bulletin~~ issued by the Employers' Federation of India, Bombay).
- (7) Report on Labour Census, 1935 (Hyderabad State).
- (8) Administration Report of the Madras Port Trust for 1937-38.

Enforcement of Conventions.

- (1) Annual Report on the Working of the Factories Act in Burma for 1937.
- (2) Annual Report on the Administration of the Factories Act in Bengal for 1937.
- (3) Report on the Working of the Factories Act in Madras for 1937.
- (4) Annual Report on the Working of the Factories Act in Ajmer-Merwara for 1937.
- (5) Annual Report on the Working of the Factories Act in the Punjab for 1937.
- (6) Report on the Working of the Factories Act in Assam for 1937.
- (7) Annual Review of the District Reports on the Working of the Indian Mines Act (IV of 1923) in C.P. and Berar for the year ending 31-12-1937.

Employers' Organisations.

- (1) The Report of the Committee of the Bengal Chamber of Commerce for 1937. Vol. I.
- (2) Annual Report of the Indian Merchants' Chamber, Bombay, for 1937.
- (3) Report of the Millowners' Association, Bombay, 1937.
- (4) Annual Report of the Indian Jute Mills Association, Calcutta for 1937.
- (5) Report of the Bombay Chamber of Commerce for 1937.

Workers' Organisations.

- (1) Copies of Presidential address and address of the Chairman of the Reception Committee at the annual conference of M. & S.M. Labour Union held at Perambur on 16-7-1938.
- (2) Annual Reports of the Textile Labour Association, Ahmedabad, for 1934 and 1936-37.
- (3) Annual Report on the Working of the Indian Trade Unions Act in Madras for the year ending 31-3-1937.

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The Indian Cotton Textile Industry Annual, 1938, by M.P.Gandhi.

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- (1) Annual Report on the administration of the Industrial Housing Scheme, Bombay, 1936-37.
- (2) Annual Public Health Report for 1936 and Annual Vaccination Report for 1936-37 for Bihar.
- (3) The Annual Report of the Public Health Commissioner with the Government of India for 1936. Vol. II.

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- (1) Report on the Working of Co-operative Societies in the N.W.F.P. for 1936-37.
- (2) Report on the Working of Co-operative Societies in Baroda State for 1936-37.
- (3) Report of the Working of Co-operative Societies in 1936-37 in Ajmer-Merwara.
- (4) Report on the Working of Co-operative Societies in C.P. and Berar for the year ending 30-6-1937.
- (5) Report on the Condition of the Co-operative Movement in Orissa by Diwan Bahadur K.D.Mudaliar.

Women and Children.

- (1) Report for 1937-38 of the Women's Fellowship of Service, Bombay.

Education.

- (1) Report of the Adult Education Committee, Bombay, 1938.
- (2) Report of the Vocational Training Committee, Bombay, 1938.
- (3) Report on Public Instruction in the N.W.F.P. for years 1932-37.

- 46
- (4) Report on Public Instruction in H.E.H. the Nizam's Dominions for 1934-35 and 1935-36, with Government review thereon.
 - (5) ~~Report on Public Instruction in Madras for 1936-37 and~~ *for the* 1932-33 to 1936-37 Vol. I.

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- (2) Report of the Working of the Department of Agriculture for the year ending 31-3-1937 in Central Provinces.

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for September 1938.

E. I. T. Registry
22 OCT. 1938
File No:
With:
Referred to:
Attached:

N.B. Every section of this Report may be taken out separately.

Contents.

Pages.

1. Ratifications.-	
(a) I.L.Convention re. Minimum Age (Non-Industrial Employment) (Revised); Orissa Millowners' Association, Balasore, Opposes Ratification.	1
(b) I.L.Convention re. Minimum Age (Non-Industrial Employment) (Revised); U.P.Merchants' Chamber, Cawnpore, Opposes Ratification.	1
2. National Labour Legislation.-	
(a) The Motor Vehicles Bill, 1938, passed by the Central Assembly; Provisions re. Minimum Age and Hours of Work.	2 - 3
(b) Indian Migration (Amendment) Bill, 1938; Passed by the Central Legislature.	3 - 4
(c) The Bengal Jute Ordinance, 1938; Limitation of Hours of Work and Looms in Jute Mills by Government.	4
(d) The Employers' Liability Bill, 1938; Bill Passed by the Central Legislature.	4
(e) Employment of Children Bill, 1938; Bill passed by the Central & Assembly and the Council of State.	4
(f) The Bombay Industrial Disputes Bill, 1938; Bill Undergoing Second Reading.	5
3. Conditions of Labour.-	
(a) Bengal Jute Ordinance, 1938; Government to regulate Hours of Work and Restrict Looms in Jute Mills.	6 - 7
(b) Minimum Wages for Bombay Municipal Employees; Rs.21/- and Rs. 18/- monthly for Women and Children Recommended by Standing Committee.	7 - 8
(c) Mysore Motor Bus Drivers Demand 8-Hour Day; Representation to Government by Mysore Motor Transport Workers' Union.	8
(d) Factory Administration in Hyderabad State During 1936-37.	8 - 9
(e) Industrial Disputes in U.P.; Government Contemplates Legislation on lines of Bombay Industrial Disputes Bill.	9 -
(f) Working Class Cost of Living Index Numbers for various centres in India during July 1938.	10
(g) Western India Match Factory Strike; Madras; Recommendation of Court of Enquiry; 10 Days' holiday with Pay Recommended.	10 - 11
(h) Minimum Wages and Paid Holidays for Municipal Sweepers; C.P.Government Appoints Committee of Inquiry.	11
(i) Jute Ordinance Condemned; Views of Bengal Provincial T.U.C.	12 - 13

	<u>Pages.</u>
(j) Labour Welfare Work in Bombay City; Government Orders Survey.	13
4. <u>Economic Conditions.</u>	
(a) Socio-Economic Survey of Sholapur; Gokhale Institute of Politics and Economics to Undertake 2-year Survey.	14
(b) The Bengal Shop Prices Regulation Bill; Introduced on 22-8-1938.	14 - 15
(c) Need for Protection of Indian Textile Industry; Tariff Board Enquiry to be Ordered.	15
(d) Regulation of Motor Transport in Ceylon; Census of Motor Vehicles Contemplated.	15 - 16
(e) Development of Industries in U.P.; Commercial Intelligence Service and Industrial Financing Corporation set up.	16
✓ (f) Planned Industrialisation of India; Congress Industries Ministers' Conference, New Delhi, 2 and 3-10-1938.	17 - 20
5. <u>Employment and Unemployment.</u>	
(a) Statistics of Unemployment to be included in 1941 Census; Suggestion by Indian Merchants' Chamber, Bombay.	21
(b) Plan for new Agency for Relief of Unemployment; Memorandum to U.P. Government by General Secretary, U.P. Association of Educated Unemployed.	21 - 22
(c) Alleviation of Unemployment in Madras; Labour Minister's Scheme under Consideration of Government.	22
(d) Relief of Unemployment in Bihar; Government's Review of Work done.	23
6. <u>Social Conditions.</u>	
The Bihar Prohibition Act, 1938, (Bihar Act VI of 1938).	24
7. <u>Public Health.</u>	
(a) Nutrition Committee set up in Mysore State; Sequel to Java Conference on Rural Hygiene.	25
(b) Nutrition Surveys in India; Work in 1937 of Nutrition Research Institute, Coonoor.	25 - 26
(c) Health of Bombay Factory Workers; Bombay Corporation urges Government to appoint Enquiry Committee.	26 - 27
(d) Recreation Centres in U.P. Villages and Municipalities; Recurring Yearly Grant of Rs. 29,000/- Sanctioned.	27
8. <u>Education.</u>	
(a) Review Reorganisation of Educational System of Hyderabad State; Recommendations re. Vocational Training in Abbot Report.	28 - 30
(b) Compulsory Education of Children up to 11 years; To be Extended to B and E Wards of Bombay City.	30 - 31
9. <u>Agriculture.</u>	
The Punjab Registration of Money-lenders' Act, 1938; (Punjab Act III of 1938).	32.

	<u>Pages.</u>
10. <u>Maritime Affairs.</u> -	
(a) Sickness Insurance for Seamen; Bombay Chamber of Commerce asks for Details of Scheme.	33
(b) Indian Seamen's Welfare in Calcutta; Seamen's Welfare Association's Offer to run Venereal Clinic; Special Sub-Committee for Welfare Work Formed.	34
11. <u>Migration.</u> -	
(a) Denial of Franchise to Indians in Ceylon; Discrimination Continued in veiled form in Amended Village Committee's Ordinance.	35
(b) Indian Emigrants Abroad; Survey of Conditions in 1937-38 by Government of India.	36 - 38
12. <u>General.</u> -	
The Ceylon Shops Bill; First Reading of Government Measure in State Council.	39 - 40
13. <u>Publications received in this Office during September 1938.</u>	41

Ratifications.

B. I. T. Registry

22 OCT. 1938

I.L. Convention re. Minimum Age (Non-Industrial Employment)
(Revised): Orissa Millowners' Association, Balasore, Opposes Ratification

It is understood that the Government of India is now consulting industrial interests as to the possibility of India ratifying or giving effect to the I.L. Convention re. Minimum Age (Non-Industrial Employment) (Revised) adopted in 1937. The Orissa Millowners' Association, Balasore, after considering the Government's communication on the subject during the last week of August 1938, has decided that under existing conditions in India, and these in Orissa particularly, it was prejudicial to the interests of both Indian industry and labour to give effect to the Convention in this country.

(The Amrita Bazar Patrika, 28-8-1938.) ✓

I.L. Convention re. Minimum Age (Non-Industrial Employment)

(Revised): U.P. Merchants' Chamber, Cawnpore, Opposes Ratification

The reply sent by the United Provinces Merchants' Chamber, Cawnpore, to the Provincial Government with regard to its enquiry as to the possibility of India ratifying or giving effect to the I.L. Convention re. Minimum Age (Non-Industrial Employment) (Revised), adopted in 1937, does not favour any legislation in this respect. It is pointed out that as long as primary education has not been made compulsory it would be clearly unwise to restrain the children of skilled labourers from learning the craft of their fathers from an early age.

The Chamber, however, agrees that children should not be employed in hotels, restaurants and places of public entertainment, particularly in such of them to which bars are attached, and suggests that the age limit be fixed at 15 for employment at such places. No legislation, it is stated, is necessary for this prohibition and observance of this may be enforced by stipulations in bar licenses or even by simple administrative instructions to the excise authorities. Beyond this the Chamber does not consider any legislative action to restrict employment of children necessary or just. (The National Herald, 21-9-1938).

The Motor Vehicles Bill, 1938, passed by the Central Assembly:
Provisions re. Minimum Age and Hours of Work. +

At pages 2-3 of our May 1938 report were reproduced the provisions relating to age of employment and hours of work of drivers of motor vehicles in the Motor Vehicles Bill, 1938, which was introduced in the Central Assembly on 18-3 18-3-1938. The Select Committee to which the Bill was referred, recast the above provisions as follows:-

Age Limit for Drivers of Motor Vehicles:- Section 4 (1) No person under the age of eighteen years shall drive a motor vehicle in any public place.

(2) Subject to the provisions of section 14, no person under the age of twenty years shall drive a transport vehicle in any public place.

(3) No thing contained in sub-section (1) or subsection (2) shall prevent any person who, before the commencement of this Act, possessed a licence to drive a motor vehicle from obtaining a licence to drive a motor vehicle of the same class.

Restriction of Hours of Work of Drivers:- Section 64. (1) No person shall cause or allow any person who is employed by him for the purpose of driving a transport vehicle or who is subject to his control for such purpose to work ---

(a) for more than five and a half hours before he has had an interval of rest of at least half an hour; or

(b) for more than eleven hours before he has had an interval for rest of at least eleven hours; or

(c) for more than fifty-four hours in the week.

(2) The Provincial Government may by rule made under section 67 extend all or any of the provisions of sub-section (1) to drivers of such motor vehicles as may be prescribed.

(3) The Provincial Government may by rule made under section 67 grant such exemptions from the provisions of sub-section (1) as it thinks fit, to meet cases of emergency or of delays by reason of circumstances which could not be foreseen.

(4) The Provincial Government may require persons employing any person whose work is subject to any of the provisions of sub-section (1) to fix beforehand the hours of work of such persons so as to conform with these provisions, and may provide for the recording of the hours so fixed.

(5) No person shall work or shall cause or allow any other person to work outside the hours fixed or recorded for the work of such persons in compliance with any rule made under sub-section (4)

(6) The Provincial Government may prescribe the circumstances under which any period during which the driver of a vehicle although not engaged in work is required to remain on or near the vehicle may be deemed to be an interval for rest within the meaning of sub-section (1).

Debate over Select Committee's Report: Amendment reduces Daily Hours to 9:- During the detailed consideration of clauses which

began on 31-8-1938 in the Central Assembly, Mr. N.M. Joshi moved two amendments to Clause 64. By the first amendment the period for which a driver shall work at a stretch was reduced from five and a half hours to five hours. Mr. Joshi's other amendment provided that the hours of work of drivers shall not be more than nine hours a day. These amendments were accepted by the House without a division.

Amendment to provide for further Reduction of Hours of and for Weekly Rest Lost:- A third amendment by Mr. Joshi sought to empower the Provincial Governments to modify the provisions referring to hours of work in prescribed circumstances by increasing the interval of rest to one hour instead of half an hour, by reducing the hours of work per day to eight, by reducing the hours of work per week from 54 to 48 and by requiring that a driver shall have an interval of rest of 24 hours or one calendar day in each week.

The above amendment was pressed to a division and rejected by 34 voted to 29. The amendment was supported by the Government and opposed by the European Group, the Congress Nationalists and the Muslim League, while the Congress Party remained neutral. In the course of the debate Mr. Joshi's amendment was commended to the House by Mr. Clow and Professor Ranga.

(The Statesman, 13-9-1938).

The Bill was passed by the Central Assembly on 17-9-1938).

(The Hindustan Times, 18-9-1938). ✓

Indian Emigration (Amendment) Bill, 1938:

Passed by Central Legislature. ✓

Reference was made at pages 7-8- of our August 1938 report to the introduction in the Central Assembly of the Indian Emigration (Amendment) Bill, 1938, which empowers the Government to control "unassisted" emigration of unskilled workers from India. The Bill was taken up for consideration on 17-8-1938 on the motion of Sir G.S. Bajpai, (Secretary, Department of Education, Health and Land).

In doing so, he gave figures to show that unassisted emigration of unskilled labourers proceeding to Malaya and Ceylon was rapidly increasing year by year. This unrestricted flow of was likely to disturb the conditions of life of Indians in these Colonies, for whom the Government had secured a certain standard of wages after prolonged negotiations. The Central Government had therefore, after consulting-~~after~~ consultation with the Madras Government (for the emigrants were ^{almost} entirely Madrasis) decided to bring forward this Bill.

Professor Ranga moved an amendment penalising persons who assisted emigration in contravention of the Bill. (The Bill as it was, imposed penalties only on labourers who attempted to emigrate in contravention of the Bill). This amendment was accepted by the House and the Bill was passed the same day.

(The Hindustan Times, 18-9-1938). ✓

83. 4

The Bill as passed by the Assembly was adopted by the Council of State on 20-9-1938.

(The Statesman, 21-9-1938). ✓

The Bengal Jute Ordinance, 1938:
Limitation of Hours of Work and Looms in Jute Mills by
Government. ✓

X At pages 6-7 of the present report, under the Section: "Conditions of Labour", is given a summary of the main provisions of the Bengal Jute Ordinance, 1938, promulgated on 9-9-1938. The Ordinance seeks to regulate output by empowering Government to reduce hours of work and to prohibit increase in loomage in jute mills of Bengal. ✓

The Employers' Liability Bill, 1938:
Bill Passed by the Central Legislature. ✓

Reference was made at page 5 of our August 1938 report to the introduction of the Employers' Liability Bill, 1938, on 15-8-1938 in the Central Assembly. The Bill was taken up for consideration by the Assembly on 20-9-1938 and passed by it the same day. ✓

(The Statesman, 21-9-1938).

The Bill as passed by the Assembly was adopted by the Council of State on 22-9-1938.

(The Statesman, 23-9-1938). ✓

Employment of Children Bill, 1938:
Bill passed by the Central Assembly and the Council of State. ✓

The Employment of Children Bill, 1938, introduced on 15-8-1938 in the Central Assembly, to which reference was made at pages 2 and 5 of our August ¹⁹³⁸ report, was passed by the Assembly on 20-9-1938.

(The Hindustan Times, 21-9-1938). The Bill as passed by the Assembly was adopted by the Council of State on 22-9-1938,

(The Statesman, 23-9-1938). ✓

The Bombay Industrial Disputes Bill, 1938;
Bill Undergoing Second Reading. ✓

Reference was made at page 3 of our August 1938 report to the introduction on 2-9-1938 in the Bombay Legislative Assembly of the Bombay Industrial Disputes Bill, 1938. On the same day the Government moved that the Bill should be taken into consideration. Labour members in the Assembly opposed the motion without success.

In the course of the debate on the ~~first~~ first reading of the Bill, members of the Assembly representing labour interests criticised the Bill for curtailing the right of workers to strike (vide pages 23-24 of the August 1938 report for the views of the Bombay Provincial Trade Union Congress on the Bill).

The debate on the ~~first~~ first reading of the Bill came to a close on 15-9-1938, and the second reading was commenced on 16-9-1938. ✓

Conditions of Labour.

Bengal Jute Ordinance, 1938: Government to
regulate Hours of Work and Restrict Looms in Jute Mills. ✓

D. I. T. Registry
22 OCT. 1938

March

References were made at pages 16, 11 to 12, and 8 of the February and May 1938 reports respectively of this Office to the obstructionist tactics of a group of small jute mills in Bengal to frustrate the efforts of the Indian Jute Mills Association to effect a working time agreement between all jute mills with a view to control jute output. Unrestricted production since 1936 has led to continuing loss, which in its turn has already forced a few mills either to close down or to abolish double-shifts, thereby throwing a number of workers out of employment. The Minister of Commerce and Labour, Government of Bengal, met the group of dissident millowners to bring about an agreed formula regarding working hours, but without success.

Provisions of Bengal Jute Ordinance, 1938: Regulation of Hours of Work and Loomage:- The Bengal Government thereupon issued an Ordinance on 9-9-1938 restricting manufacture of jute products by regulating hours of work in jute mills. (for text, vide pages 247 to 249 of the Calcutta Gazette Extraordinary dated 9-9-1938). The Ordinance reserves the right for Government to fix the times during which each mill can work and to restrict the increase or replacement of looms in any jute mill.

Appointment of Advisory Committee: A 45-Hour week fixed for jute mills:- In order that the Provincial Government may have the considered opinion of the industry itself in matters which affect it so vitally, it has set up an ~~and~~ Advisory Committee to advise Government in regard to the Jute Industry in general and matters covered by the Ordinance in particular. At a meeting held on 12-9-38 the Committee recommended a 45-hour week as the maximum working period for all big mills, and a 72-hour week for the five small mills having 175 looms or under. The Committee is reported to have further recommended that no extension of looms should be granted to mills having 300 looms or over, but have suggested that the five small mills might be allowed extension of their looms up to 300, with the provision of these that as soon as any one of these mills increased its looms over 175, it would come within the 45-hour week regulation.
(The Amrita Bazar Patrika, 14-9-1938)

Future Policy of Government:- The Government proposes utilising the period that will elapse from the date of the promulgation of the Ordinance and its being passed into an enactment in the next session of the Legislature, to investigate the possibility of the establishment of a statutory body with full controlling powers. It is not possible for Government, without consulting the interests involved to create such a statutory body immediately. It proposes therefore, before the ordinance takes the form of Legislative enactment, to send

7
consult the industry and the interests involved regarding the administration of the Act and the constitution and the functions of the statutory body, and to make provision in the Act to secure for the proposed Statutory body ample powers to fulfill its purposes.

(Summarised from Press Note dated 9-9-1938
issued by the Director of Public Information,
Bengal) ✓.

Minimum Wages for Bombay Municipal Employees:
Rs. 21/- and Rs. 19/- monthly for Women and Children
Recommended by Standing Committee. ✓.

References were made at pages 11 and 22 of our January and February 1938 reports to the decision of the Bombay Corporation to fix Rs. 25/- as the minimum salary per month, exclusive of benefits such as house rent allowance or the value of free quarters, for employees of the Corporation, excluding women, boys and ~~men on daily wages.~~ The Standing Committee of the Corporation at a meeting held on 31-8-1938 approved of two reports submitted by the Commissioner, Bombay Corporation, ^{as first} advising the Municipality against fixing the minimum wage payable to women and boys employed by the Municipality at Rs. 25, and the second against extending the leave rules to the inferior service.

Lower Minimum for Women and Boys:- The Commissioner recommended that the wages of women drawing Rs. 19 and below should be increased to Rs. 21 per month and that the pay of boys (there are at present only 3 boys in the Corporation's service) should be raised from Rs. 18/- to Rs. 19/- per month. The additional cost entailed by the increase given to women and boys is estimated to cost the Corporation Rs. 43,000 per annum. Arguing the case against the proposal to give women and boys also a minimum wage of Rs. 25/- per month, the Commissioner stated that to pay women and boys the same wages as are paid to men irrespective of the amount of work performed was neither an economical nor a reasonable proposition. It would only lead to a gradual replacement of women and boys by men and thus create a new labour problem. He also said that the expenditure entailed by such a step, amounting to Rs. 475,000 per annum, would be beyond the financial capacity of the Corporation. ✓.

8

No Extension of Leave Rules to Inferior Staff:- The extension of the leave rules to the inferior staff, the Commissioner said, would mean an additional liability of over Rs. 2,20,000 per year. He therefore advised against such extension, and the Standing Committee approved of the Commissioner's recommendation. ✓

(The Times of India, 2-9-1938), +

Mysore Motor Bus Drivers Demand 8-Hour Day:
Representation to Government by Mysore Motor Transport Workers Union. ✓

The Mysore Motor Transport Workers' Union has recently submitted a letter to the Chief Secretary to the Government of Mysore bringing to his notice certain grievances of motor drivers employed in the several bus services in Bangalore City. The letter alleges that the drivers are worked 16 hours and more per day. The Union urges the Government to fix their hours of work at eight per day and to undertake the necessary legislation in the matter.

The Chief Secretary has forwarded the letter to the Traffic Board, Mysore.

Existing Rules re. Hours of Work and Rest Periods.- Rule 46 of the Mysore Motor Transport and Taxes Act provides that "No person shall drive or cause or permit any person employed by him, or subject to his order, to drive a motor bus (1) for a continuous period of more than six hours or, (2) for a continued period amounting in the aggregate to more than eleven hours in any period of 24 hours calculated from midnight or, (3) so that the driver has not at least ten consecutive hours of rest in any period of 24 hours.

(The Times of India, 29-8-1938). ✓ +

Factory Administration in Hyderabad State

During 1936-37 *. ✓ +

Statistics of Factories.- During the year 1346 Fasli (6-10-1936 to 5-10-1937) the number of factories on the register increased from 521 to 559. The net increment is the result of 40 factories being added, and 2 factories being removed from the register. Of the 559 factories on the register 410 factories worked during the year and the others remained closed. Of the factories that worked 65 were perennial factories and 345 seasonal. 231 seasonal and 6 perennial factories and industries were connected with the cotton industry.

* Report on the Administration of Factories and Boilers Inspection Department of H.E.H. the Nizam's Government for the year 1346 Fasli, (6th October 1936 to 5th October 1937). (With the Government Review thereon) --- Hyderabad-Deccan --- Government Central Press, 1938. pp. 20.

Inspection.- Of the 410 factories in commission during the year 373 were inspected; ~~259~~ which 259 were inspected once, 79 twice and 35 more than twice. Besides, 38 unregistered factories ~~ere~~ were inspected and instructions to protect machinery ^{in them} were issued.

Statistics of Workers: Number of Children.- The average daily number of operatives in all the industries as estimated from the annual returns received from the factories was 32,493 or an increase of 2,761 over the figure of the last year.

During the year the average daily number of children employed was 256 in the spinning and weaving mills, and 779 in other industries (including 168 apprentices and students working in the Government Mint Workshops) as compared with 331 children employed in the spinning and weaving mills, and 610 in other industries (including 247 apprentices working in the Mint workshop) during the preceding year, or an increase of 94 in the total number of children employed in all the industries. In the year under report, 583 children were examined and granted certificates by the Certifying Surgeons as against 274 children in the preceding year.

Number of Women Workers.- During the year, the average daily number of female employees in all the registered factories was 10,647 of which 1382 were employed in the spinning and weaving mills. No case of employment of women in the nights was detected.

Accidents.- There were 119 accidents during the year of which 3 were fatal, 50 serious and 66 minor, as against 66 accidents (2 fatal 21 serious and 43 minor) in 1935. The Chief Inspector has remarked that the need for a Workmen's Compensation Act is being felt keenly. (A Bill is already under consideration of the Government.)

Protection of Machinery.- Protection of machinery is reported to be generally satisfactory. ✓ +

Industrial Disputes in U.P.: Government

Contemplates Legislation on lines of Bombay Industrial Disputes Bill.

According to a message from the Statesman's Correspondent in Cawnpore, a message on lines similar to the Bombay Industrial Disputes Bill, 1935, is likely to be introduced by the Government of the United Provinces in the next session of the local Legislative Assembly. The draft of the Bill, it is understood, is now under the consideration of the Government Industries Secretariat. The Bill is expected to provide for the recognition of trade unions, the appointment of a conciliator and board of conciliation and also possibly a court of industrial arbitration. Since one of the Cawnpore strikers' demands included agreement on terms of employment, the new measure, it is understood, will provide for the drawing up of standing orders regulating relations between employers and employees. -Providing Provision will be made for making strikes and lock-outs illegal and punishable under certain circumstances. (The Statesman, 11-9-1938). ✓ +

Working Class Cost of Living Index Numbers for various
centres in India during July 1938. ✓

The cost of living index number for working classes in various centres of India registered the following changes during July 1938 as compared with the preceding month.

Bombay.-- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in July 1938 rose by 1 point to 106. The average in the year 1937 was 106.

Ahmedabad.-- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in July 1938 remained unchanged at 71; for 1937 the average was 75.

Sholapur.-- The index number (base: year ending January 1928) of the cost of living in Sholapur during July 1938 remained unchanged at 71. The average for 1937 was 73.

Nagpur.-- The index number (base: January 1927) of the cost of living in July 1938 declined by 1 point to 60, which figure is, however, provisional.

Jubbulpore.-- The index number (base: January 1927) of the cost of living in Jubbulpore in July 1938 fell by 1 point to 55 which is also provisional.

(Extracted from the Monthly Survey of Business
Conditions in India for July 1938.) ✓

Western India Match Factory Strike, Madras:

Recommendations of Court of Enquiry:

10 Days holiday with Pay Recommended. ✓

On 12-5-1938 the workers of the Western India Match Company Limited, Tiruvottiyar, struck work, consequent on the refusal of the management to accede to certain demands put forward by them. (Vide page 21 of our June 1938 report). The Government of Madras intervened, and as a result both parties agreed to a Court of Enquiry being appointed. A Court of Enquiry was appointed on 30-7-1938 to make recommendations in regard to "the pay, emoluments and facilities granted by the Western India Match Company, Limited, to the workers in Madras in comparison with the pay, emoluments, and facilities granted by other industries in the Presidency to their workers and particularly the pay, emoluments and facilities granted to their workers by other match manufacturers in the Madras Presidency."

11

Recommendations of the Court.- The recommendations of the Court, (which held sittings from 12-9-1938 to 15-9-1938), submitted recently, are summarised below:-

1. Holidays with Pay.- In view of the fact that the workers' demand for paid holidays is very reasonable and also as some other industries in the city are already granting it and have not waited for legislation on the point, the Court recommends that the ten days' casual leave be granted to the workers. The Court considers that leave for 10 days is modest in view of the attendance bonus already being paid. The company employs 750 workers and this grant of 10 days' holidays has been estimated by the Court to entail an expense of Rs. 6,000 per annum.

2. Wage Rates.- The Court has found the rates of wages in the factory quite satisfactory and has, therefore, recommended no increase.

3. Hours of Work.- The number of hours of work per day at present is 8 1/2. The union wants a 7-hour day with no reduction in wages. This, the Court points out, is not possible, but states that in some other major companies, however, the hours of work are 8, 8 1/2, and 9.

4. Other Recommendations.- Other recommendations include the maintenance by the company of a more fully equipped dispensary. In view of the low dividends of the factory, the Court does not think the Company can be asked to provide additional housing facilities for the workers.

(Summarised from a Communiqué dated 21-9-1938 issued by the Development Department, Madras.). ✓

Minimum Wages and Paid Holidays for Municipal Sweepers:
C.P. Government Appoints Committee of
Inquiry. +

The Government of the Central Provinces and Berar has appointed a Committee to examine the wages and conditions of work of sweepers in municipal and notified areas in the Province. The Chairman of the Committee is Mr. A.V. Thakkar, General Secretary, Harijan Sevak Sangh, Delhi, and its Secretary, Mr. P.K. Sen, Inspector of Factories, C.P.

Terms of Reference.- The terms of reference of the Committee are will be:-

(1) to examine the wages paid to sweepers, male and female and to report on (a) their adequacy or inadequacy; (b) the desirability and feasibility of introducing (i) a system of minimum wages and (ii) a system of holidays with pay; (2) to examine and report on their conditions of work and living with particular reference to housing and sanitation, and to make recommendations in regard to the measures necessary for bringing about an improvement.

(The Amrita Bazar Patrika, 27-9-1938). ✓

Jute Ordinance Condemned:
Views of Bengal Provincial T. U. C. +

X At pages 6-7 of the present Report (under the section: "Conditions of Labour") are given the salient features of the Bengal Jute Ordinance, 1938. At a meeting of the Working Committee of the Bengal Provincial Trade Union Congress held on 12-9-1938 at Calcutta, under the presidency of Mr. Mukundalal Sircar, a resolution was adopted protesting against the promulgation of the Ordinance, which, in the view of the meeting, aimed at fostering the interests of capitalists, particularly of the European ones, to the detriment of the interests of the workers, including those of the jute growers and the general public.

The Ordinance an Anti-Labour Measure.- The committee held that the Ordinance hit the workers directly, as it contained neither any safeguards for preventing the existing rates of wages, already below the subsistence level, from suffering a further reduction owing to the shortening of hours of work as laid down in the Ordinance, nor any provision for those who would be thrown out of employment as a result of it. In the opinion of the meeting, the Ordinance was a gift to the European capitalists as represented by the Indian Jute Mills' Association for the assistance the European ~~block~~ bloc inside the Bengal Assembly gave to the present Ministry on the occasion of the voting on the no-confidence motion against the latter and revealed once more the anti-national and anti-working class character of the Ministry. (In this connection, reference may also be made to page 43 of our August 1938 Report.)

The meeting urged the immediate repeal of the Ordinance and called upon the workers of Bengal to carry on an incessant campaign against the Ordinance.

(The Amrita Bazar Patrika, 16-9-1938.)

Government Justifies Measure.- In a communiqué dated 24-9-1938, issued by the Director of Public Information, Bengal, the Government has justified the promulgation of the Ordinance as a necessary step to prevent a collapse in the jute mill industry, the existence and welfare of which is vital for Bengal. The jute mills, it is pointed out, have been losing money every month and it is estimated

that they were losing Rs. 4 millions a month. At the same time, they were producing more hessian and sacking, namely, more manufactured goods than there was a demand for, with the result that the stock was increasing rapidly and a time was soon arriving when many mills would have closed down throwing a large number of labourers out of work and many others would have curtailed their hours of work. It is believed that if the conditions had persisted in this manner 48,000 labourers would have been thrown out of employment, which number might have later increased to 70,000.

It is also pointed out that the result of the new rule will be that only those labourers working in night shifts will be retrenched and it is hoped that employment will be found for them in those mills which have already closed down and which will be opened under the new conditions. Instead of throwing so many thousands of labourers out of work everyone will have some work and will get some wages instead of some people getting full wages and some others starving for want of employment. This new law has been ^{adopted} ~~done~~ in accordance with the wishes of the labourers whose unanimous opinion it is that everyone should have some work to do rather than that some should have more and others should have nothing at all. ✓

Labour Welfare Work in Bombay City:

Government Orders Survey. ✓

The Government of Bombay has decided to make a survey of labour welfare activities undertaken by different agencies as a first step in the direction of extending and co-ordinating industrial ^{welfare} work in Bombay City. The Commissioner of Labour, Bombay, has asked various welfare institutions in the city to furnish him with the details of work done by them. He says that Government is of the opinion that the minimum needs of industrial workers are the establishment of libraries and reading rooms, provision of facilities for physical culture and recreation, and the publication of appropriate literature for industrial workers.

(The Indian Textile Journal, September 1938.) ✓
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Socio-Economic Survey of Sholapur: Gokhale Institute
of Politics and Economics to undertake 2-year Survey. ✓

At the request of the Sholapur Municipality, the Gokhale Institute of Politics and Economics, Poona, has begun a socio-economic survey of the city. The survey will consist of a study of small and large-scale industries, especially handloom and flour mill industries, wholesale and retail trades, markets, bazars and fairs, educational activities, social work carried on by public institutions and charitable bodies, some important professions, health conditions and problems of general interest to the city population, including water-supply and drainage, and samples of dwellings of the people. The study will also include the economics of transportation, labour conditions, taxation measures, excise policy, etc, of the city.

It is expected that the collection of data will occupy about 15 months and about the same time will be needed for the analysis and tabulation of the data and the writing of the report.

Mr. L.V. Gogte is in charge of the Survey. +

(The Times of India, 30-8-1938). ✓

The Bengal Shop Prices Regulation Bill:
Introduced on 22-8-1938. ✓ +

Prof. Hamayun Kabir has introduced on 22-8-1938 in the Bengal Legislative Council the Bengal Shop Prices Regulation Bill, 1938, to provide for the regulation of prices of articles of merchandise sold in shops and through agents or representatives and to introduce fixed selling prices.

According to the Statement of Objects and Reasons appended to the Bill, the Bill is aimed to save middle class shopkeepers from the evil effects of unhealthy and unrestricted competition in trade. Uncertain prices and haggling mean time lost and tempers frayed. The present system entails unnecessary strain on the workmen in the distributive and allied sections in shops and very often results also in loss of trade and confidence of the buying public. It is, therefore, imperative that the State should control the retail and wholesale prices of various commodities and manufactured articles, by legislation designed to improve the present deplorable conditions prevailing in the general trade of the province.

15

The Bill enjoins a shopkeeper to fix the prices of his commodities at certain definite rates and not to make reductions in them as a result of haggling. The prices are not to be varied from time to time on the same day except in the case of perishable goods. Articles or goods are not to be exposed or displayed before customers without the price being definitely indicated and goods are not to be sent to residences of customers without marking on them their prices. Observance of the above provisions are to be enforced by creating a corps of shop inspectors.

The text of the Bill is published at pages 133 to 136 of Part IV-B of the Calcutta Gazette dated 1-9-1938. ✓

Need for Protection of Indian Textile Industry:

Tariff Board Enquiry to be Ordered. ✓

The period of protection at present enjoyed by the textile industry in India will come to an end on March 31, 1939. The question whether the industry should continue to enjoy protection, and if so, for what period and at what level will, it is understood, be determined by a Tariff Board. The personnel of the Tariff Board to be appointed to conduct this inquiry is expected to be Sir A. Ramaswamy Mudaliar (Chairman), Dr. Sir Zia-ud-Din Ahmed and Mr. Roughton, members. A junior I.C.S., officer is likely to be selected to act as Secretary to the Board.

(The Hindustan Times, 4-9-1938). ✓

Regulation of Motor Transport in Ceylon:

Census of Motor Vehicles Contemplated. ✓

The Government of Ceylon, acting on the principal recommendation of the Hammond Commission on Transport, has decided to take an island-wide census of motor buses and lorries, and collect data about the routes on which they ply, the hours of work of men employed in them, their ownership and other factors. This will be followed by the establishment of a Central Authority for the control and direction of all motor transport in the Island.

It is also understood that a Highway Code for Ceylon, printed in three languages--English, Sinhalese, and Tamil-- will shortly be published by the Government for the instruction of all road users--motorists, busmen, pedestrians and carters. The object of the code is to

16

effect a reduction of accidents on the road. In recent years the Police Traffic authorities have drawn attention to the increasing toll of the road, and in their analysis of the causes of such accidents, have shown that the pedestrian is the chief cause of the accidents, closely followed by drivers.

(The Times of India, 24-9-1938). ✓

Development of Industries in U.P.:

Commercial Intelligence Service and Industrial Financing Corporation set up. ✓

In addition to the establishment in the United Provinces of the Bureau of Economics for the collection of statistical data (vide page 33 of our August 1938 report), the local Government has set up a Commercial Intelligence Section attached to the Industries Department of the Government.

Functions of the Commercial Intelligence Service.- The object of the new section is the collection and dissemination of commercial intelligence. It will be independent of the Central Bureau of Economic Intelligence which will be under the Director of Public Information. The new section will attend to individual inquiries, will collect, collate and disseminate useful industrial and commercial information, will explore sources, actual as well as potential, of raw materials, their prices and other incidental expenses and will study the potential market for products of the United Provinces and the movement of commodities and agencies through which it takes place.

To help the business community, a monthly report of business conditions in the United Provinces will also be issued. The Commercial Intelligence section will also prepare an authoritative commercial directory for the United Provinces and issue periodical supplements. Schemes for starting small industries are being prepared and will be issued in the form of a special series to help commercially-minded educated young men.

(Statesman, 25-9-1938).

U.P. Industrial Financing Corporation.- With the object of financing small-scale enterprise in the Province, the United Provinces Industrial Financing Corporation, was started in June 1938 and registered as a joint stock company on 24-6-1938. The Corporation is a Government controlled body, three of its directors being nominees of the Government; the Government has further agreed, for a maximum period of 15 years and up to Rs. 150,000, to make certain annual payments to the Company. The capital authorised is Rs. 50,00,000 divided into 500,000 shares of ten rupees each. The present issue is 150,000 shares of ten rupees each.

(The National Herald, 22-9-1938). ✓

Planned Industrialisation of India: Congress
Industries Ministers Conference, New Delhi, 2 & 3-10-38.

A conference of Industries Ministers of the seven Congress provinces with a view to studying the industrial possibilities of the various provinces and utilizing the existing industries for the improvement of the country was held at New Delhi on 2 & 3-10-1938 under the presidentship of Mr. Subhas Chandra Bose, President, Indian National Congress. Among those present were Mr. V.V. Giri (Madras), Dr. Katju, (United Provinces), Mr. Kanungga (Orissa), Dr. Syed Mahmud (Bihar), Mr. L.M. Patil (Bombay), all Ministers of Industries. Besides the Industries Ministers there were present Sir M. Visweswarayya, Mr. J.B. Kripalani, Mr. G.D. Birla, and Lala Shankarlal.

The proceedings of the conference opened with an address by the Congress President, and was followed by the reading of memoranda by various Ministers making suggestions.

Presidential Address.- Declaring the conference open, Mr. Bose said ~~that Congressmen to-day~~ had not only to strive for liberty but ~~had also to devote a portion of their thought and energy~~ to problems of national reconstruction. They had to determine whether this revolution would be a comparatively gradual one as in Great Britain or a forced march as in Soviet Russia, and there was no doubt that India's position demanded that it should be a forced march. With the problems of poverty and unemployment looming so large in the national life of the country to-day, the question of utilizing all the resources of the country to the best advantage of the nation had assumed enormous importance. He maintained that India had resources similar to those of the United States of America or Russia. What was wanted was a systematic and organised ~~exploitation~~ ^{expansion} of those resources in the interests of the nation. He quoted the example of Russia, which had made remarkable progress since the War.

Taking of cottage industries, the Congress President said that there was no conflict between cottage industries and large scale industries. Such a conflict, if any, arose out of misunderstanding. He was a firm believer in the need for developing India's cottage industries, though he held that they had also to reconcile themselves to industrialisation.

Detailing the problems of the conference had to consider, he emphasized the following points:

- (1) Arrangement for a proper economic survey of each province.
- (2) Co-ordination between cottage industries and large-scale industries with a view to preventing overlapping.
- (3) The advisability of having a regional distribution of industries.
- (4) Rules regarding technical training in India and abroad for Indian students.
- (5) Provision for technical research.
- (6) The advisability of appointing a committee of experts to give further advice on the problems of industrialization.

Speech of Mr. V.V. Giri.- Mr. V.V. Giri, Minister for Industries, Madras, regretted that as regards the key industries, mineral resources, shipping and other means of transport, the views of the Congress Provincial Governments and the Central Government, ^{which are always in agreement.} In his opinion, the Congress industrial programme should be directed to make the country self-contained in respect of all industries for which raw material was available in the country and thus save the drain of millions of rupees to foreign countries and at the same time provide employment for the unemployed masses. He suggested the following points for consideration of the Conference.

1. A list of important and key industries deserving State recognition and encouragement should be drawn up.
2. These industries should be set up and fostered in areas which are economically more suitable so as to be in a better position to meet foreign competition and give the maximum relief to the consumer.
3. The indiscriminate expansion of a particular industry should be controlled to avoid cut-throat competition and to give adequate return to labour.
4. Currency, tariff, railway freight, etc., being vital factors for the development and progress of these industries, all the provinces and the States must combine and present a united demand to the Central Government for necessary help and protection.

Mr. V.V. Giri referred to Sir M. Visweswarayya's scheme for the establishment of an automobile factory in India and observed that the time had come when there should be coordination of all provinces in starting this industry and he had no doubt that even the Indian States would co-operate in this great objective which would prevent the annual drain of Rs. 8,00,00,000. He hoped that the Conference would come to definite and concrete conclusions on this point and give a lead to the country.

Others who addressed the Conference were Dr. Syed Mahmud, Mr. L.M. Patil, Dr. Katju, Mr. Kanunga, Mr. G.D. Birla and Sir M. Visweswarayya,. All the speakers emphasized the need for proper economic planning, revitalizing the existing industries, both big and small, and devising ways and means for developing new industries. Sir M. Visweswarayya laid special emphasis on his motor industry scheme.

Resolutions Adopted.- The following resolutions were adopted by the Conference.

Unemployment to be combated by Planned Industrialisation.- This conference of the Ministers of Industries is of the opinion that the problems of poverty and unemployment, of national defence and of the economic regeneration in general cannot be solved without industrialization. As a step towards such industrialization, a comprehensive scheme of national planning should be formulated. This scheme should provide for the development of heavy key industries, medium-scale industries and cottage industries, keeping in view our national requirements, the resources of the country, as also the peculiar circumstances prevailing in the country. The scheme should provide for the establishment of new industries of all classes and also for the development of the existing ones.

Large-scale Industries to be started first.- This conference having considered the views of several provincial Governments, is of the opinion that pending the submission and consideration of a comprehensive industrial plan for the whole of India, steps should be taken to start the following large-scale industries of national importance on an all-India basis, and the efforts of all provinces and Indian States should, as far as possible, be co-ordinated to that end.

- (a) Manufacture of machinery and plant and tools of all kinds.
- (b) Manufacture of automobiles, motor boats, etc., and their accessories and other industries connected with transport and communication.
- (c) Manufacture of electrical plant and accessories.
- (d) Manufacture of heavy chemicals and fertilizers.
- (e) Metal production.
- (f) Industries connected with power generation and power supply.

Planning Committee.- With a view to doing preliminary work for giving effect to the first two resolutions this conference appoints a planning committee (the personnel of which will be announced later by the Congress President). To enable this committee to commence work forthwith the different provincial Governments are requested to make suitable financial contributions. The Committee will submit its report to the Congress Working Committee and to the All-India National Planning Commission provided for hereafter within four months of the commencement of its sitting.

All-India National Planning Commission.- This conference is further of opinion that a commission fully representative of all-India, including the British Indian provinces and the Indian States, should be appointed for the purpose of giving effect to the first two resolutions after due consideration of the recommendations of the Planning Committee. The commission, shall consist of the following to be called the All-India National Planning Commission, shall consist of the following members with powers to co-opt: (a) one nominee of the Government of each province or State co-operating in this work; (b) four representatives of the Federation of Indian Chambers of Commerce; (c) a representative of the All-India Village Industries Association and (d) all members of the Planning Committee.

Work of Planning Committee and Commission.- The Planning Committee and the All-India National Planning Commission shall have a paid non-member secretary with necessary staff. The Commission shall at its first meeting frame rules for its own procedure.

The Commission may appoint a sub-committee or sub-committees of experts to report to it on the technical or financial aspects of any industry under consideration and may for expert investigation employ suitable technicians.

The Commission shall submit interim reports on each industry by definite dates to be fixed by the Commission at its first meeting.

Reports on Selected Industries.- The first meeting of the All-India National Planning Commission shall be presided over by the President of the Indian National Congress. At that meeting the commission shall elect its own chairman who, if not already

a member of the Commission shall ex-officio become a member of that body.

The Commission shall in its report formulate complete schemes, including recommendations on the following points:--Place or places where a particular industry shall be established, with due regard to all relevant circumstances such as the supply of raw materials, natural and local advantages, facilities etc., method of organization of industry, whether it should be under complete State control or under private enterprise and, in the latter case, the mode of State aid and method of financing the industry and its management.

Financial Arrangements.-- Each co-operating province and State shall make an initial financial contribution to the Commission to meet all necessary expenditure.

As soon as the All-India National Planning Commission comes into existence, the Planning Committee provided for will be absorbed in the Commission and will place before the Commission all the facts materials, reports, etc., collected or drawn up by it.

Mr. V.V. Giri, Minister of Industries, Madras, will take the necessary steps for bringing into existence the All-India National Planning Commission and will also convene the first meeting of the Commission.

Power Alcohol -- Use of Molasses.-- The conference is of the opinion that it is of national importance that industrial and power alcohol should be manufactured in India and the necessary raw material, chiefly molasses, now available in India in huge quantities, which is at present being wasted, should be fully utilized. This conference has heard with satisfaction that the Governments of the provinces of the U.P., Bihar, Bombay and Madras have schemes for the manufacture of power and industrial alcohol under their consideration. This conference is of the opinion that all the provinces and States should fully co-operate and assist in the establishment and development of such an industry on an all-India scale, and to that end this conference strongly recommends that necessary legislation should be enacted throughout India to make illegal the sale of petrol unmixed with power alcohol for purposes of automobile fuel.

Co-operative Marketing.-- This conference resolves that all the provincial Governments and Indian States should co-operate with and assist one another in matters of marketing, industrial research, compilation and distribution of commercial and industrial intelligence, expert advice and technical and vocational education.

Automobile Industry.-- This conference favours the automobile project placed before it and recommends that the planning committee should examine the whole scheme in all its details and make its recommendations to the national planning commission.

(Statesman and Hindustan Times, 3 & 4-10-1938).

Statistics of Unemployment to be included in 1941 Census:

Suggestion by Indian Merchants' Chamber, Bombay. ✓

The desirability of recording particulars of unemployment, both educated and otherwise, in the country while taking the next census in 1941 is urged by the Indian Merchants' Chamber, of Commerce, Bombay, in a recent communication to the Secretary to the Government of India, Department of Education, Health and Lands. This suggestion is made since preparations for the 1941 census are now in progress and the preliminary details regarding the form and method of collecting and tabulating the relevant particulars are under consideration. The next census affords, the Chamber says, an unique opportunity of making a concerted attempt "to remove a lacuna in the vital statistics of the country".

Employment Statistics:- In the last census, occupation was one of the headings under which information was required to be tabulated. The Chamber has suggested that efforts be made also to collect employment statistics under different heads such as industrial, agricultural and vocational.

(Times of India, 12-9-1938). ✓

Plea for new Agency for Relief of Unemployment:

Memorandum to U.P. Government by General Secretary, U.P. Association of Educated Unemployed. ✓

Mr. G.M. Sinha, General Secretary, U.P. Association of Educated Unemployed, Allahabad, recently submitted a memorandum to the Minister for Development, U.P., suggesting the establishment of a separate agency to tackle the problem of unemployment in the United Provinces. The main points brought out in the memorandum are given below:

Lukewarmness of Departments of Industries: Need for New Agency.- Dealing with the work of the several provincial Governments Departments of Industries, the memorandum charges them with indifference to the proper development of industries in India, and asserts that a thorough overhaul of these Departments are necessary. But as the task would be a very heavy one, the memorandum advocated that, so far as the United Provinces is concerned, a separate agency should be set up under the Department of Industries of the Province to organise and develop industries in right earnest. The scope and methods

of work of the agency are thus set out in the memorandum.

Scope and Methods of Work:- The proposed agency will undertake the survey of industries in the U.P., select suitable persons for receiving training in different arts and crafts; start some model industries itself; employ some enthusiastic young men in these model industries and offer them the opportunities for learning the practical side of business; offer financial aid to deserving people; offer them services of business and technical experts on part payment of free of charge; guarantee purchase of a part of their produce; exempt them from certain duties and taxes; offer them free or cheap motive power; place at their disposal beautiful designs and acquaint them with statistics of consumption and opportunities of profit in various industries.

(The Leader, 16-9-1938). ✓

Alluviation of Unemployment in Madras:

Labour Minister's Scheme under Consideration of Government. ✓

In reply to a deputation of political sufferers ~~which~~ (discharged political prisoners, who are mostly educated youths without employment) which waited on him at Nellore on 8-9-1938, the Hon. Mr. V.V.Giri, Minister for Labour, Madras, disclosed, that the Government of Madras is now considering a scheme, drawn up by him, for providing work for the educated unemployed. According to the scheme, about 500 acres of land would be set apart in each district and an Ashram established in each such colony where the unemployed would be taught to engage themselves in agriculture, cottage industries or allied occupations. Funds for the maintenance of the Ashrams, it has been suggested, might be met from an annual collection of a rupee from each employee in Government and quasi-Governmental institutions, the Government paying a like contribution from their funds.

(The Hindu, 20-9-1938). ✓

Relief of Unemployment in Bihar: Government's

Review of work done. ✓+

A press note reviewing the efforts of the Bihar Government to tackle the unemployment problem in the province has recently been issued by the Government; a brief summary of the note is given below:-

Government Employment Bureau.- The Government Information Bureau, now known as the Employment Bureau, has been trying, since its inauguration in 1935, to tackle the problem of unemployment amongst the educated middle class. (vide pages 75-76 of our August 1935 report). The Bureau addressed approximately 1,200 industrial concerns situated in the province of Bihar and those situated outside but having interest in the province.

As a result of the efforts made by the Bureau, requisitions for 1,619 posts were received mainly from factories and railways, and 429 persons were appointed either in permanent posts or as apprentices. The figures of appointments given above, it is pointed out, are not complete, in as much as a large number of men who secured appointments on the recommendation of the Bureau failed to intimate the fact of their being employed, presumably in the expectation of getting better jobs on its recommendation later on. ~~Although the number of the em~~ The increase in the number of requisitions received, it is remarked, shows the growing popularity of the Bureau both amongst the employers and the employees.

Work of Employment Board: Apprenticeship Scheme: The Employment Board started recently under the auspices of the Bureau (vide page 37 of our May 1938 report) at its inaugural meeting held recently formulated various proposals for tackling the problem of unemployment. Steps are being taken to give effect to their various recommendations. The question of launching an apprentice scheme in the province is being now considered. Action is also being taken to have a complete census of the unemployed through the educational institutions and also through the various thanas.

The Bureau is also arranging for practical training of men with only general qualifications in various factories. Practical training is imparted in factories, but there is no arrangement whatsoever, for imparting theoretical training. The Bureau has realised that in the present progressive state of industry, practical knowledge only without an adequate grounding in scientific principles on modern lines is defective, and as such the question of making arrangements for their theoretical training has been taken up.

(The National Herald, 28-9-1938). ✓+

Social Conditions.The Bihar Prohibition Act, 1938, (Bihar Act VI of 1938). ✓

Attention is directed to pages 48 to 71 of Part IV of the Bihar Gazette dated 28-9-1938, where is published the Bihar Prohibition Act, 1938, which received the assent of the Governor of the Province on 9-9-1938. The Act prohibits with immediate effect the publication of advertisements of any liquor, tari or other intoxicating drugs. The other provisions of the Act or any of them are to come into force in any local area in the Province on such date as the Governor may fix. ✓

Nutrition Committee set up in Mysore State:

Sequel to Java Conference on Rural Hygiene. ✓

The Mysore Government has constituted a Nutrition Committee consisting of eight members, with the Director of Public Health as Chairman, to examine the several problems pertaining to food and diet of the people and to make recommendations to the Government regarding the measures that might be adopted from time to time to effect improvements in this behalf.

This step was taken by the Mysore Government in pursuance of the recommendation made by the Inter-Government Conference on Rural Hygiene held in Java in August 1937, suggesting the formation in each province or state ^{of} a Nutrition Committee consisting of nutrition workers and representatives of State Departments to advise the Government on matters pertaining to the food and diet of the people. The Java Conference was attended by Sir Mirza M. Ismail, the Dewan of Mysore.

(The Hindu, 27-8-1938). ✓

Nutrition Surveys in India:

Work in 1937 of Nutrition Research Institute, Coonoor. ✓

Nutrition surveys have recently been carried out under the Nutrition Advisory Committee of the Indian Research Fund Association in the Madras Presidency, Mysore State, Assam, Kashmir, the Punjab, Central Provinces and Orissa. The results of these investigations are of great value in defining the problem of nutrition in India and clearly demonstrate the deficiencies of typical Indian diets. In each case the state of nutrition of the population whose diet is investigated has been studied by various methods. The relation between signs of deficiency, disease and certain indices based on body measurement has been extensively studied.

Work of Nutrition Research Institute, Coonoor, in 1937.-
The Director of the Nutrition Research Laboratories at Coonoor, which are maintained by the Indian Research Fund Association, is co-ordinating the activities of the field workers and experts

engaged in nutritional research in the country. As hitherto, the emphasis has been on research likely to yield results of practical value; at the same time, however, it may be claimed that useful contributions have been made to the science of nutrition. The activities of the Research Institute during 1937 included (1) systematic analyses of Indian foodstuffs; (2) diet surveys for assessing the nutritional state of the people; (3) the investigation of objective standards for detection of malnutrition; (4) controlled diet experiments on school children for the evolution of well-balanced diets; (5) the training of provincial nutritional workers and (6) educational propaganda.

Co-ordinating Nutrition and Agricultural Research.- Sir John Russell, in drawing up his report published in 1937 on the work of the Imperial Council of Agricultural Research, had stated as follows: "The first need in my view is to make a nutrition survey in each province so as to discover what are the chief deficiencies in dietary. The medical authorities should then meet the agricultural experts to decide what crops, including fruits and vegetables, should be grown to supply the missing elements. The approximate quantities needed should be indicated, and the agricultural staffs acting along with the rural development authorities would then encourage by all means in their power the growth of these crops."

A liaison Officer has now been appointed who works in the ~~Imperial Agricultural Research Institute~~ at New Delhi, for the purpose of co-ordinating agricultural research and the requirements of human nutrition.

(The Statesman, 10 and 19-9-1938.) ✓

Health of Bombay Factory Workers:

Bombay Corporation urges Government to appoint Enquiry Committee. ✓

At a meeting of the Bombay Municipal Corporation held on 22-9-38 Dr. J.N.Choksy moved a proposition asking the Municipal Medical Relief Committee to prepare a representation to the Government of Bombay requesting it to appoint a committee to inquire into the health condition of industrial labour in the city and to suggest ways of ~~for~~ improvement improving it. The mover said that the health of industrial workers in the City has hitherto been neglected to a great extent. Humidity and temperature were controlled in mills for improving yarn and cloth, but the human element did not count. The ^{in this respect} Factory Act was old and antiquated.

Seconding the proposition, Mr. Jamnadas Dwarkadas said that conditions in factories were responsible for the average span of an

industrial workers' life being at the low figure of 23½ years.

The resolution was adopted.

(The Times of India, 24-9-1938). ✓

Recreation Centres in U.P. Villages and Municipalities:
Recurring Yearly Grant of Rs.29,000 Sanctioned. +

In ^{the} budget for 1938-39, the United Provinces Government has provided for a recurring grant of Rs. 29,000 for 58 playgrounds and gymnasiums to be established in the province. 48 out of these recreation centres and gymnasiums are to be in rural areas, and a sum of Rs. 24,000 has been set apart ^{for the purpose.} Ten playgrounds will be established in second and third class municipalities and a grant of Rs. 500 will be given to each selected municipality for this purpose.

It is learnt that the Government issued a circular to all Commissioners of divisions in the United Provinces in the month of August 1938 and asked them to draw the attention of the second and third class municipalities to this scheme; as it is expected first class municipalities will make the arrangement at their own expense. The Government contemplates selecting one municipality from each division for this grant. The Provincial Rural Development Committee will be entrusted with the task of establishing recreation centres through district, tahsil and village recreation committees.

(The National Herald, Lucknow, 28-9-1938) ✓
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Reorganisation Educational System of Hyderabad State:
Recommendations re. Vocational Training in Abbot Report.

Mr. A. Abbot, an educational expert belonging to the Board of Education, Great Britain, was sometime back invited by the Government of Hyderabad State to conduct a survey of the educational system of the State during the cold weather of 1937-38, and to make recommendations for its re-organisation with a vocational bias imparted to it. Mr. Abbot's report, which has recently been published, is briefly summarised below:-

Necessity for co-ordinating Business and Education.- The demand for more and better technical education arises from (a) the desire of the authorities to have a complete system of education and (b) the need of industry and commerce for better trained personnel. Those concerned with technical education should be well acquainted with the educational needs of industry and commerce; co-operation between education and business is therefore essential.

Industries of the State.- Agriculture is the most important industry of the State. Instruction in special agricultural schools is not necessary for the ordinary cultivator, but the Secondary schools in rural areas should have a strong bias in the direction of agriculture and there is scope for certain High Schools to include such a bias, for those of their pupils who will spend their lives in agriculture.

The Customs Reports indicate that the national industries are mainly "primary" and "non-manipulative" in character. The number of factories coming under the Factories Act is increasing; at present it is 472. The available information furnishes a basis for speculation only as to the direction and amount of industrial expansion which may occur. There appears, however, to be a possibility that cotton spinning and manufacture will increase, that hosiery and boot and shoe manufacture will be started, that industries subsidiary to the vegetable oil industry will arise, and that the maintenance and repair of motor vehicles will become more important.

Mr. Abbot has recommended that the Industrial Laboratory, the Geological Survey and the Forestry Department should co-operate fully for the purpose of helping the better exploitation of the natural wealth of the State.

Vocational Openings.- There are 472 establishments carrying on "organised industry" in addition to the railway service, the collieries and the electrical power stations. Workers in them are of three grades: (a) directing and managing staff, (b) a supervisory group, (c) rank and file workers. There is little scope at present in Hyderabad for the employment of additional members in the directing grade. There is, however, considerable room for the increase of facilities for training men who will be foreman and skilled artisans. Foremen in a "manipulative industry" should have worked as skilled

29

artisans, but those in "non-manipulative industry" need not necessarily possess great manual skill. The observations made above apply to small as well as to large undertakings.

Types of Industrial Schools and Instruction.- The only sound basis for a sound vocational education is a good general education. Vocational and technical schools can be classified as follows:--- (a) Post-primary, starting at Class VI (Industrial Schools), (b) Post-Secondary, starting at Class X (Vocational High Schools), (c) Post-High School, starting at Class XIII (Technical College), (d) Post-University (Advanced Courses).

"Industrial Schools" should not admit boys who have left school before the end of the primary stage. They should teach skilled crafts, spending two-thirds of their time in the workshop and the remaining one-third in learning suitable technical drawing, workshop arithmetic and increasing their skill in reading and writing. The "Vocational High School" should enjoy the same popular esteem as the ordinary high school, seeing that it demands the same standard of entrance and its pupils attain the same level of knowledge. It is a pre-apprenticeship school and does not turn out skilled workmen, though it gives considerable manual skill and technical knowledge on which a good apprenticeship can be based.

The curriculum of the Vocational High School should include mathematics, science, technical drawing, workshop practice (in both wood and metal) and English. Except in English, the instruction ~~should be given in the vernacular~~, though English technical terms should be used. In the third year of the course, there should be some degree of specialisation.

Vocational Colleges.- Students should not be admitted to the vocational college (post-high school) unless they have made normal progress through either an ordinary or a Vocational High School. The Vocational Colleges should not aim at providing degree courses in engineering, but should confine itself to providing ~~part~~ practical and technical training for men who will be capable of working, maintaining and repairing plant and machinery, both electrical and mechanical. There is room in the Vocational College for the training in general science of boys who aim at occupying responsible positions in non-manipulative industries: but no boy should be encouraged to enter this course unless he has before him an assured prospect of employment. Pupils admitted to the Commercial courses should have obtained the H.S.L. (High School Leaving) Certificate. The subjects of instruction for them should include English and Urdu, Geography, and History, Shorthand, Typewriting, Book-keeping, Arithmetic and the Elements of Commerce.

A central School of Arts and Crafts also should be established.

Part-time Adult Classes.- Part-time education should be given in each technical school started for the benefit of young men who can devote only part of their time to study: but this kind of education should be mainly in theory since their experience in the workshop should provide the necessary practical training. The schools should provide short full-time courses of instruction where these are appropriate. A three months' course, for example, ought to be sufficient for training drivers of motor-tractors.

Administration: Establishment of Advisory Council on Technical Education.— The Departments of Public Instruction, of Technical and Vocational Education, and of Commerce and Industries are all closely concerned with education for industry and commerce. The heads of these Departments should therefore constitute a Board, or Standing Joint Committee, for the consideration of matters affecting policy. An Advisory Council on Technical Education has already been established for the purpose of advising on the formulation of the broad scheme of technical education. It is desirable that the Principal of the Cosmania Technical College and the Principal of the Central School of Arts and Crafts (when this is established) shall sit with the Advisory Council as "Assessors", who place their knowledge and experience at its disposal, but take no part in any vote. The Secretary of the Advisory Council should be an officer of the Commerce and Industries Department and should serve as liaison officer between that Department and the Advisory Council.

Local Committees.— For administrative purposes, the State should be divided into five regions. Each of these regions should have a local Advisory Committee. The functions of the Local Advisory Committee would be to select sites for schools, to consider the educational needs of industry and commerce within their respective regions, to estimate as exactly as possible the number of recruits to each industry needed annually and to watch carefully all industrial and developments. It would be their duty to make recommendations on all these matters to the National Advisory Council.

National Industrial Committees.— In addition to the Local Advisory Committees, the Advisory Council should establish National Industrial Committees dealing with various industries which are widely spread throughout the State. One of these should deal with cotton spinning and manufacture.

(The Hindu, 27-8-1938). ✓+

Compulsory Education of Children up to 11 years:

to be extended to B and E Wards of Bombay City. ✓+

It is proposed to introduce free and compulsory primary education, with the sanction of Government in the B and E wards of Bombay City from 1-6-1939. The introduction will apply to all children between the ages of six and 11 years, except children of Europeans and Anglo-Indians. The annual cost of the scheme will be approximately Rs. 1,25,000, which will be borne by the Bombay Municipality Corporation.

At a special meeting of the Corporation held on 12-9-1938 to consider the scheme, it was disclosed that the Bombay Government has proposed to grant Rs. 20,000 per annum towards the cost of the scheme which has been estimated at Rs. 500,000 per year. The meeting considered that the Government's grant-in-aid was too small and decided to refer the matter to the Committee of the Corporation appointed some

time ago to carry on negotiations with the Government and report on the subject.

Free and compulsory primary education was first introduced in F and G wards of the City in ~~1923~~ 1924.

(The Times of India, 6 & 14-9-1938).✓
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Agriculture.

The Punjab Registration of Money-lenders' Act, 1938.,
(Punjab Act III of 1938). ✓

Reference was made at page 41 of our June 1938 report to the Punjab Registration of Moneylenders' Bill, 1938. The Act as passed by the Punjab Legislative Assembly received the assent of the Governor on 31-8-1938; the text of the Act is published at pages 111 to 114 of the Government Gazette (Extraordinary) Punjab, dated 2-9-1938. ✓+

Sickness Insurance for Seamen: Bombay Chamber of
Commerce asks for Details of Scheme. ✓

It was stated at page 1 of our August 1938 report that the Government of India had under consideration, as a sequel to the Convention re. Sickness Insurance for seamen adopted by the 21st Session of the I.L. Conference, the introduction in India of a scheme of sickness insurance for seamen. The Government of India expressed itself in full sympathy with the principles underlying the Convention and was desirous that the possibility of introducing some system of sickness insurance should be explored, possibly for a particular class of seamen at special centres. The Government of India believed that it might be possible to provide at the principal ports like Bombay and Calcutta certain amenities through the institution of a small scheme of insurance offering limited benefits. It was pointed out that the co-operation of the shipping companies, from whom it might be necessary to levy contributions either in the form of periodical subscriptions or as a fixed fee at the time of discharge of the seaman, would be essential in any such scheme.

The Committee of the Bombay Chamber of Commerce, which was consulted on the subject by the Shipping Master, Bombay, stated that until the Government of India could give details of the system of sickness insurance which they had in mind, the committee would not be in a position to explore the possibilities of introducing such a system. For example, it was not clear whether the Government of India proposed to apply the insurance scheme to steamers of non-Indian registration, to steamers of Indian registration or to sailing craft or to all of these, nor was any reason given why shipping should be singled out as a suitable industry for experiment.

(Summarised from excerpts from the proceedings of the Committee of the Bombay Chamber of Commerce for July 1938). ✓

Maritime Affairs.Indian Seamen's Welfare in Calcutta:Seamen's Welfare Association's Offer to run Venereal Clinic:Special Sub-Committee for Welfare Work Formed. ✓

At a meeting attended by the Principal Officer, Mercantile Marine Department, Bengal, the Shipping Master, the Port Health Officer, the Shipping Sub-Committee of the Bengal Chamber of Commerce, and representatives of the Seamen's Welfare Association, the Indian Chamber of Commerce, the Muslim Chamber of Commerce and the Indian Seamen's Union (all of Calcutta), held at Calcutta on 10-3-1937, a scheme for welfare work among Indian seamen prepared by Mr. Aftab Ali of the Indian Seamen's Union was considered. The scheme contemplated the provision of adequate facilities for treatment for the Indian seafaring community suffering from venereal and other curable diseases.

Result of Discussions.- The meeting decided to accept the offer of the Seamen's Welfare Association to inaugurate and run a venereal clinic and dispensary in the Kidderpore area, for an experimental period of one year, at the cost of that Association's funds. The Seamen's Welfare Association informed the Chamber later, of its decision to constitute a Special Sub-Committee to arrange welfare work amongst Indian seamen; the constitution of the Sub-Committee is as follows:- Chairman of the Seamen's Welfare Association—Chairman; two representatives of Indian Seamen; one representative of Moslem Chamber of Commerce; one representative of the Indian Chamber of Commerce; one representative of the Bengal Chamber of Commerce; the Shipping Master, Calcutta; the Port Health Officer, Calcutta; and the Superintendent, Presidency General Hospital, Calcutta.

(Summarised from the Report of the Committee of the Bengal Chamber of Commerce for 1937). ✓

Denial of Franchise to Indians in Ceylon:Discrimination Continued in veiled form in Amended VillageCommittee's Ordinance. ✓

References were made at pages 83-85 and 89-90 of our October and December 1937 reports respectively to the Ceylon Village Committees Ordinance, by certain clauses of which franchise rights are denied to Indian labourers in the plantations of Ceylon.

Veiled form of Discrimination:- The Secretary of State for Colonies, Great Britain, whom Indian interests had approached in the matter, while refusing his consent to the original provision of the Ordinance in regard to Indian franchise, suggested an amendment which confers the franchise on all British subjects with not less than six months continuous residential qualification in the ward in which they seek to vote, with a proviso which is so worded as to exclude Indians, and practically only Indians from the vote. It says that no person otherwise qualified will be entitled to vote if he is an employee in a plantation and in occupation of any building provided by the employer in the estate. Although this provision may appear to be non-discriminating, in effect this is not so. Of the total number of labourers in the estates, over 95 per cent are Indians and only 5 per cent Sinhalese. Even this small number of Sinhalese are not really affected, because they do not live on the estates in buildings provided by the employer. (*The Hindu*, 19-9-1938).

The modification suggested by the Secretary of State has been incorporated in the Bill, which is still awaiting its final stages. The Bill, even in its modified form, is strongly resented by Indians. The Hindu of 19-9-1938 in an editorial article on the subject observes:

"The implications of the new clause it is difficult to ignore. While pretending to treat Indians as equals, it assigns to them but a very inferior status. This discrimination in respect of village committees introduces a principle to accept which may be virtually to surrender all political and other valuable rights to which the Indian community in Ceylon is as much entitled as any other community. We dare say the Government of India will take note of this fact." ✓ +

An interesting review of the condition of Indian emigrants in the British Empire during 1937-38 has recently been issued by the Government of India. According to the review there was no development of any importance affecting Indians in the Dominions except in the Union of South Africa. A brief summary of the review is given below:-

South Africa: (1) Mixed Marriage and Acquisition of Land Commissions.- In South Africa, notwithstanding representations made by the Government of India, two Commissions have been appointed to investigate the problems of mixed marriages and of the acquisition of land by Indians in areas outside the purview of the "Gold Law". The work of the Mixed Marriages Commission, says the review, is not expected to be of much practical importance to the local Indian community, as such information as is available goes to show that mixed marriages are very rare among Indians in South Africa. The enquiries of the Land Commission, on the other hand, are likely to be of considerable importance. The proceedings of the Commissions are being watched by the Government of India and its Agent-General.

(2). Marketing Act.- During the Parliamentary session a Member of ~~legislative assembly~~ affecting Indian interests, directly or indirectly came up for consideration. A Marketing Act was passed for the control of marketing of certain classes of agricultural produce, containing a provision that only Europeans might vote at meetings of producers called to discuss the merits of any particular scheme. An assurance has, however, been given by the Secretary for Agriculture that the Act will not be so worked as to affect prejudicially the interests of Indians.

(3). Unbeneficial Occupation of Farms Act.- The Unbeneficial Occupation of Farms Act, commonly described as a measure for slum clearance in rural areas, was another piece of legislation which aroused considerable apprehension. The Bill provided that, if any portion of agricultural land was subject to encumbrance, or if the smallness of its area rendered the produce insufficient for the livelihood of persons living thereon, the Minister may expropriate them on payment of compensation. It was felt that the Bill might be used to expropriate Indian farmers from valuable agricultural lands. On representations being made, the Minister for Lands gave an assurance to the Agent-General that he would consult the latter before taking any action under the Act. A further assurance was given later that there was no intention of applying the provisions of the Act to any but Europeans.

(4). Education of Indians.- The Report was published during the year of a Commission appointed by the Natal Administration to enquire into the system of education in that province. In so far as Indian education is concerned, the Commission recommended a programme of expansion and, among other things, suggested the introduction of compulsory education in suitable districts with a corollary that compulsory education should also be free; and that health and social services be extended to Indian schools and that the Union Government be requested to increase the subsidy for Indian education.

Kenya:

37

1. Reservation of Highlands for Europeans.- In the other count In Kenya the Indian community was perturbed over the proposed Order-in-Council, which sought to define the boundaries of the parts of the parts of the Highlands to be set aside for non-native occupation. In a statement on the subject made by the Secretary of State for the Colonies, it was made clear that, while there would be no legal colour bar, the existing administrative practice demarcating the areas as European areas, would continue in future. The Government of India made representations to His Majesty's Government on the issue as it affects Indians,. No Order-in-Council has been promulgated yet.

2. Transport Licensing Ordinance.- Another matter, which engaged Indian attention in Kenya, was the Transport Licensing Ordinance. The Indian objections lay in the apprehension that, in the attempt to prevent wasteful competition between the railways and other forms of transport in Kenya, namely, lorries and dhows, Indians, who have considerable interest in the latter business, would be affected adversely. The other main objections were directed towards the composition of the Transport Licensing Board and the provisions relating to the grant of exclusive licenses. Representations have been made by the Government of India seeking changes and the Government of Kenya has promised to consider them. The Ordinance was passed in December, 1937. Under its provisions, Indians are not precluded from appointment to the Transport Licensing Board and one Indian was nominated to the first Board. Time has also been given for objections to be lodged, and provision made for an appeal to the Supreme Court against the decision of the Licensing Board.

Zanzibar:

Control of Clove Trade.- References have been made in the reports of this Office to the details of the Clove trade control controversy in the Zanzibar. The scheme of control of clove trade brought into force by the Zanzibar Clove (Purchase and Exportation) Decree failed to win the approval of the local Indian community, who organized a boycott of the clove trade. Simultaneously, a boycott of the import of Zanzibar cloves was also organised by the Indian National Congress in India. As a result of this deadlock, modifications were made in the Decree, the main feature of which was the withdrawal of the monopoly of the Clove Growers' Association in the internal market. The modification introduced satisfied Indian traders and the boycott was withdrawn.

Land Protection (Debt Settlement Decree, 1938).- The Bill relating to indebtedness and land alienation was finally enacted in January, 1938, as the Land Protection (Debts Settlement) Decree, which has met with the approval of all communities of the Protectorate, as being a fair solution of an intricate and highly controversial problem.

Ceylon:

Acute controversy was aroused during the year by the proposed amendment of the Village Communities Ordinance of 1924, which sought to extend the franchise, and with it the responsibility to pay tax, to Europeans and Bughers, but maintained the exclusion of Indian estate labourers. The Government of India made representations against the racial discrimination involved. (For further developments, vide page of this report under section "Migration").

In September 1938 the Government of India decided to withhold permission for recruitment of Indian labourers for Ceylon unless some revision of wages was promised and Indian estate labourers were accorded the vote for village committees. The Government of Ceylon while not promising any specific revision of wages, agreed to an enquiry being undertaken by the Wages Boards. It is understood that ~~the~~ preliminary steps in this direction are being taken. No assurance, however, was forthcoming regarding the franchise for village committees and the Government of India ~~was~~ therefore unable to agree to further recruitment.

Malaya.

The most important development in Malaya during the year was the reduction in wages on rubber estates, which eventually led to the prohibition of assisted emigration from India. The matter is engaging the attention of the Government of India.

There is a steady improvement in the facilities provided on estates in Malaya, among which mention may be made of the opening of new schools, better salaries for teachers, and more dispensaries with better qualified dressers.

Fiji and British Guiana:

Coming to the more distant Colonies, in Fiji the most important problem affecting the Indian community, which still awaits solution and has continued to receive the close attention of the Government of India, ~~is the question of land tenure.~~ Another important matter affecting Indians relates to a proposal to tighten existing immigration restrictions. The Government of India has the matter under correspondence with His Majesty's Government.

In British Guiana, as a result of a recommendation made by the Labour Disputes Commission, a Labour Inspectorate has been established.

Trinidad, Mauritius and Burma:

In Trinidad, the Commission appointed to enquire into the labour disturbances, which were mainly confined to the oil-fields employing almost exclusively West Indian labour, made certain general recommendations aiming at the improvement of labour conditions, many of which, if given effect to, should help to improve the condition of agricultural labourers, who are largely drawn from the Indian community. The Government of India ~~has~~ asked to be kept in touch with the progress made in regard to the adoption of these recommendations and ~~was~~ informed in March 1938 that an Industrial Adviser had been appointed, entrusted with the duties proposed to be assigned to a Labour Department.

A Local Commission has been appointed in Mauritius to investigate certain labour disturbances, which took place on a few estates among casual labourers, many of whom were of Indian descent. The report of the Commission is being awaited.

Lastly, the recent appointment of an Agent of the Government of India in Burma, the decision regarding which was taken this year, marks an important step and is of particular interest, in view of the recent riots between Indians and Burmans in the country.

(The Hindustan Times, 29-9-1938). ✓

The Ceylon Shops Bill:

First Reading of Government Measure in State Council. ✓

The Ceylon State Council recently passed the first reading of "an Ordinance to provide for the regulation of the employment of persons in shops and for the control of the hours of business in shops". The object of the Bill, which is sponsored by the Government, is to introduce into Ceylon "legislation, based on the principles of the English law, for the regulation of the employment of shop assistants and the control of the opening and closing hours of shops".

Definition of 'shop'.- 'Shop' is defined as "any premises in which any retail or wholesale trade or business is carried on and includes any premises in which the business of a barber or hair-dresser, or the sale of articles of food or drink is carried on". Bazaars and sales of work for charity, the hawking of newspapers and the business of an undertaker will not, however, come within the purview of the Bill. The Executive Committee of Labour, Industry and Commerce has, ~~again~~, been empowered to exclude by means of a regulation any prescribed premises or business from the definition.

Hours of Work and Rest Periods.- Clause 3 of the Bill provides that the normal length during which any person may be employed in any shop (a) on any one day shall not exceed nine hours, and (b) and in any one week shall not exceed 50 hours. These periods will include meal times. After a continuous employment for four hours an employee will be entitled to a free interval of at least half an hour for meals or for rest. This general rule can, however, be varied by the Executive Committee to suit the needs of different trades and businesses.

Weekly Rest and Holidays with Pay.- Clause 5 ensures to every employee in a shop one whole holiday and one half holiday in each week, with full wages; and clause 6 provides that every employee will be entitled to a week's holiday with pay every year after twelve months' continuous work. All agreements between the employers and the employees (either made before or after the passing of this measure), which are calculated to infringe the terms of these provisions regarding holidays, will be null and void.

Closing Orders.- Clauses 15 to 18 deal with the ^{issue}making of the "closing orders" by the Executive Committee. A closing order may prescribe generally the opening and closing hours of shops and also provide that in each week there should be an early closing day, for instance, Saturday, and a day on which shops shall not open at all, for instance, Sunday. Provisions can be inserted in the closing orders for the purpose of dealing with the special circumstances and conditions in any particular trade or business or in a particular area.

Health and Sanitary Provisions.- The Bill also makes obligatory the provision in all shops of suitable and sufficient means of lighting and ventilation, adequate living accommodation for employees who are required to reside on the premises, facilities for taking meals and sanitary conveniences and washing facilities.

Opposition of Employers.- In the general disapproval of the measure emanating from local businessmen, the strongest opposition is reported to have come from the silk merchants who, though generally agreeing with the principles of the Bill, regard it as particularly inopportune at the present movement, "in view of the depression which is looming large on the horizon." They would have the consideration of the measure postponed for a year or two. Apart from this aspect, their contention is that provisions regarding daily and weekly hours of work, weekly holidays and annual holidays with pay will benefit neither the employers nor the employees. Enforcement of these provisions, they say, would inevitably lead to one or more of the following results: (a) a reduction in the wages of employees which will become necessary as a result of the introduction of a double-shift system; (b) a rise in the price of commodities resulting from increased establishment charges; and (c) the loss of passenger trade to Colombo. Some merchants describe this measure as unwarranted State interference with trade and commerce.

(The Servant of India, Poona, 8-9-1938.) ✓

41

Publications received in this Office during
September 1938.

Conditions of Labour.

- Workmen's Compensation Act*
- (1) Report on the Working of the ~~W.C.A.~~ in C.P. and Berar for 1937.
 - (2) Annual Report on the Working of the Factories and Boilers Inspection Department in Hyderabad State for 1346 Fasli (1936-37).

Enforcement of Conventions.

- (1) Annual Report on the Working of the Factories Act in C.P. and Berar for 1937.
- (2) Annual Report on the Working of the Factories Act in Bihar for 1937.

Economic Conditions.

Annual Statement of the Sea-borne Trade of British India for year ending 31-3-1937, Vol. II.

Education.

Progress of Education in Orissa during 1936-37.

Co-operation.

Report on the Working of Co-operative Societies in the Punjab for 1936-37.

Agriculture.

The Agricultural Labour Movement in Bihar by H.B. Chandra.

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

C1903/119

Report for October 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
<u>1. National Labour Legislation.</u>	
(a) Classes of Adult Workers exempted from Provisions of Factories Act relating to Hours of Work: Amendment of Bombay Factories Rules.	1
(b) Indore Payment of Wages Bill, 1938: Select Committee recommends Adoption.	1
(c) The Travancore Trade Disputes Act, 1938: Receives assent of the Maharaja on 22-9-1938.	2
(d) The Travancore Factories Act, 1938: Comes into force from 4-10-1938.	2
(e) Certain Classes of Staff in Tramway declared to be Public Utility Services.	2
(f) Deductions from Wages of Railway Employees authorised under Payment of Wages Act, 1936: Notification by Government of India.	3
(g) The Central Provinces and Berar Collection of Statistics Bill, 1938.	3-4
(h) Free Supply of Tight-fitting Clothes to Workers attending on Machines in Factories: Madras Government's Notification.	4
(i) Extension of Factories Act to Match Factories in Hyderabad State: Government Order issued.	4
(j) Restriction on Hours of Work in Film Studios to 11 hours per day: Bombay Government's Notification.	5
(k) The Bengal Regulation Repealing Act, 1938: U.P. Act to prohibit Forced Labour.	5
<u>2. Conditions of Labour.-</u>	
(a) Minimum Wages in Coimbatore Weaving Mills: Schedule of Rates recommended by Madras Government.	6
(b) Debate on Punjab Maternity Bill, 1938: (Private Member's Bill): Government Opposition prevents Introduction of Measure.	7
(c) Working Class Cost of Living Index Numbers for various Centres in India during August 1938.	7-8
(d) Bengal Jute Ordinance reducing Hours of Work: Adverse Effects on Wages.	8
(e) Conditions of Work of Bombay Tailors: Long hours and low wages.	9
(f) Industrialisation of Jail Labour: Behar Government's Scheme.	9
(g) Monthly Holiday for Shop-workers: Lucknow Merchants' Association's Decision.	10
(h) The Bombay Trade Disputes Bill, 1938: Labour's Opposition in Legislature and One-day Strike in Protest.	1

(1) Bombay Shoe Workers' Demands: Increased Wages and Fixed Pay Days.	11
3. <u>Industrial Organisation.</u> <u>Workers' Organisations.</u>	
(a) Madras Press Workers' Conference - Madras, 15 and 16-10-38.	12-13
4. <u>Economic Conditions.-</u>	
(a) Scheme for Manufacture of Cycles and Light Metal Goods in India: Punjab Government institutes special Industrial Training Course.	14-15
(b) National Planning Committee: Personnel announced by Congress President: Pandit Nehru to be chairman.	15-16
(c) Family Budgets of Industrial Workers in Madras City: Findings of Recent Government Inquiry.	17-21
5. <u>Employment and Unemployment.-</u>	
Hand-made Paper Industry: Revival as Cottage Industry in Bengal.	22
6. <u>Social Insurance.-</u>	
Unemployment Insurance Scheme contemplated by Madras Government: Labour Minister's Informal Conference with Labour Leaders.	23
7. <u>Public Health-</u>	
(a) Medical Attendance Scheme for Cawnpore Workers: U. P. Labour Welfare Committee's Recommendation.	24
(b) Public Health Problems of India in 1936.	24-28
(c) Scheme of Rs. 4.8 Millions for Slum Clearance and Workers' Housing in Bombay City: Proposals under Consideration.	29
8. <u>Co-operation.-</u>	
(a) Co-operation in Berar: G.P. Government appoints Enquiry Committee.	30
(b) Development of Cottage Industries in United Provinces: Government Considers Schemes.	30-31
9. <u>Education.-</u>	
Adult Education in Bombay: Government appoints a Provincial Board.	32
10. <u>Agriculture.-</u>	
The Bihar Agricultural Income-Tax Act, 1938 (Bihar Act VII of 1938).	33
11. <u>Maritime Affairs.-</u>	
(a) Conditions of Work of Bombay Port Trust Staff in 1937-38.	34
(b) Grievances of Indian Seamen employed in British Ships: All India Seamen's Federation's Representations to Shipping Federation of Great Britain: Demand for National Maritime Board.	34-35
12. <u>Migration.-</u>	
(a) Indian Labour in Malaya, 1937: Report of Controller of Labour, Malaya.	36-37

Pages.

(b) Working Conditions in Ceylon: Report of Controller of
Labour, 1937.

38-43

13. Publications received in this Office during October 1938.

44-45

1

National Labour Legislation.

Classes of Adult Workers exempted from Provisions of ~~Factories~~-
Act relating to Hours of Work: Amendment of Bombay
Factories Rules. +

Attention is directed to pages 1635 to 1649 of Part IV-A of the Bombay Government Gazette dated 6-10-1938 where is published a draft notification (No. 352/34 dated 3-10-1938) which defined (1) persons holding positions of supervision and management or are employed in a confidential position in a factory, for the purpose of exemption from the provisions of the Factories Act, 1934, dealing with restrictions on working hours of adults, and (2) the classes of adult workers who may be partially exempted from certain restrictions on working hours. The draft notification will be taken into consideration on ~~21~~ 3-1-39, and if adopted will come into force on 12-1-1939. +

Indore Payment of Wages Bill, 1938:

Select Committee recommends Adoption. +

Reference was made at pages 9 to 10 of our March 1938 report to the decision of the Indore State Legislative Council on 28-3-1938 to refer the Indore Payment of Wages Bill, 1938, to a Select Committee. It is now understood that the Committee has submitted its report with ^{the} a recommendation that the Bill be passed. The Indore Government has referred the Bill as reported on by the Select Committee to the local High Court for its views.

The Bill is based on the British Indian legislation on the subject. Under the Bill power is proposed to be given to workers to appeal to a judicial court in cases of unauthorised fines and deductions. Payment of wages regularly and promptly after becoming due is proposed to be made a statutory obligation. Fines are proposed to be never in excess of half an anna in a rupee of the wage. The total realisations on this account are proposed to be used entirely for the benefit of labour. Full information regarding wages, fines and deductions will have, under the proposed bill, to be always clearly notified. Vexatious and improper suits against millowners are proposed to be penalised.

(A copy of the Bill was forwarded to Geneva with this Office's Minute A.8/750/38 dated 28-4-1938.) +

The Travancore Trade Disputed Act, 1938;

Receives assent of the Maharaja on 22-9-1938.

The Travancore Trade Disputes Act, 1938, passed by the State Legislature on 19-8-1938, received the assent of His Highness The Maharaja on 22-9-1938 (for earlier references see page 10 of August '38 report). *The Act came into force on 25-10-38.*

(A copy of the Act has been forwarded to Geneva with our Minute *DP/2173/38* dated 3-11-1938).

The Travancore Factories Act, 1938;

Comes into force from 4-10-1938.

The Travancore Factories Act, 1938, passed by the State legislature on 19-8-1938, received the assent of His Highness The Maharaja on 28-9-1938; it came into force on 4-10-1938. (For earlier references see page 26- July '35, pages 13-16 August '35 and page 10 August '38 reports).

(A copy of the Act has been forwarded to Geneva with our Minute *DP/2173/38* dated 3-11-1938).

Certain Classes of Staff in Tramways declared to be
Public Utility Services.

The Government of Bombay has gazetted a Notification under the Trade Disputes Act, 1929, whereby the local government has declared the following tramway services employed by the Bombay Electric Supply and Tramways Company to be public utility services for the purposes of the Act:

(1) Running staff on tramways, i.e., drivers, conductors, inspectors, starters, controllers, examiners, points boys, ticket memo clerks, ticket and cash clerks.

(2) Repair and maintenance staff engaged in running repairs of tram cars, on overhead and permanent way, car-sheds, garages and on the tramway tract and overhead lines; and

(3) Operation and maintenance staff engaged in the reception and transformation of electricity.

(The Times of India, 31-10-1938).

Deductions from Wages of Railway Employees
Authorised under Payment of Wages Act, 1936:
Notification by Government of India. +

Attention is directed to page 1748 of Part I of the Gazette of India dated 15-10-1938 where is published a Notification (No.L.3070 dated 13-10-1938) which authorised the following as amenities for which deductions from the wages of persons employed by a federal railway administration may be made, namely:--

the supply of coal, cinders, unserviceable sleepers and other timber, kerosene and other oils, safety-matches and cloth, to employees by such administrations from their own stocks for the private use of their employees and at their written request. +

The Central Provinces and Berar Collection of
Statistics Bill, 1938. +

On 30-9-1938 the Hon'ble Mr. C.J. Bharuka, Minister, C.P. and Berar, introduced in the local Assembly a Bill called the Central Provinces and Berar Collection of Statistics Bill, 1938. On the same day a motion for circulation of the Bill was carried in the Assembly. Extracts from the statement of objects and reasons appended to the Bill are given below:--

The necessity for legislation "to bring into existence an all-India system of statistics" was stressed by the Indian Economic Inquiry Committee of 1925. The Royal Commission on Labour pointed out in 1931 that "legislation for the collection of statistics regarding the economic condition of the people is now in force in the majority of countries of any industrial importance" and recommended that "legislation be adopted, preferably by the Central Legislature, enabling the competent authority to collect information from employers regarding the remuneration, attendance and living conditions (including housing) of industrial labour, from merchants regarding prices, from money-lenders regarding loans to workers and from landlords regarding rentals".

With the growing awakening of labour to its rights and with the increasing demand for Government intervention in trade disputes, it is necessary to have accurate and complete statistics as to the economic conditions of labour and the financial position of industry. Without statutory powers, however, statistics may not be supplied by the persons concerned accurately, punctually or completely. The object of this Bill is to provide that statutory authority, but it is definitely limited in its scope.

Nature of Statistics to be Collected.- The Bill contemplates the collection of the following statistics: (a) prices of commodities and cost of living; (b) housing and rent of dwellings; (c) rates of wages and hours of labour, absenteeism, labour turn-over and benefits provided for employees; (d) employment and unemployment; (e) industrial disputes; and

(f) any other matter connected with any economic inquiry which the Provincial Government may, by notification, direct.

The text of the Bill is published at pages 342 to 344 of Part II of the C.P. and Berar Gazette dated 28-10-1938.+

Free Supply of Tight-fitting Clothes to
Workers attending on Machines in Factories; Madras
Government's Notification.

Attention is directed to page 1520 of Part I of the Fort St. George Gazette dated 25-10-1938 where is published a notification (No. 840; G.O.No. 2223 - Development, dated 8-9-1938) which amends the Madras Factories Rules so as to provide that "no person engaged in oiling or adjusting belts or shafting or adjusting any part of a machine while in motion or in any work within reach of unfenced machinery in motion, shall be allowed to wear loosely fitted clothing or a loose head-dress or to have his head uncovered if his hair is long. The occupier shall supply tight head-dress and a pair of trousers or tight shorts, free of cost to such persons."+

Extension of Factories Act to Match Factories
In Hyderabad State: Government Order issued.

on 11-10-1938

The Government of Hyderabad has gazetted an order extending the Hyderabad State Factories Act, 1927, to match factories in the State not using machine power and employing 20 workers at a time on any day of the year. The order will come into force after three months from the date of publication in the Government Gazette.

The reasons for bringing the handworked match factories under the operation of the Act are set out in a Press Note, issued by the Government is stated that in the course of certain investigations it was brought to the notice of the Factories Department that child labour was generally employed in such factories; that the number of children so employed far exceeded that of adult labourers; that adults and children were made to work for an equal number of hours daily and that these factories were not very regular in allowing the weekly holidays to their employees.

(The Times of India, 15-10-1938).
+ *the Hindu*, 14-10-1938 +

Restrictions on Hours of Work in Film Studios to 11 hours

per day: Bombay Government's Notification.

Attention is directed to page 1800 of Part IV-A of the Bombay Government gazette dated 3-11-1938 where is published a Notification (No.3.129 dated 26-10-1938) amending the Bombay Factories Rules so as to limit the maximum hours of work in film studios to 11 hours per day or spread-over to 14 hours per day in the case of work on erection and dismantling of "setthings". In the case of work on "make-up" of actors and actresses also the spread-over has been limited to 14 hours per day. +

The Bengal Regulation Repealing Act, 1938;

U.P. Act to prohibit Forced Labour. +

Reference was made at page 3 of our April 1938 report to the intention of the U.P. Government to introduce a Bill, called the Bengal Regulation Repealing Bill, 1938, in the local Legislative Assembly. The Bill was intended to repeal ~~in its~~ application to the U.P. ~~of~~ Section VIII of the Bengal Regulation XI of 1806 as amended by Regulation III of 1820, with a view to prohibit the exaction of forced labour in connection with tours of Officers, etc. Attention is now directed to pages 77 to 78 of Part VII of the Government Gazette of the United Provinces dated 1-10-1938, where is published the text of the Bengal Regulation Repealing Act, 1938, as it was finally passed by the U.P. Legislature. The Act has received the assent of the Governor. +

Minimum Wages in Coimbatore Weaving Mills: Schedule of
Rates recommended by Madras Government.

In its Press Communiqué dated 6-8-1938, the Government of Madras stated that the question of rates of wages for weavers in Coimbatore was still under consideration and that the recommendations of the Coimbatore Court of Enquiry will soon be announced. (Vide page 15 of our August 1938 report). According to a Communiqué issued by the Government of Madras on 4-10-1938, this question had since been investigated by the Commissioner of Labour in consultation with both employers and workers. The Government has examined the Commissioner's proposals and has now recommended for consideration and adoption in the weaving section of textile mills in Coimbatore district, certain rates of wages specified in a schedule appended to the Communiqué. The increase in wages now recommended is to be given effect to from 1-6-1938. It is stipulated that where better conditions of service in respect of wages existed prior to 1-6-1938, such workers who had that advantage should not be adversely affected as a result of the present recommendations.

The following rates of wages recommended are given as illustrative cases:-

(1) Carpenters, tinkers, black-smiths, firemen and oilers — Rs. 13/- (monthly minimum wages) plus percentage increase as proposed by the Court of Enquiry.

(2) Finishing Maistri, — skilled — Rs. 13/- (monthly minimum wage).

(3) Size mixing coolie, — unskilled — Rs. 11/- (monthly minimum wage).

(The Communiqué and the schedule appended to it are published at pages 1438 to 1439 of Part I of the Fort St. George Gazette dated 11-10-1938). +

7

Debate on Punjab Maternity Bill, 1938:

(Private Members Bill)

Government Opposition prevents Introduction
of Measure.

On 29-6-1938 Dr. Gopij Chand Bhargava (Non-Official) sought to introduce the Punjab Maternity Benefit Bill in the local Legislative Assembly. The Bill was designed to grant in the first instance a measure of maternity benefit to women workers in factories who have been in continuous service under one employer for 6 months previous to the date of application for benefits.

The Hon. Sir Chhotu Ram, Minister for Development, opposed the introduction of the Bill. In doing so he declared: "But the real difficulty is that the Punjab is industrially a very backward province. ... Unless Government is sure of its ground and has already made up its mind that it will allow this Bill to pass, I consider it a perfect waste of time not to oppose this measure or to allow this motion to pass. Government is not sure of its ground, is not sure of the facts and, so far as my information goes, the industrialists of the province are opposed. ... I feel distinctly that the time has not yet come when the Punjab can undertake to enact a measure of this kind. If this Bill were passed, what would be the result? Every woman will on an average get a benefit to the extent of about Rs. 30. With this contingency in view employers, having regard to ordinary human nature, would be very chary to employ women and I expect that this would result in a diminution of the employment that is now open to women in factories. That is one serious fear which I entertain. The other fear is that such a measure is bound, in the present circumstances, to affect the prosperity of the existing industries and also retard the growth of fresh industries.

The House refused leave to introduce the Bill.

(Summarised from the Punjab Legislative Assembly
Debates of 29-6-1938: Vol. V No.7 pages 457-460).*

Working Class Cost of Living Index Numbers for various
Centres in India during August 1938..

The cost of living index number for working classes in various centres of India registered the following changes during August 1938 as compared with the preceding month.

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in August 1938 fell by 1 point to 105. The average in the year 1937 was 106.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in August 1938 remained unchanged at 71; for 1937 the average was 75.

Sholapur.-- The index number (base: year ending January 1928) of the cost of living in Sholapur during August 1938 rose by 1 point to 72. The average for 1937 was 73.

Rajpur.-- The index number (base: January 1927) of the cost of living in Rajpur during August 1938 remained unchanged at 60.

Jubbulpore.-- The index number (base: January 1937) of the cost of living in Jubbulpore in August 1938 rose by 1 point to 56.

(Monthly Survey of Business conditions
in India, August 1938)..

Bengal Jute Ordinance reducing Hours of Work:
Adverse Effects on Wages. +

At pages 6-7 of the report of this Office for September 1938 reference was made to the Ordinance issued by the Bengal Government on 9-9-1938 restricting the manufacture of jute products by curtailing hours of work in jute mills. The leaders of the jute mill workers are strongly criticising the Ordinance as a step taken in the interests of the millowners, who are mostly European, to the detriment of the workers' interests. The following exposition of the worker's point of view is taken from an article on the subject contributed by Mr. Sibnath Bannerjee, M.L.A., to the "Comrade" dated 15-10-1938.

Ordinance of 9-9-1938: How it affects workers.-- The two important provisions of the Ordinance are: (1) that without previous sanction jute mills are not to increase the number of looms nor to replace any existing loom and (2) that the Provincial Government may fix the time during which it shall be lawful for each jute mill to be worked and for this purpose may fix different times for different mills. The immediate effect has been that the working of jute mills have been reduced to a maximum of 45 hours with the exception of very small mills having less than 175 looms which will be allowed to work 72 hours. The result is that over 25,000 workers who were employed in jute mills working double shift are now thrown out in the street since 26th September 1938, when the Ordinance was put into operation. Moreover, workers in jute mills who have not been retrenched (their numbers about 300,000) have been subjected to reduction of wages to the extent of 16%. In other words from every rupee a worker was getting a cut of three annas has been effected. If the average pay of a jute worker is taken to be Rs. 15/- per month, each worker will lose Rs. 2-8 per month, making a total of Rs. 750,000 for 300,000 workers. In addition, 25,000 retrenched workers would lose about Rs. 3,75,000/-.

It is also pointed out that jute cultivators also would lose by the Ordinance, as its effect will be to lower still further the already low price of raw jute.

(The Comrade, 15-10-1938). +

9

Conditions of Work of Bombay Tailors: Long hours and low wages. +

During recent months several strikes have been initiated ^{in Bombay} by tailors employed by shop-owners selling ready-made garments. The main grievances of this class of workers, who are engaged on piece-rates, ~~is~~ relate to wages, hours of work, insanitary work places, etc.

The piece wage rates are reported to be so low as Re. 1/- ~~for~~ stitching 40 shirts, or 30 pyjamas, or 10 coats. It has been estimated that the maximum output of a tailor for 12 hours work is 20 shirts, 30 pyjamas, or 5 coats.

(The Bombay Chronicle dated 5-10-1938). +

Industrialisation of Jail Labour:

Behar Government's Scheme. +

The new Congress Governments installed in the provinces are planning to make jails self-supporting institutions, ^{and} ~~for~~ acting on the principle laid down by Mahatma Gandhi, that "the jail must be turned into a reformatory and a workshop", they are envisaging a policy of industrialisation of jail-labour.

Bihar Government's Plans. - The following information about the Bihar Government's proposals in this behalf is taken from an article on the subject contributed to the National Herald, Lucknow, by Mr. Shivanandan Prasad Mandal, Parliamentary Secretary, Bihar Government: It is proposed to introduce hand-spinning for female convicts available after meeting the requirements for jail labour and for male convicts for whom light labour is prescribed, such as hospital gangs, observation prisoners and short-term prisoners. Hand weaving also will be introduced in certain jails. Other industries likely to be introduced in Bihar jails are: mustard-oil-pressing, spinning and weaving ~~of~~ tussar waste, weaving of dhurries (carpets), soap-making, carpentry, and furniture-making, paper-making, etc. In addition to non-recurring expenditure, the estimates provide for a recurring expenditure of Rs. 1,25,000 ~~yet~~ yielding an income of Rs. 2,50,000.

(The National Herald, Lucknow, 9-10-1938). +

Monthly Holiday for Shop-workers: Lucknow
Merchants' Association's Decision. +

The Lucknow Merchants' Association has decided to observe a general holiday on the last date of each month, so as to enable the employers and the employees to take rest one day in the month.

(The National Herald, dated 29-9-1938.) +

The Bombay Trade Disputes Bill, 1938:
Labour's Opposition in Legislature
and One-day Strike in Protest. +

Reference was made at page 5 of our September 1938 report to the progress of the Bombay Industrial Disputes Bill, 1938, in the Bombay Legislative Assembly. The members of the Assembly representing labour interests adopted in the course of the second reading obstructionist tactics by moving several amendments to every section and making long speeches. These tactics were criticised on 29-10-1938 by the Speaker of the House; he pointed out that the Bill had been introduced in the House on September 2 and it took practically ten days for the first reading. The greatest latitude had been allowed in the debate on the first reading and all arguments were threshed out. He had allowed full opportunity at that stage in the hope that those arguments would not be repeated in the debate on the second reading. He had to say, however, that he was entirely disappointed. The debate on the second reading was begun on September 19 and yet they were on Clause 41 only (out of 84 clauses). There were in all 111 divisions, of which 94 were according to the old method of members having to walk into the division lobbies and 17 under the new method of members rising in their seats. He felt that the large number of divisions which had been asked for was absolutely unnecessary.

The Chair, he continued, was bound to protect not only the interests of the minority, but also of the majority. If the

11
minority wanted to go on as it liked , on the ground that it was a minority, the Chair was not going to permit that minority in its attempt to tyrannise the majority as listeners of what was being said irrelevantly. (The Times of India dated 31-10-1938).

To gain public support for its opposition to the measure, the Bombay Provincial Trade Union Congress and the Independent Labour Party organised a conference of workers at Parel, Bombay, on 16-10-1938 at which it was decided to declare a general strike for one day on 7-11-1938 as a protest against the Bill. (The Times of India dated 18-10-1938).

The one-day strike of 7-11-1938 was marked by ugly incidents of mass violence necessitating police firing twice. (The Hindustan Times dated 8-11-1938).+

Bombay Shoe Workers' Demands: Increased Wages
and Fixed Pay Days.

According to a communique dated 21-10-38 issued to the press by Mr. Dhula Jan, General Secretary, Bombay Shoe Workers' Union, Bombay, the shoe-workers of the city at a meeting held on 18-10-38 have presented the following demands to their employers:

Weekly wages should be paid on a fixed day; daily allowances should be paid at 8 p.m; regular work should be given for six days in the week; working conditions should be improved by taking well-ventilated and well-lit rooms for work; a living wage should be paid to the workers and therefore the present wage rates should be enhanced.

The shoe workers are threatening to go on strike if their demands are not satisfactorily met.

(Bombay Chronicle 22-10-38.)

12

Workers' Organisation.

Madras Press Workers' Conference-

Madras, 15 and 16-10-38.+

A conference of the press workers of Madras province was held at Madras on 15 and 16-10-1938, Mr. N. Dutt Muzumdar presiding. The hon'ble Mr. V.V. Girdi, Minister for Labour, Madras, opened the conference. The following are the more important resolutions adopted by the conference:

Ameliorative Labour Legislation. Mr. V.S. Somasundaram moved that the Congress Ministry of Madras should introduce labour legislation early with a view to ameliorating the condition of the workers in regard to hours of work, minimum wage and unemployment insurance.

Press Workers' Grievances. Mr. C.K. Kannappan moved a comprehensive resolution enunciating the following demands of press workers:

- (1) The daily contract and line-system should be abolished.
- (2) No worker should be asked to be on "trial" for more than three days; during this period he should be paid not less than Rs.3.
- (3) No worker should be required to be on probation for more than three months; after this period of three months, every worker should be deemed to have been confirmed. The services of a temporary worker should not be terminated without adequate reason. A permanent employee's services should not be dispensed with unless for grave dereliction of duty involving serious damage to machinery or for continued irregular attendance without leave.
- (4) A minimum wage of Rs.30 per mensem should be fixed for every worker.
- (5) At regular intervals a graduated increase in wages should be effected.
- (6) There should be seven-hour day and a 42-hour week. A lunch interval of one hour should be observed in all presses.
- (7) Night shift should not exceed six hours.
- (8) The wages for night shift workers should be $1\frac{1}{4}$ times the normal wages paid for work.
- (9) Overtime dues should be cleared positively once every week.
- (10) One month holiday in the year should be granted to every worker with full pay.
- (11) Fifteen days casual leave in the year should be granted to every worker.
- (12) Fifteen days sick-leave in the year should be granted to every worker with half pay.
- (13) The Factories Act should be made applicable to all presses irrespective of the number of workers in the press and irrespective of the press being worked by steam or by electricity or by hand.
- (14) Unemployment insurance should be provided for by the State.
- (15) Provident fund benefits should be made available, the sum to be paid at the end of a worker's service.
- (16) Every worker, on retirement, should be entitled to a gratuity of one month's service for every year or fraction of a year of service put in by the worker. The salary for calculation of the above gratuity should be the salary the worker was receiving at the time of retirement.
- (17) Sheds should be provided at the place of work to facilitate the workers taking their lunch.
- (18) The Madras Press Labour Union should be recognised by all press establishments in the City of Madras.
- (19) Periodical inspection of factories by factory inspectors; the reports submitted by such factories should be attested by the union official for the factory concerned. +

(20) Retrenchment, if any, should begin not from the bottom but from the top;

(The Hindu 16 and 17-10-38.)+

Scheme for Manufacture of Cycles
and Light Metal Goods in India: Punjab
Government institutes special Industrial Training
Course..

Scope of Light Metal Goods Industry. An official survey recently carried out by the Punjab Government has revealed the fact that India imports about Rs.20 million worth of bicycles and sewing machines and their accessories every year. Great enterprise has been shown in this country in these trades, and in every important town one or more firms exist which import parts of cycles and sewing machines and assemble them. The Punjab Government, however, consider that these trades can be developed better, and in addition to merely assembling foreign-made parts, the manufacture of these parts can be carried out in this country. The Punjab Government's survey shows that there is great scope for job workers in metal and wood.

Training specialised Workers. It is stated that Indian workers in metal, unless engaged in some Government factory or in a reputed private concern, are, as a rule, haphazard in their methods and standard of work. The class of work that they are familiar with does not qualify them for the type of work required in the bicycle and sewing machine trades.

The review of the survey states that a capitalist wishing to manufacture such goods would at present be faced with considerable difficulties in the way of recruiting suitable labour, and would-be cottage workers are themselves hampered by ignorance of the required standards of precision and of technical processes.

To meet the situation and to deal expressly with trades of this type, the Punjab Government have reorganized the Government Industrial School at Ferozepore, where practical instruction will be given in precision and repetition work in connexion with light metal goods and machines such as perambulators, toy bicycles, cycles, and sewing machines parts. A qualified staff is at present being recruited and suitable machines are being ordered from abroad. The course will be of three years' duration and the scheme of training will embrace all branches of work. Persons who have completed their training in this school will be qualified to start their own business as cottage workers or to secure service in established businesses in a responsible capacity.

Cottage Industry Possibilities. The advantage of cottage industries is that they involve small capital commitment and low overhead charges. In connection with the trades proposed to be taught at Ferozepore, co-operation between the members of a group of workers would be essential to run the business on cottage industry lines. It is pointed out that urban cottage industries exist in Sheffield and Coventry and all the light metal industries of Birmingham are conducted, to a considerable extent, on cottage industry lines. In Japan, also, this principle is followed in many trades. It is considered that groups of industrial workers, collaborating in production, are more likely to achieve success than a factory, because there is in every

city or town a considerable volume of petty jobbing and repair work to be done which the average mercantile firm cannot handle for want of plant and labour and the average factory does not attempt because it requires individual attention.

(The Hindustan Times and
The Statesman 6-10-38).

National Planning Committee: Personnel
announced by Congress President: Pandit
J. Nehru to be chairman. +

At the Congress Industries Ministers Conference held at New Delhi on 2 and 3-10-'38, it was decided inter alia that a National Planning Committee, the personnel of which was to be announced by the President of the Indian National Congress, should be set up (for fuller details of the Conference see pages 17-20 of the September report of this Office). In the third week of October, Mr. Subash Chandra Bose, the Congress President, announced the personnel of the Committee.

Personnel of Committee. The Committee consists of Sir M. Visvesvaraya, Dr. Meghnad Saha, Sir Purshotamdas Thakurdas, Mr. Ambalal Sarabhai, Professor K.T. Shah, Dr. Nazir Ahmad, of the Cotton Research Laboratory, Mr. A.D. Shroff, Mr. A.K. Saha (former Engineer under the Soviet Government) and Dr. V.S. Dube, of the Hindu University of Benares. The name of a chemist will be announced later. The chairmanship of the Committee has been offered to Pandit Jawaharlal Nehru, and the Congress President is waiting for his reply.

The Bombay Government have offered to furnish the Committee with a non-member Secretary and, as already decided, the provinces participating in this work will contribute towards the necessary expenses of the Committee.

Programme of Work. The announcement of the personnel of the National Planning Committee is well received. The opinion appears to be unanimous that all the interests connected with the industrial development of the country have been well represented on the Committee. According to the tentative arrangements the first meeting of the Committee is likely to be held in Bombay in the first week of December. Pandit Jawaharlal Nehru is expected to return from his continental tour on November 15. Preliminaries in connection with the Committee's work are likely to be ready by the end of November.

Industrial Survey Map. A complete map of the industrial possibilities in the country will be prepared by the Committee. It is possible that the Committee will have the co-operation of the non-Congress provinces and some of the major Indian States. The personnel of the Committee may also have to be strengthened.

National Planning Commission. The National Planning Commission will be constituted by the middle of 1939, when the labours of the Committee are expected to be completed. The Commission will consist of the Ministers for Industries in the provinces and States co-operating for the execution of the plan, four representatives of commercial bodies and one representing the All-India Village Industries' Association. The members of the Planning Committee will be ex-officio members of the Planning Commission. It is hoped that by the time the Planning Committee starts its inquiry, the reports of the Industrial Survey Committees appointed in various provinces and Indian States will be ready. The Committee may attempt to undertake a systematic survey of the natural resources.

Stages of Industrialisation: (a) Key Industries:

Machinery. Immediate attention, it is said, will be paid by the Committee to the establishment of factories intending to produce machinery and supplies for railways, the army and air services. This will include the examination of the scheme for starting an automobile industry in Bombay.

Chemicals. Next in importance will be the question of starting heavy chemical industries such as the manufacture of sulphuric acid, caustic soda and bleaching powder, factories for manufacturing agricultural tools and machinery, and hydro-electric and electrical appliances.

(b) Other Considerations: Availability of Raw Materials and Consumption Possibilities. The Committee, while taking ~~the~~ decisions on starting particular industries will have regard to the consideration as to whether the products made from indigenous raw material can be consumed within the country. The second choice will be in favour of those industries whose products find large-scale consumption in the country, though raw materials required are not available locally. The question of starting large-scale industries will be the first to be tackled on a national basis, because they include basic and key industries and represent a high form of industrial enterprise. The co-operation of ~~the~~ foreign manufacturers will be secured for the purpose of starting the industries in case it is found that the local talent and technique available at the moment ~~are~~ not up to the mark.

(c) Medium Scale Industries. In connection with the working of ~~the~~ medium scale industries such as cycles, metal works, alcohol, tobacco industry, leather products, ceramic industries, and manufacture of typewriters, the Commission's task will be to lay down broad principles and an outline of the plan. The details will be worked out by the Provincial Governments in consultation with the Industrial Advisory Boards constituted by them.

Co-ordinating Government and non-official Opinion. In order to create a healthy atmosphere for the growth of industries, it is suggested that a general organisation representing Government and non-official opinion should be established as a permanent body. Arrangements should also be made for facilitating industrial research collecting statistical data, and developing technique among Indians. These suggestions, together with the question of industrial finance among others will be discussed by the Commission.

(Times of India 18 and 24-10-38) ~

Family Budgets of Industrial Workers in
Madras City: Findings of Recent Government Inquiry.*

In February 1935 the Government of Madras ordered that an investigation of the family budgets of industrial workers in Madras city under the direction of the Commissioner of Labour should be undertaken and directed that the enquiry should be in two directions simultaneously. In the first place, an intensive study of two or three unorganised industries within a limited area was to be made, and the budgets of all the workers in that industry within the area collected. Secondly, family budgets of labourers employed in organised industries were to be collected by the method of random sampling which was to involve 'the selection of the industrial locality, the marking of working classes houses therein and getting the completest information possible in respect of every nth family.' The report under review is the result of the enquiry..

Organised Industries: Method of Inquiry.

As regards organised industries, the chief industries in Madras City are (1) Cotton ~~Textiles~~, (2) Railway workshops industry, (3) Printing, (4) Engineering ~~Works~~, and (5) Oil installations. It was decided to collect in all a thousand budgets relating to workers in organised industries and to distribute the budgets under the several industries as follows:-

Industry.	Number Employed.	Number of Budgets to be collected.
(1)	(2)	(3)
Cotton Textiles	11,187	373
Railway Workshops	5,036	231
Engineering Works	1,332	133
Oil Installations	536	107
Printing Presses	3,116	156
		<u>1,000</u>

* Report on an Enquiry into the Family Budgets of Industrial Workers in Madras City. Printed by the Superintendent, Government Press, 1938. Price Rs.1-4-0.

For purposes of securing a representative collection of budgets of workers in organised industries as a whole, it was decided to select at random a sub-sample of 641 budgets from out of the bigger sample of 1,000 budgets. The value of 'n' had to be constant in this case and the proposed manner of distribution was as follows:-

Industry.	Number employed.	Number of budgets proposed to be collected.	Value of(n).
(1)	(2)	(3)	(4)
Cotton Textiles ..	11,187	338	33
Railway Workshops..	5,063	153	33
Engineering Works..	1,332	40	33
Oil installations..	536	16	33
Printing Presses ..	3,116	94	33
		<u>641</u>	

Income Limits of Inquiry. The inquiry was confined to budgets of working class families the earnings of the main wage-earner of which did not exceed Rs.50/- per month.

Unorganised Industries; Method of Inquiry. In respect of workers in unorganised industries, it was decided to collect family budgets of (1) beedi makers, (2) tailors and (3) Street porters (hand carts) and Harbour coolies. (Beedi making and tailoring are two chief unorganised industries in the city and harbour coolies and handcartmen are representative of the very large volume of unorganised casual labour in the city.)

Of the 1816 accepted budgets, 932 related to workers in organised industries and 884 to workers in unorganised industries.

Organised Industries.

Religion, Constitution of Family, Literacy, Age Distribution; etc.

Religion and Caste. An analysis of the family budgets by religion and caste shows that 92.36 per cent of the workers in organised industries are Hindus, 4.68 per cent are Christians, 2.65 per cent are Muslims and the remaining 0.31 per cent are Anglo-Indians.

Constitution of Family. Families were divided into two classes - (i) Natural families and (ii) Joint households. A natural family has been taken to be one comprising the head of the family, his wife and his unmarried children. A joint household, on the other hand, denotes a group of relatives living together as one household. The inquiry showed that 77.22 of the families were joint families and 22.78 were natural families. (This is a striking contrast with the position revealed in the last family budget enquiry conducted in Bombay where only 38.05 per cent of the families were found to be joint households.)

Literacy. It was found that 69.27 per cent of the main wage earners in the were literate. This is indeed a high

percentage of literacy when compared with the literacy figures yielded by the 1931 census for the adult male population of 15 years and over in Madras City. The percentage of literacy in the adult male population of 15 years and over in Madras City is ~~55.26~~ as against 69.27 per cent for the industrial workers in organised industries in Madras.

Composition of Family.- The average number of persons residing with the family is 6.65, made up of 1.78 men, 1.95 women, 1.18 boys and 1.12 girls. In addition, 0.18 persons are dependent on the family. Thus, the economic responsibility of the head of the family pertains to 6.21 individuals. It will be interesting to note that in the Bombay Labour Office enquiry of 1932-33, the average number of persons in a worker's family was found to be 3.70, and the average number of dependents living outside, 0.65.

Age Distribution.- The enquiry showed that the bulk of the male earners (70.55 per cent) are between the ages of 20 and 45. The age distribution of female earners displays more evenness and a not inconsiderable number of them, in fact as many as 34.92 per cent, fall beyond the age group 40 to 45, while the corresponding percentage for male earners is only 16.56.

Average Monthly Income per Family.- The average income per family taking all the 641 families, is Rs. 37-5-11, 95.06 per cent of this sum is derived from employment. The greatest single source, is the earnings of the husband amounting to 78.33 per cent. The wife is responsible for 0.57 per cent of the earnings, the children for 2.42 per cent and other members of the family for 13.27 per cent. The average income from other sources amounts for all families to Rs. 1-12-7 and represents 4.94 per cent of the total. The most important item in this group is the income from houses which account for 3.33 per cent of the total income. The other items in the group are (i) land which accounts for a meagre 0.29 per cent, (ii) gifts and presents which account for only 0.22 per cent, (iii) support from relatives and friends accounting for a bare 0.39 per cent, and (iv) others (unspecified) accounting for 1.00 per cent. It is interesting to note that the relative contribution of the husband's earnings to the total income of the family tends to decrease as the income of the families increases. In the lowest income group, the husband's earnings constitute 94.18 per cent of the total income, while in the highest, they account for only 41.26 per cent.

Average Monthly Expenditure per Family.- The average expenditure per family, taking all the 641 families into account, is Rs. 37-0-2. The percentage expenditure on food is 52.63 per cent for all families, falling from 57.06 per cent in the lowest income group to 48.58 per cent in the highest. The percentage expenditure on housing is 11.14 per cent for all families and falls with income from 16.34 per cent for families in the lowest income group to 10.06 per cent in the Rs. 60 to Rs. 70 group and then rises to 12.14 per cent for families in the highest income group. Clothing accounts for 4.5 per cent in all families and the percentage expenditure on it fluctuates narrowly for families in the different income classes, the range of fluctuation being from 4.31 per cent to 4.89 per cent. Expenditure on fuel and light which for all families accounts for 6.67 per cent of the total expenditure ranges from 5.62 to 9.34 per cent, generally falling with increasing income except for minor fluctuations noticeable in the last two income groups. The last item 'Miscellaneous',

is 25.06 per cent for all families and varies between 12.49 per cent and 30.76 per cent for families in the different income classes.

Percentage of Expenditure on budget items: Comparison with Bombay workers' budgets.— The following table compares the percentages of expenditure on the different groups of items obtained in the present enquiry with those revealed in the enquiry into the family budgets of working classes in the Bombay City conducted in 1932-33.

Group.	<u>Percentage of expenditure for</u>	
	Madras.	Bombay.
Food	52.63	46.60
Housing*	11.14	12.94
Clothing	4.50	7.75
Fuel and light	6.67	7.11
Miscellaneous	25.06	25.60
Total	100.00	100.00

Unorganised Industries.— The number of budgets on which the analysis is based is 310 in the case of bidi workers, 291 in the case of tailors and 283 in the case of harbour coolies and handcartmen. The great majority of the families of bidi workers ~~as also of tailors~~ is of Marathas. In the case of harbour coolies and handcartmen, nearly three quarters of the families are of Hindu Non-Brahmans.

Composition of the Family.— The average number of persons residing with the family is 4.31 (1.60 men, 1.34 women, 0.64 boys, and 0.73 girls) in the case of bidi workers, 5.16 (1.57 men, 1.80 women, 0.88 boys and 0.91 girls) in the case of tailors and 4.00 (1.37 men, 1.31 women, 0.63 boys and 0.69 girls) in the case of harbour coolies and handcartmen. The average size of a working class family was noticed to be 6.03 in the case of workers in organised industries. This is nearly one and a half times the average size of families of harbour coolies and handcartmen and 1 1/6th times the average size of tailors' families.

Average Monthly Income.— The average income per family per month is Rs. 20-5-10 for bidi workers, Rs. 26-15-10 for tailors and Rs. 23-4-7 for harbour coolies and handcartmen. Compared with the average income of Rs. 37-5-11 per family per month for workers in organised industries, the average income of the bidi workers' families is deficient by nearly 45 per cent and that of tailors by nearly 18 per cent. 98.08 per cent of the income of the bidi workers' family is derived from employment. The corresponding percentage for tailors is 97.32 and for harbour coolies and handcartmen 97.63. The average income from other sources derived mainly from houses and lands is very meagre in all the three cases and ranges from only Re. 0-6-3 per family for bidi workers to 0-11-7 per family for tailors. The average contribution of the main wage earner to the family income is 66.44 per cent of the total income in the case of bidi workers, 79.20 per cent in the case of tailors and 79.81 per cent in the case of harbour coolies and handcartmen.

* The percentage for Bombay is comprised of 0.13 per cent. on account of bedding and household necessities and 12.81 per cent. on account of house rent.

Average Monthly Expenditure.- The percentage of expenditure on (i) Food, (ii) Housing, (iii) clothing, (iv) fuel and light and (v) miscellaneous are given in the table below for the families of each of the three classes of workers alongside of the percentages found in the case of workers in organised industries.

Percentage of expenditure in the case of families of				
	Bidi Workers.	Tailors.	Harbour coolies and Handcartment.	Workers in organised industries.
Food	66.54	58.08	74.52	52.63
Housing	15.92	18.35	9.19	11.14
Clothing	3.41	5.90	3.13	4.50
Fuel and light	6.80	7.43	5.75	6.67
Miscellaneous	7.33	10.24	7.41	25.06
Total	100.00	100.00	100.00	100.00

For fuller information see the Report, a copy of which has been sent to Mr. P.W. Martin by the Government of Madras. ✓

Hand-made Paper Industry: Revival as
Cottage Industry in Bengal.

A communique dated 30-9-1938 issued by the Government of Bengal states that the local Government is taking active steps to revive the hand-made paper industry, which in old times gave employment to a number of workers as a cottage industry.

Details of Scheme.:- Some months back, the Department of Industries, Bengal, initiated certain investigations on the subject under the guidance and supervision of the Deputy Director of Industries and the Industrial Engineer, Bengal. The Department has now succeeded in working out and standardising a method for producing handmade paper, which is simple in operation and cheap in working costs. Such things as jute stalk, paddy straw, leaves of certain plants, etc., which are available in plenty and which have hitherto been of very little economic value in the country-side, are employed as raw materials for the production of pulp. As compared with the old methods, the cost of production by the improved process has come down ^{by} about 50 per cent and the drudgery of manipulation reduced to a proportionate level. The technique has been so simplified that any young man of average intelligence, with a little practice, can produce the standard product. ~~Proposals are not on foot to organise demonstration and training in this improved process of hand-made paper manufacture. A detailed brochure on the subject is under preparation.~~

(Summarised from a communique dated 30-9-1938
issued by the Director of Public Information,
Bengal).

Unemployment Insurance Scheme contemplated by Madras Government:
Labour Minister's Informal Conference with Labour Leaders.

The Hon'ble Mr. V.V. Giri, Labour Minister, Madras, had an informal conference with prominent labour leaders of Madras on 5-10-38, in the course of which he foreshadowed the introduction shortly by the Madras Government of a Bill providing for unemployment insurance for workers in the Madras Presidency. When it is introduced it will be the first such scheme in the whole of India.

(The Hindu, 6-10-1938). +

Public Health.

Medical Attendance Scheme for Cawnpore Workers;

U.P. Labour Welfare Committee's Recommendation. +

A suggestion that as part-time doctors could not give ^{should} sufficient attention to the patients whole-time medical officers be appointed for labour welfare dispensaries, was considered at a meeting of the U.P. Labour Welfare Committee held on 9-10-38 in the Labour Office, Cawnpore. Among those who attended were Mr. P.M.Kharegat I.C.S, Labour Commissioner, and Dr. R.B.Gupta, Labour Officer.

Three whole-time Labour Doctors for Cawnpore; It was decided to recommend to Government that three whole-time doctors be appointed for labour welfare dispensaries in Cawnpore. The posts are to carry a salary of Rs.50-10-100 p.m. plus Rs.10 p.m. as conveyance allowance. L.M.P.s with some experience or M.B.,B.S.s may be appointed to the posts. No private practice will be allowed.

Women's Welfare Scheme; A scheme regarding women's welfare was also considered, and it was recommended that baby shows should be organized once a week in different muhallas. The ~~possibility of starting a creche where babies could be kept and looked after,~~ was considered, but it was found that it would be very expensive. It was suggested that either one ~~trained health visitor~~ or two trained midwives may be appointed to carry on propaganda amongst working class families regarding cleanliness, proper upbringing of children, dietetics, etc. The health visitor might, if appointed, also arrange to train dais (country mid-wives) and social workers. +

Public Health Problems of India in 1936.* +

The Annual Report of the Public Health Commissioner with the Government of India for the year 1936, which was published recently, contains inter-alia valuable information for India regarding population trends, housing, industrial hygiene, public health in mines, and factories, nutrition and public health aspects of rural reconstruction. Only a brief summary of the salient features of the Report is given below; fuller and more detailed information may be

* Annual Report of the Public Health Commissioner with the Government of India for 1936. Vol. I. With Appendices. Published by the Manager of Publications, Delhi, Printed by the Manager, Government of India Press, New Delhi.

had from the Report itself (a copy of which must have been received by Geneva direct from the Manager of Publications, Delhi).

25

Vital Statistics.— The principal vital statistics-figures for British India for 1936 are given below:—

	<u>1936.</u>	<u>1935.</u>
Mid-year estimated population	281,866,639	278,199,545
Density per square mile	321	312
Births { Number	9,981,143	9,688,794
{ Rate p.m.	35	35
Deaths { Number	6,375,731,	6,578,711
{ Rate p.m.	23	24
Infantile death rate per 1,000 live-births	162	164
Vital index	156	147

Raising Health Standards.— In commenting on the incidence of epidemics, the Commissioner points out that these diseases exhibit rises and falls in incidence from year to year, which go largely unexplained, but that their collective effect on the general health of the population is of a much lesser degree than might be anticipated by the epidemiologist unacquainted with Indian conditions. Whilst within recent years a few of India's many diseases have been the subject of investigations from the epidemiological point of view, there still remains a vast field awaiting exploration, and he regrets that so few workers have been attracted to this important side of research work. Until further scientific investigations have been carried out, ~~he states,~~ and the lessons to be learned from these investigations are applied in practical form for the betterment of the public health, it will be profoundly difficult to create and maintain conditions essential to a healthy life. In India, the solution of the problems associated with physical health and social environment is complicated by the evils of ignorance and poverty to which is commonly added a fatalistic outlook arising, it may be, from the low standard of life which has been the experience of so many generations past. It is emphasised that the main task lying before Indian Governments is the organisation of rural life so that the villager may become more self-reliant and self-respecting and that he may be led to a healthier and happier life.

Population Trends.— There has been during 1936 no falling off in the general rate of population growth. Between the census of 1931 and June 1936, i.e., in 5 years 4 months the total increase has been 6%. Assuming the same rate of growth during the next 5 years the increase in population during the decennium 1931-1941 is, therefore, likely to be something over 11%. The chances are, however, that these yearly estimates, based on recorded births and deaths will prove to be underestimates of actual events. On more than one occasion in recent years it has been stated in these reports that the population of India as a whole will reach by 1941 a figure approximating to 400 millions, which would mean a rate of increase of about 13.4%. In so far as existing trends indicate, there is little reason to doubt that ~~at~~ this figure will be reached. The

Commissioner stresses again the urgent importance of an organised study of the population problem. In trying to estimate the possible trend of events in India, consideration must be given to a number of factors ~~of~~ all of which are of importance. These include the low standard of life at which the majority of the people live, the large additions to numbers amounting at present to about 35-40 millions per decade, the high toll of life and suffering taken annually by epidemic and other preventable diseases and, lastly, the question of food production. It may be that the information relating to food production is not complete enough to permit one to judge whether the growth of population is outstripping available food resources, for it has been stated that estimates of food production in India are unreliable and in most cases under-statements and that increases in production due to improved methods have not been taken into consideration in estimating the yield per acre. Recent investigations by Dr. Aykroyd, Director, Nutrition Research Laboratory, Coonoor, into the food supply and nutritional requirements of the population of Madras province, have shown that the total food supply available is just sufficient to cover the energy needs of the population, provided it is evenly distributed, (which it is not) and that protein supply especially ~~is~~ was below requirements.

Housing.- In India, this branch of public health work has at no time received the attention it deserves. Even at the present day, few local ~~boards~~ board or municipal authorities devote any time or money to the question and, although the report of the Royal Commission on Labour six years ago included some severely critical remarks in respect of the apathy displayed by most of those on whom responsibility lay and on the danger to health caused by existing conditions in many of the larger towns, this section of the Report remains one on which no substantial progress can yet be notified. The Royal Commission, of course, dealt only with the problem of the housing of industrial labour; there is, however, the larger problem of improving the homes of the vast rural population of this country, a task which will tax the energies of provincial Governments and local boards for many years to come, even if they begin the work now. The improvement of housing brings authorities up at once against various difficulties, including finance, administration, ownership of land, undesirable habits of the people and numerous other social and economic factors which may all interfere with progress. The problems associated with housing of the working classes, as the Labour Commission's Report pointed out, are not susceptible of any easy or quick solution, but they demand, as so many public health questions do, a long range view and the gradual execution of programmes designed to secure steady and progressive advance. Brief notes regarding urban and rural housing, building societies and similar organisations, industrial housing schemes, etc. in each province are given in the Report.

Industrial Hygiene.- Since the Royal Commission on Labour in India issued its report nearly seven years ago, increased ~~and~~ attention has been paid to the conditions of factory labour by governments, the legislatures and the general public, and action has been taken in many directions to implement the recommendations made in the Commission's report. Whilst it is true that agriculture is, and will continue to be, the staple industry of the country, the wave of economic nationalism, which has swept over the world, has not left India untouched and it is probably correct to say that the coming years will witness a steady growth of industrialism in this country. The development of electric power, in view of the scarcity of coal, is being actively pursued by more than one provincial government, whilst the encourage-

ment of cottage industries has been taken up as a hopeful line of advancement. Under these circumstances, the health of the industrial worker is a matter of serious concern to the State. In a country like India, with its large rural population and with agriculture absorbing the bulk of labour, sound economic development is bound to proceed on lines somewhat different from those of a highly urbanised country like England. The future of industrial development in India, indeed, is more likely to be in the direction of a linking of agriculture with small scale industry, planned to supplement the income of the rural labourer and to provide him with employment during the months of enforced idleness, which agriculture with its dependence on monsoons makes a constant feature of village life. It cannot be assumed that workers engaged in small scale industries require less protection than those employed in the large industries. The Commissioner quotes the I.L.O. Year-book for 1936 which points out that in respect of Germany, "special attention is paid to handicraftsmen and workers in small undertakings, on the ground that they are more exposed to occupational risks than workers in large-scale industries." Nor should it be forgotten, he points out, that the evils attendant on concentration of factory labour and the consequent development of slums already exist in more than one of the large industrial centres of this country. A brief summary of recent legislation dealing with the health and welfare of the Indian industrial worker is also given in the report.

Nutrition.-- In this country nutritional investigations have been mainly concerned with (1) dietetic surveys in order to ascertain the actual state of nutrition of the people; (2) analyses of common Indian foodstuffs for the purpose of determining their nutritive value; (3) experimental work in controlled institutions intended for the discovery of suitable cheap methods of improving nutrition; and (4) training of medical and public health personnel in general nutrition work and in the carrying out of propaganda on the same subject. An effort has also been made to link up agricultural research and practice with the requirements of human nutrition through the appointment of a Liaison Officer, who has his head-quarters at the Central Government's Agricultural Research Institute in Delhi.

The investigations into the nutrition ^{standards} of the people of Madras Presidency carried out by the Nutritional Research Laboratories at Coonoor, showed that the food available in that province is just sufficient to cover the energy needs of the people, provided it is evenly distributed, and that the average diet, which consists mostly of cereals, is lacking in animal protein, mineral salts and vitamins, which are essential for the proper physiological functioning of the body. 'Protective' foods are, however, relatively more expensive than cereals and ordinarily they are eaten either in very small quantities or are entirely absent from the diet. These remarks apply equally to most parts of the country. The investigations have also demonstrated a widespread prevalence of conditions associated with a state of subnormal nutrition. Under the circumstances, the urgent need at present appears to be the formulation of methods by which the production of 'protective' foods can be greatly increased and their consumption encouraged.

In this connection milk occupies a position of great importance. In the first place, a large section of the population is wholly vegetarian and the only way of providing the valuable animal proteins is by means of milk and milk products. Dr. N.C. Wright, in his recent report on the development of cattle and dairy industries in India, states that all available evidence points to India's per capita

consumption of milk averaging only about 7 to 8 ozs. per day, either in liquid form or as milk products. Wide variations exist between Southern and Northern India and also between urban and rural populations.

The Indian Research Fund Association continued to finance during the year certain investigations regarding nutrition carried on under its auspices. These investigations included (1) a ~~and~~ study of the nutritive values of Indian foodstuffs and the diet and "state of nutrition" of the population; (2) food investigation (B₂ complex); (3) enquiry regarding cheap balanced diets and (4) investigations of the etiology and pathology of peptic ulcer in South India.

Rural Reconstruction.- The Indian Villager occupies a most important place in the economic life of the country and, if his general welfare is to be promoted, it is necessary to give him greater opportunities than he has had in the past to attain better health, greater wealth and increased happiness. This is, of course, the goal of all rural reconstruction work, but, in advancing to this goal, the public health worker comes up at once against the evils of ignorance, poverty, dirt and disease, all helping to form a vicious circle from which the villager's escape is difficult, unless those primarily concerned with his welfare take the initiative. The Commissioner has outlined a Health Unit Scheme not only for studying existing conditions but also for demonstration purposes to effect improvements. +

Housing Scheme for Cawnpore Workers. +

The U.P. Government has drawn up plans for building a number of model houses for Cawnpore workers. There would be four types of houses, the accommodation and rent of which would probably be as given below. Every effort will be made to bring down the rental. Other amenities such as parks, schools, playgrounds, library and reading-rooms, etc., may also be provided. For quarters of A and B type common latrines and water-taps will be provided:

Types	Accommodation	Probable monthly rents.	Probable monthly lease money for —		
			12 years.	18 years.	25 years.
		Rs. a.	Rs. a.	Rs. a.	Rs. a.
A.	One room 12'X 9' a verandah and a courtyard.	2. 8.	4. 12	3. 10	3. 4.
B.	Two rooms 12'X9' and 9'X9', a verandah and a courtyard.	4. 0.	7. 0.	5. 8.	4. 14.
C.	Two rooms 12'X9' each, a verandah, a courtyard, a kitchen, a water-tap & a water closet.	6. 0.	9. 8.	7. 12.	7. 0.
D.	Two rooms 15'X9', a verandah, a courtyard, a kitchen, a water-tap and a water closet.	7. 0.	11. 6.	9. 4.	8. 4.

(Taken from the October 1938 issue of "Public Information" published monthly by the Public Information Department, U.P. Government .) +

Scheme of Rs. 48 Millions for Slum Clearance and Workers'
Housing in Bombay City: Proposals under Consideration.

The Bombay Municipal Corporation has under consideration a scheme submitted by the Municipal Commissioner for the clearance of certain extensive slum areas in Bombay City.

Details of scheme of clearance.— The total area comprised in the scheme is about 21,820 square yards. The cost of acquisition is estimated at Rs. 4,092,000 and that of work such as roads, drains and lighting at Rs. 58,400. The area that will be available, after development, for disposal will be about 16,580 square yards and its value may be estimated at about Rs. 1,000,000. The demolition value of the buildings to be acquired is estimated at Rs. 1,35,000. The total recoupment will, therefore, come to about Rs. 1,135,000. The net cost of this slum clearance scheme will, therefore, come to about Rs. 30,16,000 exclusive of interest and sinking fund charges on the capital outlay.

Scheme of Housing.— The Commissioner further states that as the Municipality will be demolishing a very large number of single-room tenements, it will be desirable to have as a part of this scheme a poorer-class accommodation scheme for housing the tenants who will be dishoused. It is proposed to construct three blocks of permanent chawls consisting of a ground and three upper floors on an area of about 7,500 sq. yards. They will consist of 384 single-rooms and 58 shops. The cost of constructing these chawls, paving of open spaces and other incidental works is estimated at about Rs. 640,500. The value of land required for these chawls is estimated at about Rs. 364,500. The total outlay on the housing scheme will be about Rs. 1,073,800. Estimating the rent of the rooms at Rs. 8 per month and of the shops at Rs. 20 per month and allowing for the usual out-goings, the net annual income can be estimated at about Rs. 27,500 giving a return of 2.5 per cent on the outlay.

The total combined cost of the two schemes exclusive of interest charges will, therefore, come to Rs. 4,798,900.

(The Times of India, 10-10-1938.)

Co-operation.

Co-operation in Berar: C.P. Government appoints Enquiry Committee.

Below is given a summary of a press communique dated 6-10-1938, issued by the Government of the Central Provinces, setting up an enquiry committee to go into the present condition of co-operation in Berar.

Representations re. Deterioration of Movement. The Hon'ble Minister in charge of Co-operation received during the last twelve months three deputations of co-operative workers in Berar and discussed with them in detail the present situation and possible remedies. The main problem in Berar is how to balance the budgets of central banks in view of the low return on the assets locked up in lands which the banks have been obliged to acquire in the course of the recovery proceedings. Owing to successive crop failures and low prices, recoveries have been unsatisfactory and some banks have found difficulty in discharging their obligations in time.

Appointment and Terms of Reference of Committee. The Government has, as a preliminary step, appointed a Committee to enquire into the position of the co-operative movement in Berar. The terms of reference of the Committee are:-

- (1) to examine the position of the co-operative movement in Berar in general and of the finances of central banks in Berar in particular
- (2) to suggest ways and means for ~~2~~ more remunerative management of the lands acquired by central banks; and
- (3) to make proposals for financial accommodation to those central banks which are in need of it immediately or for some years to come.

The committee is requested to submit its report as early as possible.

(Page 969, Part 1- Central Province and Berar
Gazette dated 7-10-1938)+

Development of Cottage Industries in United Provinces:

Government Considers Schemes.

The Minister for Industries U.P., held on 7-10-1938 at Lucknow, a Conference of departmental Officials of the local Government to discuss the question of encouragement of cottage industries. The discussions, it is understood, centred round the desirability of keeping in view not only the need for organizing such industries but also of finding a market for them. It was resolved that, before further steps are taken, the Assistant Director of Industries, should conduct intensive inquiries in two or three typical villages to ascertain the extent of surplus labour available in each village, whether such labour can be

utilized and, if so, what are the tendencies of villages, what type of industries they would wish to undertake and what scope exists for marketing the products of such industries in the villages.

Until this report is available, definite steps for the introduction of cottage industries would be kept in abeyance. In the meantime that part of the programme of rural development which has been already put into effect, namely, the training of men in various industries would continue unabated.

(The Statesman, 8-10-1938).†

Education.Adult Education in Bombay:
Government appoints a Provincial Board.

The Government of Bombay decided at a meeting of educational officials held on 12 and 13-8-1938 at Poona, with the Hon. Mr. B.G. Kher, Premier of Bombay, presiding, to set up a central advisory board to promote the spread of adult education in the Province. (Vide page 39 of our August 1938 report.). Accordingly, the Government of Bombay has set up a Provincial Board for Adult Education with Mr. S.R. Bhagvat, General Secretary, Rural Reconstruction Association, Poona, as Chairman, with effect from 1-10-1938.

Functions of the Board.- The functions of the Board, among others, are as follows:-

1. to submit for the approval of Government a three-year programme for the spread of adult education in the province, with estimates of expenditure - both recurring and non-recurring - that will have to be incurred for implementing each item of the programme.
2. to conduct propaganda for the removal of illiteracy and other forms of ignorance among adults of both sexes in rural as well as urban areas;
3. to encourage and supervise the publication of suitable literature for adult education;
4. to consider schemes referred to it by Government or submitted by private bodies for the spread of adult education;
5. to advise Government as to the best manner of aiding the existing adult education classes and of organising and extending the work of such classes on a voluntary basis;
6. to advise Government as to the best methods of harnessing the enthusiasm and spirit for national service among the educated youth of the province for the drive against mass illiteracy;
7. to suggest means for co-ordinating adult education among villagers with other forms of rural reconstruction; and
8. to advise Government on the question of implementing the various recommendations made by the Adult Education Committee.

(Communique dated 29-9-1938 issued by
the Director of Information, Bombay)++

33

Agriculture.

The Bihar Agricultural Income-Tax Act, 1938 (Bihar Act
VII of 1938). +

Reference was made at page 42 of our June 1938 report to the adoption on 1-6-1938 of the Bihar Agricultural Income-Tax Act, 1938, by the local Legislative Assembly. The Act received the assent of the Governor on 20-8-1938 and is published at pages 73 to 113 of Part IV of the Bihar Gazette dated 12-10-1938.+

Maritime Affairs.

Conditions of Work of Bombay Port

Trust Staff in 1937-38.*

Strength of Staff: The approximate total number of staff employed by the Bombay Port Trust during the year under review (1937-38) was 10,118 as compared with 9,120 during 1936-37. Of these, 164 were permanent staff receiving salaries of over Rs. 300 per mensem; 666 Clerical Staff and 1,063 Outdoor Staff receiving salaries from Rs. 50 to Rs. 300 per mensem; 418 permanent inferior staff getting above Rs. 50/- per mensem (1 getting above Rs. 300); 366 getting under Rs. 50 per mensem, while 3,619 were daily paid.

Housing of Staff: 319 of the 1,893 permanent superior staff, 100 of the 418 permanent inferior staff and 3541 of the 7,807 temporary staff were housed by the Port Trust during the year under review. This represents a total housing of 39.13 per cent of the total staff by the Port Trust as against 42.3 per cent during the previous year.

Welfare and Recreational Facilities: For the use mainly of the staff and their families a Maternity Home and Infant Welfare Centre are maintained. An annual grant of Rs. 2400 was given from the Employers' Welfare Fund to the social service branch of the Y.M.C.A. which organises games, night lectures, cinema shows, etc, for the Port Trust staff and their families.

Grievances of Indian Seamen employed in British

Ships: All India Seamen's Federation's Representations to Shipping Federation of Great Britain: Demand for National Maritime Board.

The All India Seamen's Federation, Calcutta, has, through its President, Mr. Aftab Ali, M.L.A., Bengal, recently submitted to the Shipping Federation of Great Britain, London, certain proposals for improvement of the conditions of life and work of Indian seamen obtaining employment in British merchant ships from Indian ports.

The Demands.- The more important demands formulated on behalf of Indian seamen are: (1) an increase in the present rate of wages, (2) supply of improved quality of rations in adequate

* Bombay Port Trust - Administration Report, 1937-38 pp. XII and + 54. G. Claridge & Co., Ltd, Bombay.

23. 35
quantities on board ships, (3) standardisation of wages in all Indian ports, (4) fair and equitable distribution of employment, (5) fixation of working hours and rates for overtime pay in the event ~~if~~ same are not regulated by the Government of India, (6) abolition of the present indirect method of recruitment of seamen, particularly lower ratings, (7) establishment of a National Maritime Board in India similar to the British Maritime Board, and (8) recognition of the All-India Seamen's Federation as the sole trade union organisation representing Indian seamen.

Referring to the proposal for wage increase, Mr. Aftab Ali has drawn pointed attention to the fact that during the last nineteen years no increase has been granted to India~~n~~ seamen recruited in India, although the wages of seamen of other maritime countries, including that of Great Britain, have been repeatedly increased. Mr. Aftab Ali also points out that ~~the~~ in view of the fact that the 50,000 odd Indian seamen employed by British shipping interests have rendered valuable services to the British mercantile marine he hopes that the shipping firms which are constituents of the Shipping Federation of Great Britain will take a sympathetic attitude to the ~~demands~~ demands of Indian seamen.

(The Labour Times, Madras, October 1938 issue).

Indian Labour in Malaya, 1937:

Report of Controller of Labour, Malaya..

The following details regarding conditions of life and work of Indians in Malaya given in the Annual Report of the Controller of Labour, Malaya, for the year 1937 are taken from a summary of the Report published in the Hindu dated 6-10-1938.

Contracts of Service.- All labour in Malaya is free. Labourers are landed free of debt and are at liberty to leave their employment at any time on giving a month's notice or on paying a month's wages in lieu thereof. No immigrant may enter into any written contract to serve as a labourer, though under certain circumstances skilled workmen may do so before leaving British India for Malaya.

Prohibition in Estates.- A referendum of estate labourers taken on the question of prohibition, showed that the majority of women workers favoured it and men workers were against it. The employers are reported to favour abolition of toddy-shops, and are co-operating with the Excise Department. It is reported that during the year consumption of toddy was steadily diminishing. Where there are estate toddy-shops, their profits are paid into a fund which is expended for the benefit of labourers. The sale of toddy to women and children is prohibited.

Estate Provision Stores.- Estate provision shops are visited and prices checked by officers of the Labour Department when inspecting estates. These shops are maintained under permit from the department which can withdraw such permit and enforce the closing of the shop whether it is conducted by the employer or merely established on estate land by his permission.

Lands held by Indians.- In the Straits Settlements, the area of lands held by Indians is about 35,812 acres valued at \$16,776,187. In Perak, Selangor, Negri Sembilan, Pahang, Johore and Kedah, the approximate holdings were 88,720, 36,824, 27,770, 15,141, 66,655, and 41,879 acres respectively, whilst in Kelantan no information was available. The Labour Ordinance in the Straits Settlements and the Labour Codes of the Federated Malaya States require every employer to set aside 1/16th of an acre of land for each labourer who has dependants, suitable for use by labourers as allotments or grazing lands.

Colonisation by Indians.- There are several settlements inhabited by Indians who have permanently settled down. The Tamil Settlement of Bagan Sarai (700 acres, with 400 families established 53 years back), the Permatang Estate Settlement area (63 acres, established in 1936), the Seramban Estate Colony, etc, are examples. Year after year witnessed the establishments of local colonies. In course of time, they have become resident populations, most of the members of which have never been to India and whose homeland is Malaya. It is definitely in the interest of the planting industry to provide land whereon the labourers may be able to maintain themselves in times of slump.

Sex Ratio.- As regards emigration from India to Malaya, the number of men recruited in any year bears an infinitesimal relation to the total number of men in the recruitment areas of the Madras Presidency, and so it can be taken that the sex ratio question is primarily a Malayan and not an Indian problem. The Governments of India and Malaya are alive to the evils that result from sex inequality and the following steps have been taken by the latter Government to minimise these evils: ~~Thus~~ (a) The maintenance of a satisfactory wage level; (b) differential rates of assessment giving employers an economic incentive to the employment of women; (c) differential recruiting allowances in favour of married couples; (d) the payment of bonus of \$1 to each child of a non-recruited immigrant; (e) the employment of Lady Travelling Inspectors on the immigrant steamers to ensure the welfare of women and children; (f) the provision of creches and nurseries on estates; (g) the provision of schools on estates; (h) the payment of maternity allowances; (i) the Hindu marriage registration legislation; and (j) the provision of land allotments on estates.

Indian Population in Malaya.- The improvement in the sex ratio is shown in the following figures for the total Indian population (of all races) ~~at~~ the ~~years~~ indicated:- The number of families to 1,000 males ~~was~~ 308 in 1911, 405 in 1921 and 482 in 1931.

The total Indian population of Malaya in the 1931 census was 6,24,000 of whom 304,000 were resident on estates. Of this, 583,000 were South Indians. The locally born ^{Indians} settled down in Malaya as a rule, and it may be noted that at the 1931 census 21 per cent of the Indian population were found to be locally born and there were then resident in Malaya some 81,000 boys and 73,000 girls of the age of 15 years and under.

Throughout the years 1930, 1931, 1932 and 1933, there was a strong return flow to India and it is interesting to note that the effect was to improve the general sex ratio particularly on estates. Altogether, the report states, the sex ratio among South Indian labourers is good and is improving, and it is fairly certain that the time is not far off when equality will be reached on estates.

(The Hindu, 6-10-1938)+

The Administration Report of the Controller of Labour, Ceylon, for 1937, is divided into two parts; the first contains a general review of working conditions in Ceylon and the second deals with the conditions of life and work of Indian immigrant labour in the island. Special reference is made in the report to the visit of Mr. H.B. Butler, Director of the I.L.O., to Ceylon in December 1937 and to the discussions on labour problems he had with Government officials and others interested.

Labour Legislation.- Ordinance No. 26 of 1937 was enacted during the year as an amendment to Ordinance No. 1 of 1923, to enable payment from the Immigration Fund of contributions to any provident fund or scheme established for the purpose of paying a gratuity or pension to employees who are paid from the Immigration Fund.

Legislation to prohibit the employment of females on underground work in mines (Ordinance No. 13 of 1937) was placed on the statute book during the year in order to give effect in Ceylon to an International Labour Convention.

Factory Legislation.- The draft of a Bill prepared by the Legal Draftsman to make provision for the safety and welfare of workers in factories was examined by a Committee appointed by the Hon. the Minister for Labour, Industry and Commerce. This Committee has also been studying the English Factories Act, 1937, to ascertain whether it can be adopted in Ceylon with modifications to suit local conditions.

Amendment to the Industrial Disputes Conciliation Ordinance, No. 3 of 1931.- The operation of Ordinance No. 3 of 1931 showed that it was desirable to introduce certain amendments. A draft Ordinance has been approved by the Executive Committee for Labour, Industry and Commerce which provides inter alia:-

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Part I - Civil (c) - Administration Report of the Controller of Labour for 1937 - October, 1938- Printed on the Orders of Government.- To be purchased at the Government Record Office, Colombo- Price 70 cents.- 1938- Pp. 64.

- (1) that there shall be appointed a Labour Officer who will visit industrial establishments and other places of employment, inquire into labourers' grievances and examine the general conditions of employment for the purpose of the settlement and prevention of trade disputes.
- (2) that any Board of Conciliation appointed to endeavour to settle an industrial dispute shall have power to compel the attendance of witnesses and the production of documents.

Labour Recruiting Ordinance.- A draft was prepared and considered by the Executive Committee of Labour, Industry and Commerce of an Ordinance to authorize the creation of a special fund to meet the expenditure incurred in connection with the recruitment of indigenous labour to estates.

Shops Act.- A draft of an Ordinance to regulate the conditions of employment in shops and similar places of business was prepared and received the general approval of the Executive Committee for Labour, Industry and Commerce. It is now in the hands of the Legal Draftsman.

Minimum Wage Legislation for all kinds of Labour.- By Ordinance No. 27 of 1927, Indian immigrant labourers employed on estates must be paid a minimum wage varying with the district of employment. The Executive Committee decided during the year that minimum wage legislation should be extended to include other classes of workers. A draft of an Ordinance was prepared which provides for the creation of Wages Board for those industries or trades to which the Ordinance may be applied. It is proposed that each Wages Board should have power to fix a minimum wage and to regulate the conditions of employment and the payment of wages in the trade or industry for which the Board may be appointed. The draft is now before the Executive Committee for Labour, Industry and Commerce.

Maternity Benefits.- It was decided by the Executive Committee for Labour, Industry and Commerce at the end of 1936, that draft legislation on the lines of the Madras Maternity Benefit Act should be prepared for Ceylon but that this new legislation should be made operative only after the new Factories Ordinance has been promulgated. After further consideration by the Executive Committee instructions were issued to the Legal Draftsman to prepare the draft Bill on this subject as soon as possible.

International Labour Conventions.- The Conventions concerning the employment of women during the night, which constituted a revision of the original convention of 1919 embodied in Ordinance No. 6 of 1923, was considered during the year under review and it was decided to introduce the ^{necessary} amending legislation ~~necessitated~~.

In 1935 the ~~Convention~~ adopted a draft convention prohibiting the employment of women on underground works in mines of all kinds and the Government was asked by the Secretary of State for Colonies whether it could be applied to Ceylon. The Executive Committee for Labour, Industry and Commerce approved of the introduction of the necessary legislation and Ordinance No. 13 of 1937 which gives effect to the convention was passed by the State Council and received the assent of the Governor

during the year.

The establishment of two Advisory Committees, one permanent and the other ad hoc Committee consisting of the members of the governing body representing Asiatic countries and of the delegates from Asiatic countries which are members of the I.L.O. respectively, was envisaged in a despatch of the Secretary of State received during the year. The proposal was duly considered and it was decided that steps should be taken to obtain for Ceylon special representation on the proposed Committees. The Board of Ministers agreed to make the necessary financial provision.

Workmen's Compensation.— The Controller of Labour and the Deputy Controller of Labour continued to function as Commissioner for Workmen's Compensation and Deputy Commissioner for Workmen's Compensation respectively for the whole island. Although there is provision in the Ordinance for the appointment of Assistant Commissioners for local areas no such appointments have yet been made.

The following table gives comparative figures of the activities of the department since the passage of the Act:—

	Claims Paid.		Number of Cases.
	Rs.	c.	
1935 (August to December)	17,261	44	733
1936	119,378	14	2,963
1937	154,464	45	4,028

Accidents.— The number of accidents reported during the year was 4,581 of which 86 were fatal accidents.

Notices under section 20(1) of the Ordinance were sent to the employers in 93 cases of fatal accidents. Replies to seven notices issued at the end of 1936 were also due during the year. In 68 cases liability was admitted and voluntary deposits were received. Liability was denied in 11 cases and dependants were advised to put in applications claiming compensation. Of the remaining 21 cases inquiries showed that in 12 instances a claim for compensation could not be established; 9 were pending at the end of the year.

Industrial Diseases.— No case of compensation came up during the year, arising out of any industrial disease.

Licence to undertake Insurance.— Fifty-eight licences to undertake insurance against liabilities to workmen which may be incurred by employers under the Workmen's Compensation Ordinance were current during the year and no new licences were issued.

Trade Unions.— The total number of unions registered under the Ordinance to the end of 1937 is 38. The certificates of registration issued to 6 of these unions were cancelled during the year and 1 union was dissolved. The number of registered unions therefore which remained in the books of the department at the end of the year was 31.

Trade and Industrial Disputes and Strikes.— The number of industrial disputes and strikes during the year was 5. No strikes or lockouts were reported from Government departments employing large forces of labour. Personal and contractual

relations between superintendents of estates continued to be good and no trade disputes were reported.

Safety of Workers in Mines and Factories.- Since the abolition of the post of Inspector of Factories in 1927 all annual inspection of factories, boilers, etc., under the rules have been performed by Engineers licensed by the Director of Public Works, the estates making their own arrangements with the licensed Engineers and paying their fees. According to the reports received from the various Revenue Officers for 1937 it would appear that the provisions of the Ordinance were duly observed by the factories and mines and there was no prosecution entered in any part of the Island for breaches of the Ordinance.

Employment of Children and Young Persons in Industrial Undertakings.- At the end of December, 1937, there were 392 young persons employed in the sixty industrial undertakings. Inspection by the officers in charge of Police Stations is done once a month at least. It was found at these inspections that the regulations were complied with and that the young persons had been registered. A Factories Bill is under consideration which will give extensive powers of inspection, etc., of the employment of young persons.

Indian Immigrant Labour.- Part II of the report deals with the conditions of life and work of Indian immigrant labour. The subjects dealt with are the activities of the Board of Indian Immigrant Labour, statistics relating to immigration of Indian labourers, issue of recruiting licences, repatriation and conditions of labour in Ceylon estates under the heads of health and vital statistics, wages, irregularities on estates, indebtedness, liquor consumption, crime, savings, estates of deceased Indians and inspectors.

Indian Migration Statistics.- The number of arrivals in 1937 was 162, 55 (111, 125 unassisted immigrants and 51, 427 assisted estate labourers) as compared with 137, 961 (97, 158 unassisted immigrants and 40,803 assisted estate labourers) during the last year. The increase in the number of assisted labourers arriving in Ceylon in 1937 was due to demand of labour by the tea and rubber industries.

Emigration of Indians from Ceylon.- During 1937, the number of Indians who left Ceylon for India was 152,257 (37,605 estate labourers and 114,652 others) as against 145,289 (39,747 estate labourers and 105,542 others) in 1936. The number of Indians repatriated under section 22 of Ordinance No.1 of 1923 and the scheme of 1924 at public expense during 1937 was 5,064 as against 4,494 in 1936.

Special Scheme of 1937.- It became apparent at the end of the year 1936 that there was a considerable surplus of labour on tea estates due chiefly to the closure or ~~partial~~ closure of estates and that the scheme of 1935 would not effectually meet the situation and a fresh scheme was introduced in February, 1937, known as the special scheme of 1937.

This scheme which was sanctioned by His Excellency the Governor on December 23, 1936, came into operation in February, 1937, to supersede the 1935 scheme. By this scheme the Controller of Labour was empowered to repatriate at the expense of the Immigration Fund any Indian labourer reported to be

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surplus by a Superintendent of any tea estate of 100 acres or more, provided that such labourer was willing to be repatriated from February-September, 1937, when the scheme was withdrawn as use was no longer being made of it.

Population and Vital Statistics.- According to the half-yearly returns furnished by the Superintendents of estates, the mean population of Indian labourers on estates was 664,000 in 1937 as against 665,000 in the previous year. At the beginning of 1937 the population was 658,982 (206,405 men, 199,439 women, and 253,138 children). By the middle of the year it fell to 654,347 (202,911 men, 197,632 women, and 253,804 children), and rose again at the end of the year to 677,560 (211,495 men, 204,280 women, and 261,785 children). The total increase of population during the year was, therefore, 18,578.

The births registered during the year 1937 numbered 25,495 (12,835 of males and 12,660 females) as against 25,181 in the previous year. The increase recorded was 1.2 per cent. The birth rate for the year was approximately 38.4 per 1,000 of the mean population, as compared with 37.9 in 1936 and with 37.8 the rate for the Island as a whole in 1937. The sex ratio at birth among the Indian labourers was 1,014 males to every 1,000 females. During the year the deaths of 6,010 males and 6,581 females, aggregating 12,591, were registered among the Indian labourers on estates, as against a total of 12,891 in 1936. The decrease during the year was 300 or 2.3 per cent. The mortality among the females was, as usual, higher than among the males. The death rate was approximately 19.0 per cent 1,000 of the mean population as against 19.4 in 1936 and 21.7 the rate for the Island as a whole in 1937. The death rate among the Indian labourers continues to be lower than that of the entire population of the Island. The infant deaths registered in 1937 numbered 4,321 (2,364 males and 1,957 females) as against 4,336 in the previous year, recording a fall of 15. The infant mortality rate was 169 per 1,000 births, the lowest recorded among the Indian labourers on estates, as against 172 in 1936 and 158 the rate for the total population of the Island. The infant mortality among the labourers is still higher than elsewhere in the Island notwithstanding its definite decline in recent years.

Medical Facilities.- Medical aid for these estates which employ besides Ceylonese, about 659,000 Indian immigrant labourers, is provided by 64 District Hospitals and 109 District Dispensaries. 92 estate hospitals were maintained during the year as against 84 in the previous year. The increase was chiefly due to the reopening of hospitals closed down during the depression. It has been estimated that a population of 25,627 resident labourers were treated in these estate hospitals. Most of the hospitals were maintained in an efficient condition and the work carried out was on the whole satisfactory.

Wages.- At the beginning of the year 1937 the legal minimum rates of wages applicable for a working day of 9 hours, including time not exceeding one hour taken for the mid-day meal, were as follows:-

	Men		Women.		Children.	
	A.	P.	A.	P.	A.	P.
Up-country ..	7	10	6	3	4	8
Mid-country ..	6	11	5	7	4	0
Low-country ..	6	7	5	3	3	10

with the issue price of rice at a rate not exceeding Rs. 4-8-0 per bushel. The rates are still in force.

Education.; The total number of registered estate schools at the end of September, 1937, was 728 as compared with 653 at the end of September, 1936. The total number of estate children of school-going age for 1937 was 75,292 (males 43,773, females 31,519) of whom 42,163 (males 29,778, females 12,385) were attending school - a percentage of 55.99. The corresponding figures for 1936 were 72,858 (males 41,882, females 30,976) of whom 39,647 (males 28,407, females 11,240) were attending school a percentage of 54.42.

Seventy-seven schools which satisfied the required conditions were registered for grant during the year. One school was closed.

Inspection.- The number of estates inspected in the year under review was 646, as compared with 712 in 1936.

(The Administration Report of the Controller of Labour for 1936 was reviewed at pages 36-40 of our April 1937 Report).

Publications received in this Office during October 1938..

National Labour Legislation.-

- (1) Draft of Ceylon Shops Regulation Ordinance, 1938 (to provide for the regulation of the employment of persons in shops and for the control of hours of business in shops).
- (2) The Travancore Trade Disputes Regulation (No. V. of 1114) 1938
- (3) The Travancore Factories Regulation (No. VIII of 1114) 1938.

Conditions of Labour.

- (1) Report together with the prescribed Returns on the Working of the Workmen's Compensation Act, 1923 (VII of 1923), in the United Provinces for 1937.
- (2) Report on the Working of the Workmen's Compensation Act, 1923, for the year 1937 in Madras.
- (3) Annual Report on the Working of the Workmen's Compensation Act, 1923, in the Punjab for the year 1937.
- (4) Annual Report on the Working of the Trade Disputed Act in Bombay for the year ending 31-12-1937.
- (5) Administration Report of the Labour Department, Government of Madras for the year 1937-38.
- (6) Annual Report on the Administration of the Indian Boilers Act, 1923, in the Bombay Province 1937-38.
- (7) Administration Report of the Controller of Labour, Ceylon, for 1937 (Part I.).
- (8) ~~Report on an Enquiry into Family Budgets of Industrial Workers in Madras City.~~ (Government Publication).

Enforcement of Conventions.

- (1) Annual Report on the Working of the Factories Act in the United Provinces for the year 1937.

Industrial Organisations.

- (1) Annual Report on the Working of the Indian Trade Unions Act, 1926, (XVI of 1926) in Orissa for the year ending 31-3-1938.
- (2) Report of the Committee of the Bengal Chamber of Commerce for the year 1937, Vol. II: Documents and Correspondence.
- (3) Views of the Indian Colliery Owners' Association on the proposals of the Government of India, Department of Labour, re. stewing in coal mines.
- (4) Report of the Committee of the Indian Colliery Owners' Association, Jharia, for the year 1937.

Economic Conditions.

- (1) Report on the Working of the Department of Industries in C.P. and Berar for the year ending 31-3-1938.

Social Conditions.

- (1) The Annual Report of the Social Workers' Society, Bombay, for 1937.
- (2) Annual Administration Report on the Working of the Criminal Tribes Act in Bombay for the year ending 31-3-1938.

- (1) Annual Report of the Public Health Commissioner with the Government of India for 1936, Vol.I with Appendices.

Co-operation.

- (1) Annual Report on the Working of Cooperative Societies in Bombay for 1936-37.
- (2) Annual Report on the Working of Cooperative Societies in South Orissa for the year 1936-37.

Education.

- (1) Report on Vocational Education in Hyderabad State B by A. Abbott, Esq., C.B.E.,
- (2) Annual Report of the David Sassoon Industrial School, Matunga, for 1937-38.

Maritime Affairs.

- (1) Bombay Port Trust Administration Report for 1937-38.
- (2) Port of Calcutta Administration Report and Annual Accounts for the year 1937-38.

Migration.

- (1) Review of important events relating to or affecting Indians in different parts of the British Empire during 1937-38 (issued by the Government of India).
- (2) Annual Report of the Agent of the Government of India in Ceylon for the year 1937.
- (3) Annual Report on the Working of the Indian Emigration Act, 1922, for the year 1937.
- (4) "Indians in Foreign Lands" by Dr. Rammanohar Lohia, Secretary, Foreign Department, All India Congress Committee, Allahabad. +

INTERNATIONAL LABOUR OFFICE
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Report for November 1938.

N.B. Every section of this Report may be taken out separately.

Contents.

Pages

1. Ratifications.-

Draft Conventions and Recommendations of 21st (Maritime) Session of I.L.Conference: Statement by Commerce Member re. Action proposed to be taken by Government of India.	1-4
--	-----

2. National Labour Legislation.-

(a) The Indian Merchant Shipping(Amendment) Bill, 1938.	5
(b) The Central Provinces and Berar Unemployment Relief Bill, 1938: Bill introduced on 28-9-1938.	6
(c) The C.P. and Berar Minimum Wage Fixing Machinery Bill, 1938: Bill introduced on 28-9-1938.	6
(d) The C.P. and Berar Minimum Wages Bill, 1938: Bill Introduced on 28-9-1938 and Referred for Circulation.	6
(e) The C.P. and Berar Unregulated Factories (Amendment) Bill, 1938: Bill Introduced and Circulated.	7
(f) The Central Provinces and Berar Unregulated Factories Payment of Wages Bill, 1938.	7
(g) Collection of Sickness Statistics among Mill Workers in Madras: Government Notification.	8

3. Conditions of Labour.-

(a) Labour Conditions in Assam Tea Gardens, 1936-37: Report of the Controller of Emigrant Labour, Assam.	9-13
(b) Conciliation in Railway Disputes: Industrial Advisory Board set up in Calcutta.	13-14
(c) 6-hour Day for Indian Workers: Demand at Calcutta Labour Rally.	15
(d) Introduction of Workmen's Service Record Cards in Bombay Mills from 1-1-1938: Decision of Millowners' Association, Bombay.	16
(e) Abolition of Khoti System of Tenure in Bombay: Private Bill proposed to be introduced in Bombay Legislature.	16
(f) Working Class Cost of Living Index Numbers for Various Centres in India during September 1938.	17
(g) Alleppey Coir Workers' Strike: Travancore Government appoints Conciliation Board.	17-18
(h) Conference of Bombay Motor Drivers: Demand for 8-hour day and Minimum Day of Rs. 50/- per month.	18
(i) Madura Mills' Bonus Scheme for Workers: Sliding Scale governed by Dividends declared.	18-19
(j) Mesabani Copper Mine Strike settled: Wages of lower-rated employees increased by one anna per day.	19
(k) Bombay Textile Labour Inquiry Committee: Sitzings to begin from 7-12-1938.	19-20
(l) Bombay Trade Disputes Bill, 1938, passed on 17-11-1938: Committee of Inquiry appointed to investigate Police firing on Protest Strike Day.	20-21
(m) Strike Statistics for Quarter ending 31-3-1938.	22

4. <u>Enforcement of Conventions.-</u>	
Labour Conditions in Indian Mines: Report of the Chief Inspector of Mines, 1937.	23-25
5. <u>Industrial Organisation</u>	
<u>Workers' Organisations.</u>	
(a) Bombay Hotel Workers set up Union, Bombay.	26
(b) Progress of Trade Unionism in Orissa in 1937-38.	26
(c) Progress of Trade Unionism in Burma in 1937-38	26-27
6. <u>Economic Conditions.-</u>	
(a) Five-Year Industrial Plan for Bihar: Scheme of Mr.J.B.Sen, Parliamentary Secretary.	28
(b) Industrial Planning in Bengal: Expert Committee set up to conduct Industrial Survey.	28-30
(c) Subsidies to Indigenous Industries of Bombay: Government Resolution carried by Legislature.	30-31
(d) Conference of Provincial Industrial Ministers: To be held at Bombay in January 1938.	31
(e) Two New Industrial Ventures in Bombay with capital of Rs. 100 million each: Iron and Financing of Cinema Industry.	31
(f) Cotton Textile Mill Industry in India, 1937-38.	32
(g) Industrial Research Fund for Punjab: Punjab Government earmarks Rs. 150,000.	33
7. <u>Social Conditions.-</u>	
(a) Prohibition in Sind Province: Prohibition Committee's Six-year Scheme.	34
(b) Closure of Liquor Shops on Pay Days in Bombay: Minister of Health pronounces Experiment a Success.	34-35
8. <u>Social Insurance.-</u>	
a. Provision of Old-age Pension for Employees of Local Bodies: Private Bill to be introduced in Central Provinces Legislative Assembly.	36
(b) Unemployment Insurance in Madras.	37-38
9. <u>Public Health.-</u>	
(a) Control of Smoke Nuisance in Calcutta in 1937: 32nd Annual Report of the Bengal Smoke Nuisances Commission.	39
(b) The Madras Public Health Bill, 1938.	40-41
(c) Slum Clearance in Cawnpore: The U.P. Town Improvement (Amendment) Bill, 1938.	41
(d) House Rents in Nagpur: C.P. Government appoints Committee of Inquiry.	42
10. <u>Education.-</u>	
Compulsory Education of Children in Urban Areas of Bihar: Bihar Government to launch Scheme in 1939.	43
11. <u>Migration.-</u>	
Indian's Franchise Rights in Ceylon: Government of India's objection to Amendment to Village Committees Ordinance rejected by Government of Ceylon.	44
12. <u>General.-</u>	
Mr. K.Kuriyan's Visit.	45
13. <u>Publications received in this Office during November 1938.</u>	46

Ratifications

Draft Conventions and Recommendations of 21st (Maritime) Session of I.L. Conference:

Statement by Commerce Member re.

Action proposed to be taken by Government of India.

The following statement laid on 29-11-38 on the table of the Central Legislative Assembly by the Hon'ble the Commerce Member with the Government of India supplements the information contained in the statement laid on the table of the Legislative Assembly on the 1st October 1937, and on the table of the Council of State on the 2nd October 1937, ^(see pages 10 and 11 of this Office's November 1937 Report) in regard to the course which the Government propose to follow in respect of the Draft Conventions and Recommendations adopted by the 21st (Maritime) Session of the International Labour Conference:-

I. Draft Convention concerning the liability of the shipowner in case of sickness, injury or death of seamen.- This Convention seeks to define the nature and extent of the liability of a shipowner to provide assistance to the seamen employed by him in case of sickness, injury, etc. A close examination of the Convention has revealed that the Indian Merchant Shipping Law already provides for the principal requirements of the Convention, except in the case of Articles 4 and 5. The main difference, so far as Article 4 is concerned, is that whilst laying down the general principle that a shipowner is liable to provide medical assistance until the sick or injured seaman is cured or until the sickness or incapacity is declared to be of a permanent character, the Convention limits the duration of the shipowner's liability to a period of not less than 16 weeks from the date of commencement of the illness. The Indian Merchant Shipping Act, on the other hand, makes no reference to any specific period, but makes the shipowner responsible for providing assistance as long as the seaman remains on board or is in a foreign country. After careful consideration of the relative merits of the two sets of provisions the Government of India are of the opinion that, on the whole, ~~the existing law affords~~

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the existing law affords better protection to the seaman than the limited assistance provided in the Convention for a period of 16 weeks, at the end of which he may still find himself ill in a foreign country without any means of support. Similarly in regard to the shipowner's liability to pay wages to sick or injured seamen, dealt with in Article 5 of the Convention there are important differences between the provisions of the Indian Merchant Shipping Act, which are based on those of the British Merchant Shipping Acts, and the requirements of the Convention. The Government of India are in sympathy with the principle laid down in the Article, but cannot ignore the consideration that, in view of the decision of His Majesty's Government in the United Kingdom not to amend the relevant provisions of the British Acts, a modification of the Indian Merchant Shipping would only benefit a limited number of Indian seamen, the majority of whom are employed on ships registered in the United Kingdom. In these circumstances, the Government of India have come to the conclusion that the Convention cannot be ratified by India at present.

II. Draft Convention concerning sickness insurance for seamen.-

This Convention is designed to introduce an extensive system of compulsory insurance for seamen, providing for cash benefits as well as benefits in kind. After an examination of the terms of the Convention the Government of India are of the opinion that the institution of a compulsory system of insurance in India applicable to all classes of seamen covered by the Convention and providing for the grant of the different forms of benefits contemplated therein cannot be undertaken except as part of a comprehensive scheme catering for all classes of labourers. Further, in view of the fact that a large number of Indian seamen are illiterate a compulsory system of insurance is not likely to receive general support, and the Government of India have accordingly come to the conclusion that the Convention cannot be ratified. They are, however, in full sympathy with the object underlying the Convention, and they propose to explore in consultation with the interests concerned, the possibility of introducing, as an initial measure, a small scheme of health insurance providing for limited benefits to Indian seamen.

III. Draft Convention concerning the minimum requirement of professional capacity for Masters and Officers on board merchant ships.-

The most important provision in this Convention is Article 3, which

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requires that all officers, both executive and engineer, in charge of a watch on board a merchant ship shall be certificated officers. The general principle underlying this Article is one which must command sympathy, but its practical application in India presents numerous difficulties. As any extension of the hours of work of certificated officers on board ship must clearly be avoided, effect can be given to the provisions of the Article only by means of an amendment of the Indian Merchant Shipping Act providing for an increase in the number of certificated officers to be carried in merchant vessels. Indian opinion, however, is opposed to any such increase, because of the scarcity of Indians in possession of certificates of competency. Further, there is a large number of ships registered in the United Kingdom which trade in Indian waters and the Convention will not apply to such ships unless His Majesty's Government in the United Kingdom choose to ratify it. The Government of India, however, understand that His Majesty's Government do not propose to ratify the Convention for the present, and in the circumstances, its adoption by India would result in setting up different conditions on board these ships and Indian registered ships operating ⁱⁿ the same waters. The Government of India do not, therefore, propose to ratify the Convention or to take any action on its provisions.

IV. -Recommendation concerning the promotion of seamen's welfare in ports. - The Government of India are in agreement with the principles underlying the various provisions of the Recommendation, but the views expressed by the Maritime Provincial Governments, Port Authorities, shipping companies, etc., have led them to the conclusion that, in present circumstances, it is not practicable to give effect to all the suggestions contained in the Recommendation. They understand, however, that the requirements of paragraphs 3,4,5,6,8 and 10(b) are already generally complied with at Indian ports, and they consider that no immediate or specific action on their part is necessary in respect of paragraphs 2 and 13. As regards paragraphs 1 and 9, there are at present several institutions under the charge of local bodies performing useful work at all important ports, and these receive annual grants from the Sunday Fees Fund. The Government of India are alive to the fact that these arrangements do not go far enough, but they are, for financial reasons, unable to take any further action in the

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directions indicated. Paragraphs 7, 11 and 12 call for administrative action in regard to the furthering of propaganda among seamen, but the Government of India consider that the necessary publicity work is more appropriately undertaken by private bodies interested in seamen's welfare than by them. As regards paragraph 10 (a), they are satisfied that there is at present no real demand from Indian seamen for the provision of a system of seamen's money orders, and they do not propose to take any action on the suggestion for the present.

National Labour Legislation.The Indian Merchant Shipping (Amendment) Bill, 1938.

An Official Bill to amend the Indian Merchant Shipping Act, 1923, was introduced in the Central Assembly on 10-11-1938. The Bill authorised deductions by way of provident fund contributions being made from wages.

According to the Statement of Objects and Reasons appended to the Bill, the Scindia Steam Navigation Company, Limited, has recently instituted a provident fund scheme for the benefit of its staff afloat. Briefly, the fund is to be financed partly by contributions payable by all eligible members of the staff by deduction at a fixed percentage ($8 \frac{2}{3}$ per cent.) from their monthly wages and partly by a contribution by the employers of an amount equal to the annual aggregate contributions of all the members. In pursuance of this scheme, the Scindia Steam Navigation Company has proposed the insertion in the Articles of Agreement of the staff of a clause to provide for the necessary deduction to be made from their wages, which in the case of an agreement with a 'seamen' as defined in section 2(1) (8) of the Indian Merchant Shipping Act, 1923 (XXI of 1923), requires the sanction of the Central Government under section 28(1) of that Act.

The British National Maritime Board has also recently brought into operation a contributory pension scheme for officers in the Merchant Navy which is to be financed similarly by contributions equal to a prescribed percentage ($7 \frac{1}{2}$ per cent.) of the officers' salaries, an equal amount being payable by their employers. As the officers' contributions are to be deducted from their salaries, the British India Steam Navigation Company, Limited, has also requested sanction to the inclusion of an additional stipulation similar to the one proposed by the Scindia Steam Navigation Company in all Articles of Agreement with seamen engaged by it.

Section 62 of the Indian Merchant Shipping Act, 1923, however, provides inter alia that an assignment of his wages, before they accrue, made by a seaman shall not be binding upon him, and unless this section is modified suitably, assignments to a pension or provident fund will not be in accordance with the law, and the Central Government cannot accord the requisite sanction to the inclusion of the proposed clause in the Articles of Agreement. It is accordingly proposed to amend section 62 of the Indian Merchant Shipping Act, 1923, on the lines of the amendment made in the Merchant Shipping Act, 1894, and the present Bill is intended to give effect to this proposal.

The text of the Bill is published at pages 378-379 of Part V of the Gazette of India dated 12-11-1938.

The Central Provinces and Berar Unemployment
Relief Bill, 1938: Bill introduced on 28-9-1938..

Reference was made at pages 8-9 of our August 1938 report to C.P. and Berar Unemployment Relief Bill, 1938 (sponsored by Mr. V.R. Kalappa). The Bill was introduced in the local Assembly on 28-9-1938 and a motion for circulation was passed the same day. The text of the Bill is published at pages 373-375 of Part II of the C.P. and Berar Gazette dated 11-11-1938..

✓
The C.P. and Berar Minimum Wage Fixing Machinery
Bill, 1938: Bill introduced on 28-9-1938..

Mr. V.R. Kalappa introduced in the C.P. and Berar Legislative Assembly on 28-9-1938 the C.P. and Berar Minimum Wage Fixing Machinery Bill, 1938 (for details, vide pages 9-10- of our August 1938 report). A motion to refer the Bill for circulation was passed by the Assembly on the same day. The text of the Bill is published at pages 369 -372 of Part II of the C.P. and Berar Gazette dated 11-11-1938..

✓
The C.P. and Berar Minimum Wages Bill, 1938:
Bill Introduced on 28-9-1938 and Referred for Circulation..

Mr. G.S. Page introduced in the C.P. Legislative Assembly on 28-9-1938¹⁹³⁸ a Bill called the Central Provinces and Berar Minimum Wages Bill, 1938 . The Bill covers all factories coming under the Factories Act as well as bidi factories and ^{workers} getting a daily wage not exceeding annas twelve or a monthly wage not exceeding Rs. 25. It is proposed that (1) for an 8-hour day, every adult male worker should be paid not less than as. 10/- per day and adult female worker as. 6/-; (2) over-time should be granted at 1½ times the normal rate; (3) women workers should be entitled to a maternity leave on full wages for eight weeks from the date of commencement of the leave or 6 weeks from the date of confinement which-ever is earlier; and (4) every worker should be entitled to a minimum of one month's sick leave with pay per annum.

The House adopted on the same day a motion to circulate the Bill. (The text of the Bill is published at pages 379-380 of Part II of the Central Provinces and Berar Gazette dated 18-11-1938)..

✓

The C.P. and Berar Unregulated Factories
(Amendment) Bill, 1938: Bill Introduced and Circulated.+

On 28-9-1938 a private Bill was introduced in the C.P. Legislative Assembly by Mr. R.G. Ghodichore with a view to amend the C.P. Unregulated Factories Act, 1937. The statement of Objects and Reasons appended to the Bill states that employe~~ys~~s of bidi factories engage ~~women~~ women for work and exercise undue pressure over them for immoral purposes. The Bill lays down that (1) sorting of bidis made by women workers should be done by female sorters; (2) males should not be admitted to rooms where women are at work and (3) distribution of bidi leaves to males and females should not be made jointly.

A motion to circulate the Bill was carried by the House on the same day.

(The text of the Bill is published at pages 377-378 of Part II of the Central Provinces and Berar Gazette dated 18-11-1938).+

The Central Provinces and Berar Unregulated Factories
Payment of Wages Bill, 1938.+

A private Bill, called the Central Provinces and Berar Unregulated Factories Payment of Wages Bill, 1938, was introduced in the C.P. Legislative Assembly on 28-9-1938 by Mr. R.G. Ghodichore. The Bill covers factories coming under the C.P. Unregulated Factories Act, 1937, and declares that (1) workers shall not be paid for an 8-hour day less than As. 10/- per day for temporary workers or Rs. 20/- per month for permanent workers; (2) no arrears of pay due to a worker shall remain unpaid for more than two months; (3) the various malpractices of employers in sorting bidis should stop, and (4) every worker shall be entitled ~~up~~ to one month's sick leave with pay every year and every woman worker to maternity benefits at rates laid down in the C.P. Maternity Benefit Act, 1930.

The Bill was referred by the House for circulation on the same day.

(The text of the Bill is published at pages 381-382 of Part II of the C.P. Berar Gazette dated 18-11-1938).+

Collection of Sickness Statistics among Mill
Workers in Madras: Government Notification.+

Reference was made at page 4 of our May 1938 report to the proposal of the Madras Government to amend the local Factories Rules and insert a clause imposing an obligation on owners of factories to maintain a record of the periods of sickness of the workers with a view to provide material for the formulation of measures for the relief of sickness among factory workers. The Government has now revised the Madras Factories Rules accordingly. (Notifications, Nos. 774 and 775 (G.O. No. 19³7, Development, dated 15-8-1938), in the Fort St. George Gazette dated 4-10-1938).

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Labour Conditions in Assam Tea Gardens, 1936-37:
Report of the Controller of Emigrant Labour Assam. *

Labour Conditions on Tea Estates: Labour Population.- The total population of adult labourers working and not working on tea estates in Assam was 601,365 at the end of the year under report, as compared with 615,360 in the preceding year; and of children 532,269 as compared with 526,870 in the previous year, making a total population of 1,133,634 as against 1,142,230 in the previous year. The number of new emigrants arriving in Assam during the year was 27,642 as against 23,879 in the preceding year.

Recruitment.- The Bombay Presidency is still an uncontrolled emigration area, but 565 souls were recruited from it by the Tea Districts Labour Association, through their depot at Igatpuri, as against 423 souls during the previous year.

Recruitment was carried on as in the previous years from the provinces of Bengal, Bihar, Orissa, & The Central Provinces, Madras and the United Provinces, all of which are controlled emigration areas. 23,436 souls were recruited by the Tea Districts Labour Association through their depots in these provinces and 2,082 by the three other Local Forwarding Agencies at Ranchi.

During the year 46 Local Forwarding Agents' licenses were granted for recruitment of labourers in the controlled emigration areas, and some were renewed locally by the District Magistrates. In addition to their Local Forwarding Agency depots, the Tea Districts Labour Association maintained 34 Rest Houses as against 35 in the previous year. Out of these, 13 were closed during the year.

Provincial Distribution of Recruits.- During the year, 26,083 labourers were recruited for Assam as assisted emigrants and members of their families, as against 23,175 during the previous year. The provincial distribution was as follows:-

Bengal 377; Bihar 14,531; Orissa 7,659; the C.P. 2,425; Madras 379; the U.P. 129; Bombay 565. Normally recruitment in the controlled emigration areas was carried on under the Sardari system, but 1,333 souls were recruited by other means during the year. 4961 non-assisted.

*Annual Report on the Working of the Tea Districts Emigrant Labour Act (XXIII of 1932) for the year ending the 30th September 1937. Shillong, Printed at the Assam Government Press, 1938. 7/ 37.

emigrants (i.e., ex-garden labourers returning to Assam within two years) and members of their families were forwarded to Assam during the year against 4,023 in the previous year.

Cost of Recruitment.- The average cost of recruitment increased from Rs. 55-10-10 in 1935-36 to Rs. 63-15-0 per soul in 1936-37, and from Rs. 75-12-0 to in 1935-36 to Rs. 83-12-0, per adult labourer in 1936-37. The increase in cost of recruitment is attributed to enhanced expenditure for repatriation. Roughly speaking, it may be said that the cost per recruit, minus the repatriation cost, was about the same as last year. Bad harvests and scarcity of the last year had not the effect of raising prices sufficiently owing to the importation of foreign rice. The result was that more labourers were available than the demand, as in the last year, and consequently employers had the advantage of making a choice of the best labourers for garden work. Recruitment was restricted by many employers to married couples only, and as a result many labourers sought recruitment at the Local Forwarding Agencies by falsely describing themselves as married couples.

Conditions in Tea Industry.- Generally speaking the condition of the industry in the province can be considered as more satisfactory than during the previous year. The improvement in prices which has taken place is largely attributable to the satisfactory stock position in London, but the severe drought in Cachar and Sylhet in the latter part of the year, together with the outbreak of hostilities between China and Japan can also perhaps be considered as contributory factors.

A matter of major importance to the tea industry was the decision of the Government of India to introduce a bill to give effect in India to the New International Tea Agreement entered into by the principal producing countries, viz., India, Ceylon and the Netherlands East Indies, and the measure is expected to ensure comparative security to the industry which is such an important one in the economic well being of India as a whole and Assam in particular.

Wages.-

Wages.- The average monthly earnings of Faltu and Basti labourers on tea gardens in the Assam Valley for men remained the same as last year's figure, i.e., Rs. 4-9-6. That for women fell from Rs. 4-9-2 to Rs. 4-4-6, and that for children rose from Rs. 2-14-2 to Rs. 3-0-7. In the Surma Valley the average earnings of Faltu or Basti labourers on tea gardens for men and children rose from Rs. 4-4-8 and Rs. 2-2-4 to Rs. 4-8-7 and Rs. 2-3-7 respectively, and that for women fell from Rs. 3-5-3 to Rs. 3-3-3. The main reason why the earnings of Faltu or Basti labourers are lower than those of settled labourers is that the garden labourers do more work by way of ticca above their daily ordinary allotted duties. Faltu or Basti labourers are not ordinarily given to do the extra work which sometimes becomes necessary in the garden. Preferably the garden labourers are given this work which adds to their income and increase their average earning. The concessions of free housing, medical treatment, firewood, maternity benefits, grazing, land for cultivation, sometimes free of rent, and some times at concession rates were continued throughout the year. The arrangements for water-supply are generally good in the gardens of Assam. The sanitary conditions in the gardens also are reported to be on the whole good.

Vital Statistics.- Vital statistics show a satisfactory margin of births over deaths, viz., 36.58 against 22.92 deaths per mille, as compared with 36.45 and 22.80 respectively in the previous year. There was no serious epidemic in any tea estate during the year.

The majority of labourers of the tea gardens drink. The Assam Excise Department estimated that the tea garden population is responsible for about two-thirds of the total consumption of country spirit in Assam.

Tea garden population consists mostly of Hindus, Christians and Animists. The number of Muslims is insignificant. Proper facilities are given to the labourers for the observance of their respective rites and religious festivals in all gardens. Facilities for playing football, hockey, and other out-door games, are also afforded by several gardens.

Educations of Children.- The total number of children living on tea estates in the Assam Valley at the beginning of the year under report was 375,198. The total number of tea garden schools in the Assam Valley during the year was 46 as against 55 in the previous year, and the number of pupils attending them was 1,403 as against 1,810 in the preceding year. In the Surma Valley there were 151,761 children living on tea gardens at the beginning of the year, and 53 tea garden schools attended by ~~2,009~~ 2,009 pupils during the year as against 48 schools attended by 1,904 pupils in the previous year. In addition to this enrolment, 1,471 pupils are reported to have attended ordinary primary schools as against 1,004 pupils in the preceding year.

Land Holdings.- 151,854 acres of garden land in Assam are held by labourers as tenants of the tea estates, without any right of occupancy. As usual a condition of their tenancy is that they should continue to work as labourers on the gardens. 12,700 acres of Government land are held by tea garden labourers in the Assam Valley and 3,423 acres in the Surma Valley. Ex-tea garden labourers held 368,123 acres of Government land in the Assam Valley as against 362,028 acres in the previous years, and 38,249 acres in the Surma Valley as against 37,793 in the previous year.

Labour Disputes.- There were only 9 complaints made by labourers against Managers and 4 by Managers against labourers, as against 8 and 4 respectively during the previous year. All the cases filed by labourers against Managers were decided against complainants. Three complaints were brought by Managers against labourers for unlawful assembling and rioting and all were decided in favour of the complainants and the accused persons were punished. One case against 12 labourers was tried under section 107, Criminal Procedure Code, and the accused labourers were bound down for a period of 6 months for good behaviour.

Inspection.- Out of a total number of 774 Estates (employing 50 or more labourers), only 288 estates were inspected during the year by various inspecting authorities. Estates employing less than 50 labourers are not inspected by Magistrates or by the Controller unless there is reason to suppose that they employ emigrant labourers. Hitherto there has been no such case. +

Repatriation.— The actual statutory repatriation work under section 13 of the Act commenced largely after a few months of the year had elapsed, and section 14, i.e., the postponement of waiver of the right of repatriation arising under section 7, then became practically effective in respect of labourers who wanted to stay and work in the garden for a further period after the expiry of their three years' term. Consequently, 5,508 assisted emigrants, together with 3,808 members of their families are reported to have executed agreements in Form 'J' under Government of India Rule 59 extending their terms for further periods. 61 assisted emigrants together with 93 members of their families postponed their rights of repatriations arising under section 9 of the Act (Rights of repatriation of the families of the deceased emigrant labourers.) Thus the total number of souls who postponed their rights of repatriation during the year by executing agreements in Form 'J' was 9,470. Over and above this figure a certain number of emigrants extended their terms probably by verbal agreements with the Managers, as there is no compulsion under the Act to reduce an agreement under section 14 into writing, and many others absconded from the garden without leaving behind their subsequent whereabouts. 26,473 emigrants, labourers and members of their families were repatriated during the year by their employees for various reasons. Out of 26,473 souls repatriated, 15,656 were emigrant labourers and 10,817 were members of their families. The reasons for repatriation were completion of three years' terms (section 7), dismissals, unsuitability for garden labour, ill-health, blindness, etc.

In accordance with Government of India Rule 60(2) as subsequently amended, 1,175 deaths were reported to the Controller during the year. In 20 of these cases adult deceased labourers left orphan children whose cases were disposed of with the approval of the Controller under the same Rule. In 126 cases the deceased left no family.

All repatriated labourers were sent back to their country through the same organisations by which they were originally recruited to Assam, which process gave facilities to those organisations to take necessary action under the new proviso to Government of India Rule 58.

This year also the Controller had to solve legal difficulties of that arose before Managers of Tea Estates in connection with their duties under section 9 and section 13 of the Act regarding the repatriation of families of deceased labourers.

In addition, as repatriation under section 7 assumed greater importance this year, a correct interpretation of the law of repatriation in a number of cases had to be given to the employers.

Amendment of the Act and Rules.— The introduction of provincial autonomy on 1st April 1937 had the effect of resuming to the Central Government all functions under the Act and Rules, other than those performed by Courts or officers of the Provincial Governments.

1. (a) A proviso to Government of India Rule 58 was added allowing the supply of meals in kind to repatriated labourers in lieu of cash subsistence allowance by the organisations through which they were originally sent to Assam.

(b) At the suggestion of the Controller, the Government of India Rule 60(1) was amended so as to remove unnecessary inconvenience to managers in appearing before a competent Magistrate, for the purpose of executing an agreement under section 14(1) when a right of repatriation accrues under section 7 to a widow, which the previous rule involved and to regulate the procedure actually followed by some garden managers in such cases. +

2. At the suggestion of the Controller clauses (a) to (h) of the Bengal Government Rule 19 were amended in March 1937 so as to enable a garden manager to give more correct and detailed information about garden conditions in respect of health, wages, situation, climate, etc., of a tea garden to the labourers. The Central Provinces and United Provinces Rules with regard to the information sheets were also similarly amended in July 1937.

(The Annual report on the working of Tea District Emigrant Labour Act (XXII of 1932) for 1935-36 was reviewed at pages 27 - 30 of our October 1937 report)..

Conciliation in Railway Disputes:
Industrial Advisory Board set up in Calcutta.

The Government of India have set up an Industrial Advisory Board at Calcutta which will deal with the disputes referred to it by the Conciliation Officer (Railway). (For fuller particulars about this appointment see pages 20-21 of the Report of this Office for November 1937). Sir Zahid Suhrawardy has been appointed Chairman of the Board. He will be assisted by two members to be selected by him, one from a panel of members representing employers and the other from a panel representing workers.

The following gentlemen have consented to be nominated by the Government to the two panels:-

Employers' Panel:-

Mr. F.T. Homan, M.I.E.E., A.M.I. Mech. E.,
Sir Abdul Halim Ghuznavi, M.L.A., (Central).
Sir Hari Shankar Paul, M.L.A. (Bengal).
Mr. D.P. Khaitan, M.L.A. (Bengal).
Mr. M.A. Isphani.
Mr. P. Hoerder.

Workers' Panel:-

Mr. Mohammed Mohsinallu, B.A., LL.B.,
Mr. N. C. Dhusya,
Mr. O.R. Surita, Bar-at-Law.
Mr. A. Malik, D.O.S. (Vienna).
Mr. Azizul Huq, M.A., B.L.,
Mr. Abdul Jubbar.

Functions of the Board.- The Board will deal with any disputes referred to it by the Conciliation Officer, Railway, who will have full discretion to refer any cases of importance in which he has himself failed to secure a settlement. On receipt of any such reference the Chairman of the Board will normally conduct a preliminary investigation with a view to determining whether (a) the dispute is of a

character which warrants the Board's consideration; and (b) whether there has been a definite failure to reach an agreement outside the Board.

Decision of Board.- If both these conditions are satisfied the Chairman will summon colleagues he has selected. The decision of the Board would normally take the form of a report ~~of~~ to the Railway concerned, with recommendations, where necessary, copies of the findings being supplied to both parties. It would be open to the Chairman to suspend the inquiry if during its pendency a stoppage of work took place.

(The Indian Labour Journal, 20-11-1938) and +

Opinions About the New Board.- The Indian Labour Journal in its issue dated 20-11-1938, makes the following comments on the Board:

The Government of India have set up an Industrial Advisory Board at Calcutta. About a year ago, a Conciliation Officer for Railways was appointed. Now an Advisory Board has been set up, so that disputes referred to it by the Conciliation Officer may be gone into by the Board. It may, however, be noted that it is left to the discretion of the Conciliation Officer to refer a dispute to the Board and it is also open to the Chairman to suspend the inquiry, if during its pendency a strike takes place, while the decisions of the Board will not be in the nature of an award, but take the form of a report to the Railway Board or the Agent of the Railway concerned. It is also not known how the members representing workers have been appointed to the Board.

Although the Conciliation Officer has been appointed about a year ago, he has not been given such powers as will enable him to effectively intervene in the disputes. He is, perhaps, expected to sit on the fence and just watch. ~~The~~ Setting up of an Advisory Board does not, therefore, improve the position of the Conciliation Officer, and still less the lot of railwaymen.

The Royal Commission on Labour has recommended for a Standing Machinery, so that grievances of workers may be redressed promptly. But, instead of setting up a machinery which can straightway deal with grievances of railwaymen, the Government has been making experiments. We are afraid such slow experiments might lead railwaymen to lose their confidence in the machinery.

The best method to conciliate will be to establish direct contact between trade unions and the Railway Administrations.

Employers ought to know that workers can have faith only in their own organisations but not in those set up either to substitute trade unions or undermine their influence. Let the Advisory Board take up the question of recognition of trade unions and make their recommendations.

(The Indian Labour Journal, 20-11-1938)

6-hour Day for Indian Workers:
Demand at Calcutta Labour Rally..

At a rally of 30,000 workers of Calcutta and suburbs held at Calcutta on 30-10-1938 to commemorate the foundation of the All India Trade Union Congress on 30-10-1920, when Dr. S.C. Banerji, President, A.I.T.U.C., in the chair, the following, among other resolutions, were adopted:

Fundamental Rights of Workers.- This meeting reiterates the fundamental rights of workers as enumerated below:-

(1) Establishment of a Socialist State in India; (2) socialisation and nationalisation of the means of production, distribution and exchange as far as possible; (3) amelioration of the economic and social conditions of the working classes; (4) promotion, safeguarding and furthering of the interests, rights and privileges of the workers in all matters relating to their employment; (5) freedom of speech, freedom of press, freedom of association, freedom of assembly, right to strike and right to work; (6) support and active participation in the struggle for India's political freedom from the point of view of the working classes; (7) co-ordination of activities of the Labour Organisations affiliated to the Trade Unions Congress; and ~~(8) abolition of political or economic advantages based on caste creed, community, race or religion.~~

Immediate Demands: 6-hour Day, Minimum Wages, One Month's Leave with Pay, Comprehensive Social Insurance, etc.- This meeting insists upon the Central and Local Governments to fulfil the following demands of workers by legislation or otherwise.-

(1) Statutory enactments providing for a six-hour working day; (2) minimum wages; (3) weekly payment of wages; (4) equal pay for equal work without racial or sex discrimination; (5) one month's leave with pay, or an equivalent amount of compensation when leave is not granted; (6) unemployment, sickness, old-age, accident and maternity insurance (7) pension for widowed mother and dependent children; (8) proper housing; (9) formation through Trade Unions of workers' Committees in factories, workshops, business houses and all other places where collective work is performed with a view to control the conditions of work inside those places; (10) abolition of the employment of children under 14 years of age; (11) payment of wages to female workers four weeks preceding and succeeding child-birth; (12) abolition of all other systems of recruiting labour except through Trade Unions; (13) abolition of fines and debits, and (14) effective control by the subscribers of Provident Funds.

(The Amrita Bazar Patrika, 1-11-1938).+

16

Introduction of Workmen's Service Record Cards in Bombay Mills
from 1-1-1939: Decision of Millowners' Association, Bombay.

According to the Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October 1938 the mill-owners of Bombay have decided to institute a system of Workers' Service Record Cards with effect from 1-1-1939.

Some of the more important considerations^A which weighed with the Association in recommending the scheme were: (i) the desirability of establishing closer contact between mill management and their individual workers; (ii) the possibility of further social legislation in the matter of holidays, sickness insurance, etc.; and (iii) the desirability of a service particulars record for the purpose of determining a worker's suitability for promotion and for many subsidiary purposes.

(The Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October 1938).

Abolition of Khoti System of Tenure in Bombay:
Private Bill proposed to be introduced in Bombay Legislature.

Mr. S.C. Joshi, M.L.C., Bombay, has given notice of his intention to move the Khoti Abolition Bill, 1938, in the local legislature to abolish the system of revenue farming known as the Khoti system, and to extend the principles of the rayatwari system to areas where the Khoti system prevails.

According to the statement of Objects and Reasons appended to the Bill, the Khoti system is found mostly in the Ratnagiri District and in some parts of the Kolaba and Thana districts. The system of Khoti tenure, while it binds the Khot to pay revenue to the government, leaves him free to do what he likes to the inferior holders, and this freedom has been so grossly abused by the Khots that the inferior holders are not only subjected to all kinds of exactions but they have been reduced to a state of slavery. In recent years, the inferior holders have been carrying on a great agitation against Khots and have been demanding the abolition of the Khoti system. The relations between the Khots and the inferior holders have been so strained that three Khots were murdered by them.

The text of the proposed Bill is published at pages 568 to 575 of Part V of the Bombay Government Gazette dated 5-11-1938.

A

Working Class Cost of living Index Numbers for
Various Centres in India during September 1938.+

The cost of living index number for working classes in various centres of India registered the following changes during September 1938 as compared with the preceding month.

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in September 1938 remained unchanged at 105. The average in the year 1937 was 106.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in September 1938 remained unchanged at 71; for 1937 the average was 75.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during September 1938 remained stationary at 72. The average for 1937 was 73.

Nagpur.- The index number (base: January 1927) of the cost of living in September 1938 rose by 3 points to 63.

Jubbulpore.- The index number (base: January 1937) of the cost of living in Jubbulpore in September 1938 rose by 1 point to 57.

(Monthly Survey of Business Conditions in India,
for September 1938).+

S.

Alleppey Coir Workers' Strike:

Travancore Government appoints Conciliation Board. +

Under the provisions of the Travancore Trade Disputes Act, which came into force on 25-10-1938, the Government has appointed a Board of Conciliation to settle the dispute between the employees and the employers of the coir factories at Alleppey which recently led to a strike. The Board consists of Mr. K. George, Land, Revenue and Income-tax Commissioner, (President), Mr. N.G. Haydon of the Travancore Chamber of Commerce, Mr. N. Sankara Marar of the Alleppey Chamber of Commerce, Mr. P.N. Krishna Pillai and Mr. V.K. Achuthan, representing the Travancore Coir Factory Workers' Union.

The Board will inquire into the labour conditions in the Alleppey factories, with particular reference to standardisation of wages, payment in kind or truck system and imposing restrictions on the establishment of factories with a view to avoiding the springing up of mushroom

factories with no capital, which naturally affect both the employees and the employers.

(The Hindu. 30-11-38)

Conference of Bombay Motor Drivers:

Demand for 8-hour day and Minimum pay of Rs.50/- per month.

At a conference of motor drivers of Bombay city held at Bombay on 27-11-1938, Mr. K.P. Nariman, B.A., LL.B., M.L.A., presiding, the following minimum demands were formulated:

(1) A minimum pay of Rs. 50/- per month, (2) an eight-hour working day, with overtime for additional services, (3) one day off in the week and (4) leave with pay during illness up to one month in a year.

The conference further requested the Government to frame legislation for the provision of compulsory insurance against unemployment for motor drivers and other workers, and congratulated the Bombay Private Motor Drivers' Union on the scheme of Free Benefits to its members in the event of unemployment, illness and old age, which it had recently initiated.

(The Bombay Chronicle, 29-11-1938).

Madura Mills' Bonus Scheme for Workers:

Sliding Scale governed by Dividends declared.

The management of the Madura Mills Company, Madura, have recently issued a notice relating to the introduction of a bonus system for workers in their mills at Madura, Tuticorin and Ambasamudram. Details of the bonus scheme are given below:

Scope.- The bonus scheme will apply to workers, including maistries and mill writers, who have two years' service and over and who have qualified in attendance in keeping with the Company's leave rules. Arrangements are being made to alter the capital structure of the company. When this has been done, the undernoted bonus system will come into force.

Rates of Bonus.- When dividend to shareholders is less than 10 per cent., no bonus.

When dividend is 10 per cent. half a month's wage, subject to a maximum of Rs. 50, payable to any individual.

When dividend is 15 per cent., one month's wage, subject to a maximum of Rs. 100.

When dividend is 20 per cent., two months' wages, subject to a maximum of Rs. 200.

It is the expectation of the management that 10 per cent. dividend is feasible in respect of 1938, in which case a bonus to workers equivalent

to half month's wage will be payable in February 1939.

Workers welcome Scheme.-- The workers to whom the bonus scheme was explained by labour leaders received the news with great jubilation. Mr. S.R. Varadarajulu Naidu, Secretary, the Labour Union, ^{Madura,} at a meeting of workers, stated that the management deserved high tribute for introducing the cherished principle of recognising the equality of labour and capital in industry.

(The Indian Textile Labour Journal,
November, 1938).

Mosabani Copper Mine Strike settled:

Wages of lower-rated employees increased by one anna per day. +

The Indian Copper Corporation has agreed to increase the pay of its lower-rated employees by one anna a day and ~~the~~ payment of the bonus sanctioned in respect of the working for the year 1937, as a result of the settlement reported to have been arrived at in the middle of November²⁸ between the Corporation and its employees at the Mosabani copper mines, Bihar, where a strike has been in progress for a long time.

Terms of Settlement.-- The terms of the settlement, which was arrived at after protracted negotiations, include the postponement for one year of the provident fund scheme in order to compensate the Corporation for the damage caused to the aerial ropeway and other property during the strike. Employees who are not accused of conduct prejudicial to discipline have been reinstated, while the cases of men dismissed for alleged serious breaches of discipline will be referred to the Labour Commissioner, whom the Government of Bihar, propose to appoint. The benefits sanctioned in respect of pay and bonus are in addition to those sanctioned in May 1938. +

(The Amrita Bazar Patrika, 24-11-1938).

Bombay Textile Labour Inquiry Committee:

Sittings to begin from 7-12-1938. +

The Bombay Textile Labour Inquiry Committee appointed by the Government of Bombay on 13-10-1938 submitted an interim report in February 1938, (for summary of the interim report see pages 11 to 14 of this Office's February 1938 Report; a copy of this report was forwarded to Geneva with this Office's minute D.1/441/38 dated 3-3-1938). According to a

press communique issued in the last week of November 1938 by the Secretary, Bombay Textile Labour Inquiry Committee, the Committee will again resume its sittings and conduct investigations from 7-12-1938 with a view to the submission of its final report.

Detailed Programme.- The Committee will assemble at Bombay on 7-12-1938 and hold sittings up to the Christmas holidays, after which it will reassemble at Ahmedabad. After taking evidence in Surat and Broach, the Committee will reassemble in Bombay on 20-1-1939; in February the Committee will visit Khandesh and Southern Maharashtra.

Questionnaire.- The Committee has framed a very comprehensive questionnaire, which has already been sent to employers' associations, individual mills, trade unions, chambers of commerce, etc. It asks for information on various subjects, important among which are the definition of a living wage standard, the adequacy or inadequacy of wages, the establishment of a minimum wage, night shift working, rationalisation, standardisation and automatic adjustment of wages, etc.

(The Times of India, 30-11-1938).r

Bombay Trade Disputes Bill, 1938, passed on 17-11-1938:
Committee of Inquiry appointed to investigate Police firing on Protest
Strike Day.

Reference was made at pages 10-11 of the report of this Office for October 1938 to the determined opposition offered in the Bombay Legislative Assembly by labour members to the Bombay Trade Disputes Bill, 1938.

The third reading of the Bill was passed by the Legislative Assembly on 4-11-1938.

The one-day strike of 7-11-1938 initiated by the Bombay Provincial T.U.C. and the Independent Labour Party, Bombay, led to scenes of considerable violence in Bombay City and the police, in consequence, were compelled to fire on more than one occasion. On 10-11-1938, the Government of Bombay issued an order appointing a Committee of Inquiry consisting of the following to inquire into the disturbances:

The Hon. Mr. Justice H.J. Kania, Judge, High Court, Bombay (Chairman).
Mr. V.F. Taraporevala, Bar-at-Law, and
Mr. M.C. Chagla, Bar-at-Law, (Members),
Mr. H.K. Chaudhary, I.C.S., will act as the secretary of the Committee.

According to the terms of reference, the Committee will report on :

- (a) The origin, cause, nature and extent of disturbances which took place in the City of Bombay as a result of the strike on November 7, 1938.
- (b) Whether the precautionary measures and the action taken by the authorities before and during the strike were adequate and justified, and
- (c) Such other matters as may be germane to the above.

The Bombay Legislative Council passed its third reading of the Bill on 15-11-1938, with a few amendments. On 17-11-1938, the Bill as amended by the Council was referred back to the Assembly; and the Assembly passed it the same day. (The Times of India, 18-11-1938).+

T.U.C. Criticism of the Bill.- To bring about better understanding between the National Congress Party in the Bombay Legislature and the Trade Union Congress, Dr. S.C. Banerjee, President, A.I. T.U.C, had a series of talks with Sardar Vallabhbhai Patel and other Congress leaders. In the course of a press interview on 20-11-1938 on the subject, Dr. Banerjee said that, in view of the fact that legislation on the lines of the Bombay Trades Disputes Bill was contemplated in U.P., Bihar and other provinces, he would advise the Congress Ministries not to hurry through with such legislation.

Asked as to what the T.U.C.'s principal objections to the Bombay Bill were, Dr. Banerjee said that its main objection was that the opinion of the only organisation representing labour in India, had been flouted, and its suggestions for certain improvements in the Bill were ignored.

According to the T.U.C, while no worker was opposed to the provisions of the Bill relating to conciliation, before the compulsory conciliation measures were enforced, provision should have been made for preventive measures, such as standardisation of wages, free growth and recognition of trade unions, establishment of works committees, welfare schemes, and better housing conditions. After these provisions had been made, if any dispute arose, the next step for the Government would naturally be to bring about a settlement by ~~negotiations~~ negotiation between employers and employees. If the Government's attempts at such mutual negotiations failed, then compulsory conciliation would become ~~compul-~~ ~~xxx~~ obligatory. The Bombay Trade Disputes Bill did not give any attention to these preventive measures and negotiations. Another objection to the Bill that Dr. Banerjee raised was that the Bill tried to maintain the status quo all through the conciliation proceedings. He thought that the dispute should be allowed to go on ^{when} the conciliation proceeded, and the obligatory portion should come in only when there was a complete deadlock threatening a national crisis.

(The Times of India, 22-11-1938),+

Strike Statistics for Quarter ending 31-3-1938

According to the statistics of industrial disputes in British India for the 1st quarter of 1938 ending 31-3-1938, published by the Department of Labour, Government of India, there were 102 disputes during the period. The 102 disputes involved 118,301 workers and entailed a loss of 1,811,719 working days. The largest number of disputes occurred in Bombay, where 36 disputes involving 24,115 workers entailed a loss of 149,707 working days. Next come Bengal with 30 disputes involving 31,786 workers and entailing a loss of 209,213 working days, Madras with 19 disputes involving 38,659 workers and entailing a loss of 1,168,405 working days, Bihar with 7 disputes involving 5,970 workers and entailing a loss of 173,612 working days, the Central Provinces with 5 disputes involving 13,267 workers and entailing a loss of 29,719 working days, the Punjab with 2 disputes involving 68 workers and entailing a loss of 98 working days, and Delhi, Sind and the United Provinces with 1 dispute each involving 3,390, 150 and 890 workers and entailing losses of 71,455, 1,500 and 8,010 working days, respectively, while there were no disputes in Orissa.

Classified according to industries, cotton and woollen mills were responsible for 42 disputes which involved 67,868 workers and entailed a loss of 1,356,758 working days; jute mills were responsible for 8 disputes involving 23,898 workers and entailing a loss of 140,086 working days; engineering workshops were responsible for 5 disputes involving 4,245 workers and entailing a loss of 60,928 working days; other industries were responsible for 47 disputes involving 22,290 workers and entailing a loss of 253,947 working days; railways (including railway workshops) and mines did not report any strike.

Of the 80 disputes during the quarter under review 59 were due to wage questions, 21 due to personnel, 4 due to leave and hours and 18 due to other causes. In 13 disputes the workers were successful, in 23 partially successful and in 49 unsuccessful. 17 disputes were progressing at the end of the period under report.

Enforcement of Conventions.

Labour Conditions in Indian Mines.

Report of the Chief Inspector of Mines, 1937*.

Number of Persons Employed.* During the year 1937 the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 267,958 as compared with 269,593 in the previous year. Of these persons 122,807 worked underground, 72,747 in open workings and 72,304 on the surface. The numbers of men and women, respectively, who worked underground, in open workings and on the surface were as follows:-

	Men.		Women	
	1937.	1936.	1937.	1936.
Underground	118,920	123,423	3,887	7,301
In open workings	48,268	52,122	24,479	17,071
Surface	52,387	51,413	19,917	18,263
Total	<u>219,575</u>	<u>226,958</u>	<u>48,283</u>	<u>42,635</u>

Number of Women Workers.* The number of women employed underground was 3,887, or 3.17 per cent. of the total number of men and women employed underground. The percentage of women employed underground in coal mines was 3.79, as compared with 6.87 per cent. in 1936. The provincial distribution of the women who worked underground was as follows:-

Province.	<u>Number of women employed underground.</u>		
	In coal mines.	In Salt mines.	Total
Bengal	1,352	...	1,352
Bihar	2,185	...	2,185
Central Provinces	335	...	335
Orissa	...	...	...
Punjab	...	15	15
Total	<u>3,872</u>	<u>15</u>	<u>3,887</u>

as compared with 7,301 in 1936.

In February 1937 the Government of India issued regulations under the Indian Mines Act prohibiting the employment of women underground. It was intended that the regulations should come into force with effect from 1-7-1937, but it was actually enforced only from 1-10-1937. There was agitation by the Labour Associations in the two major coalfields for higher rates in view of the exclusion of women from underground workings. Increased rates of two to three annas per tub, according to the capacity of the tub, were given at most collieries. Many of the women excluded from underground workings have been found employment on screening plants, preparing inert dust for treating coal-dust, on general surface work and in quarries.

*Indian Mines Act, 1923 -- Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1937. pp. 211. Delhi: Manager of Publications. Price Rs. 2-2-0 or 3s.6d.

Distribution of Workers: Coal Mines.— The daily average number of persons employed in coal mines was 171,149, which is 8,232 more than the number employed in 1936. Of these persons 46,192 were males employed in cutting coal, 24,356 were males employed as loaders of coal and 22,887 were women. The increase in the daily average number of persons employed in coal mines in 1937, as compared with 1936, is reflected in the larger quantity of coal produced. Annual returns relating to coal mines showing the number of persons actually at work and also of persons who should ordinarily have been at work but were absent on a selected day in February 1938, showed that on the selected day 266,571 persons were either at work or were prevented from attending work. This figure is 95,422 more than the average number of persons employed in coal mines during 1937.

Works in other mines.— The number of persons employed in metal-liferous (including mica, stone, clay and salt) mines was 96,709 which is 9,967 less than the number of employed in 1936. Of these 71,313 were men and 25,396 were women. Of the women, 15 worked underground in salt mines.

Wages Position.— There was a general increase in the wages paid to underground miners in all the coalfields. There were also small increases in wages paid to other classes of labour in practically all the coalfields.

Accidents.— During the year 1937 there were 208 fatal accidents which is 6 less than in 1936, and 28 more than the average number in the preceding five years. In addition to the fatal accidents there were, 1,085 serious accidents involving injuries to 1,115 persons, as compared with 978 serious accidents involving injuries to 1,011 persons in the previous year. 248 persons were killed and 1,156 persons were seriously injured. The latter figure includes 41 persons injured in fatal accidents. The number of persons killed was 229 less than in 1936. 228 persons killed were men and 20 were women.

Causes of

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

	No. of fatal accidents.	percentage of total number of fatal accidents.
Misadventure	136	65.39
Fault of deceased	29	13.94
Fault of fellow workmen	9	4.33
Fault of subordinate officials	17	8.17
Fault of management	16	7.69
Faulty material	1	0.48
Total	208	100.00

✓ +

Amendments to the Indian Mines Act.- An Act further to amend the Indian Mines Act, 1923, came into force on the 3rd December 1937. The Act refers to the adoption of certain measures for ensuring better safety in mines.

Health and Sanitation:- (a) Assansol.- The year 1937 was healthier in Assansol Coal fields than the preceding three years. There was a decline in deaths for all ages and for infants, while the upward trend in the birth-rate, noticed in 1936, was maintained in 1937. The death-rate among the colliery population was considerably lower than that of the general population. Both the upper and lower limits of monthly death-rate in the mining population were lower than that of the previous year.

(b) Jharia.- The estimated population of the Jharia Settlement was 555,573 persons. The death-rate was 16.50 per thousand, as compared with 16.10 in the previous year. 889 samples of food were analysed in the Board's laboratory and prosecutions were ordered in all cases of adulteration. With a view to improve the colliery housing the five years' housing programme enforced by the Board last year continued during the year. Subjects chosen for propaganda work were leprosy, maternity and child welfare, general hygiene and sanitation and ventilation in mines.

Inspections and Prosecutions.- During the year 1,230 mines were inspected, many of them being inspected several times. 3,246 separate inspections were made. The cause and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine owners, Superintendents and Managers desirous of obtaining advice on safety matters. In the major coalfields a large proportion of the time of the Inspectors is occupied in investigating cases of actual or threatened damage to dwellings and roads by reason of the underground working of coal mines, in dealing with underground fires, and in examining protective works against the risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers and Ex-officio Inspectors of Mines.

It is pointed out that during the year many reports were received from provincial and district Medical Officers of Health concerning health and sanitation. All the reports were dealt with and most of the recommendations were carried out.

During the year under review, the Inspectorate instituted 46 prosecutions under the Act involving 100 persons; 89 of the persons prosecuted were convicted.

(The Working of the Indian Mines Act, 1923, in 1936 was reviewed at reviewed at pages 35-38 of our December 1937 report.). +

Workers' Organisation

Bombay Hotel Workers set up Union, Bombay.

A meeting of the hotel workers of Bombay City was held on 1-11-1938 at Agra-pada, Bombay, under the presidentship of Mr. Nasratulla Abbasi. Messrs. Ranchodas, Rehmat Khan, K.V. Shirode and Asim spoke at length about the grievances of the hotel workers.

A Union of hotel workers was then formed. Mr. Shidhi Mahmud was elected President of the Union, Messrs. Nasaratulla Abbasi and V.S. Shibrurhar, vice-presidents, and Messrs. Rehmat Khan and E. Bolekar as Secretaries. A managing Committee of thirteen members was also elected.

(The Bombay Chronicle, 2-11-1938).

Progress of Trade Unionism in Orissa in 1937-38.

Reviewing the progress of trade unionism in Orissa during the year ended 31-3-1938, the Registrar of Trade Unions, Orissa, in a report submitted to the Government of Orissa, points out that no trade union was registered during the year, ^{there} was ~~their~~ any case of refusal to register a trade union. The only trade union which was working at the end of 1936-37, the Ramabha Rice Mill Labour Association, was dissolved during the year. The press workers of the province are planning to form a Press Workers' Union.

(Extracted from Letter No. 1655 - LXVI - 6/38 Registration dated 21-7-1938 addressed to the Government of Orissa, Law and Commerce Department, by the Registrar of Trade Unions, Orissa.)

Progress of Trade Unionism in Burma in 1937-38.

The following information about the progress of the trade unionism during the year ended ^{31st} March 1938 in Burma is taken from the report on the working of the Trade Unions Act in the province during the period issued by the Labour Commissioner, Burma:-

Number of Registered Unions.- There were nine registered trade unions in Burma at the beginning of the year, namely, the Burma Motor Drivers' Association, the Burma Railways Employees' Union, the Rickshaw Owners and Pullers' Association, The Burma Railways Accounts Office Clerks Association, the Race Horse Syces' Samiti, The Burma Commanders' Association, the Anglo-Burman Seamen's Union, the Corporation Conservancy Labour Union, Rangoon, and the Rangoon Headcart Pullers and Bag Lifters' Union. Of these, the Anglo-Burman Seamen's Union ceased to exist and its certificate of registration was cancelled during the year on the 28th March 1936. One new trade union was registered during the year, viz., the Rickshaw Karmika Sangham, Rangoon.

Applications for Registration.- Applications for registration were received during the year from four trade unions, and two applications were pending at the end of the previous year. In one of these six cases the union concerned was registered. In another case, the application for registration was withdrawn, and two other cases in which replies to references made to the unions concerned had not been received for a long time, were considered as closed. Two cases remained pending at the end of the year.

Registered Federation and Political Fund.- No federation of trade unions in Burma has applied for registration yet. ~~Table B is accordingly blank.~~ No political fund has been constituted by any of the registered trade unions.

Unions of Government Servants.- No rules for the recognition of associations of its industrial employees have yet been framed by the ~~Government of Burma.~~

Unregistered Unions.- There is still a number of unregistered trade unions in Burma. Although there has been an increase in the number of registered trade unions during the last four years, there is still some hesitation on the part of unregistered trade unions in Burma to take advantage of the provisions for registration afforded by the Act. It is pointed out that the progress of the trade union movement depends largely on the raising of the standards of literacy and intelligence amongst industrial workers. Although under the Government of Burma Act, 1935, membership of a recognised trade union is a qualification for the labour franchise, this has not yet proved any great stimulus to the growth of trade-unionism in Burma. +

Economic Conditions.

Five-Year Industrial Plan for Bihar:

Scheme of Mr. J.B. Sen, Parliamentary Secretary. +

A five-year industrial plan for Bihar was submitted by Mr. J.B. Sen, Parliamentary Secretary, to the Conference of experts which recently met at Ranchi at the instance of Dr. Mahmud, Development Minister. The following are its main features:-

An Industrial Bank with Rs. 200 million capital.- The scheme suggests, as a first requisite, the establishment of an industrial bank, with State support and State guarantee of interest for a limited period. For such a bank in Bihar Mr. Sen states that a capital of Rs. 200 millions would be needed.

Demonstration Factories.- Secondly, he proposes the opening of what he calls, "Pioneer and Demonstration Factories", to design and manufacture machinery. Certain machinery, it is admitted, will have to be obtained from abroad, but it is hoped that this will be "copied" by the factories, thus obviating the necessity for further purchases.

Recruitment of Trained Personnel.- In regard to recruitment of workers, the scheme proposes that persons with the necessary industrial knowledge should be entertained, provided with free housing, free clothing, bedding and pocket money. Attached to these factories will be well-equipped research institutes.

The manufacture of electrical goods, such as insulators and switches, from mica and lac, which are easily procurable in Bihar, and of small motor cars is also proposed.

Foreign Experts.- Mr. Sen advocated the employment of Czech and other foreign experts, who are leaving their respective countries in order that Indians might acquire further industrial knowledge under their guidance. Provision is made in the plan for the manufacture of by-products of coal. Finally, Mr. Sen suggests the manufacture of products, such as glass and pottery not requiring the use of complicated machinery.

(The Statesman, 2-11-1938). +

Industrial Planning in Bengal:

Expert Committee set up to conduct Industrial Survey. +

As a preliminary to 'planning' Bengal's industries, the Government of Bengal recently decided to set up an expert Committee to carry out an extensive industrial survey of the province and make recommendations. The scope of the survey will include the exploration of possibilities of starting new industries and investigation into the problems and difficulties of the existing industries of the Province, both large and

small, and cottage industries with a view to suggesting ways and means for their development along healthy lines.

Personnel of Committee.- The personnel of the Committee which was announced on 15-11-1938 includes Scientists and persons actively associated with the industries of the province and well acquainted with the economic problems of Bengal. The Chairman of the Committee is Dr. John Matthai, Director-General of Commercial Intelligence and Statistics with the Government of India, and its Secretary, Mr. J.N. Sen Gupta, Secretary of the Bengal National Chamber of Commerce.

Terms of Office Reference:-

(i) Review of Industrial Conditions.- To examine the position of the existing large and medium-sized industries in the province showing (a) which industries have reached a stage of full development and (b) which of them still hold out possibilities of further expansion and (c) in which directions there are still possibilities for the establishment and development of still such new industries with a fair prospect of success.

(ii) Problems of Bengal Industries.- To enquire into the difficulties and problems that confront the existing important large and medium-sized industries of the Province and suggest measures for the improvement of their condition.

(iii) Distribution of Industries.- To examine the location of existing industries and industrial resources of the various divisions of the province and suggest means for securing the utmost diversification and the best geographical distribution of industrial activities throughout the province.

(iv) Scope of Subsidiary Industries.- To advise what industries subsidiary to large-scale industries have a fair prospect of success in the province and how far and by what methods such industries can be developed within the province.

(v) Planning of Large-Scale Industries.- To advise on the measure/which the Government can undertake to promote and develop large-scale and medium-sized industries within the province and, in particular to draw up a plan for the establishment and development of industries of national or economic importance including "key" industries.

(vi) Present Position of Cottage Industries.- (A) To examine the present position and working of small and cottage industries, including those which are in the nature of a hereditary calling of any class or caste, with special reference to: (a) sources and terms of supply of raw materials; (b) credit and financial facilities; (c) marketing and (d) improvement of productive technique. Recommendations should be made as to how (a) may be improved and facilities as to (b), (c) and (d) may be provided.

(B) Recommendations should also be made about such of the cottage industries as are in a moribund condition with a view to effect their rehabilitation.

(C) To advise as to the possibility of starting new cottage and small industries in the villages.

(vii) Review of Work of Industries Department.- To enquire and assess the results achieved by the various measures instituted by the Industries Department for the last seventeen years and advise how far these measures have been actually effective in developing industries and how far they hold out material prospects for such development, and which of the measures should be discarded as of little or no practical value and what new steps should be taken to further the object in view.

(viii) Recommendations.- And finally to make such other recommendations as pertain to state policy with regard to industrial development within the province.

It is expected that the survey will be completed within a year, but the Committee may, as and when it considers necessary, submit interim reports on specific matters comprised in the enquiry.

(Extracted from Press Note dated 15-11-1938 issued by the Director of Public Information, Bengal.). +

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Subsidies to Indigenous Industries of Bombay:
Government Resolution carried by Legislature.

The Hon. Mr. L.M. Patil, Minister for Local Self-Government with the Bombay Government, moved in the local Legislative Assembly on 16-11-1938 a resolution to the effect that "for the development of industries Government may in appropriate cases give aid to indigenous enterprises in the province by one or more of the following ways: (1) by lending or subscribing part of the capital needed, (2) by guaranteeing a minimum return on the invested capital, (3) by placing available technical advice at the disposal of the person concerned, (4) by giving such other facilities as may be deemed necessary; (5) provided that in giving such aid Government may direct that the maximum return on the invested capital shall be restricted to a reasonable limit and may lay down such further conditions as may in public interest be deemed necessary; provided further that no such aid shall be given as may result in unfair competition with existing industries."

In moving the resolution, the Minister observed that Government aid to private industrial enterprise was being afforded more or less on the lines similar to those suggested in resolutions in Madras and Mysore among other provinces and states in India, and also in western countries. Hitherto, the Industries Department of the Bombay Government had been confining its activities to industrial research, the promotion of technical education and demonstration, the provision of marketing facilities, the solving of difficulties of industrialists,

and so on. It was now proposed to adopt a more progressive policy in consonance with the requirements of the situation and with a view to enabling the Province to develop further on industrial lines.

Mr. Jammadas Mehta, in supporting the resolution, hoped that Government while actually giving aid would see to it that employers guaranteed a minimum decent standard of living to the working classes.

The resolution was carried by the Assembly the same day and an identical resolution moved in the local Legislative Council by Mr. Patil was adopted on 17-11-1938.

(The Times of India, 17-11-1938,
The Bombay Chronicle, 18-11-1938).+

Conference of Provincial Industries Ministers:

To be held at Bombay in January 1939. +

The conference of Ministers of Industries of the Indian provinces scheduled to be held on 19 and 20-12-1938 at Bombay, has been postponed to the third week of January 1939, the venue remaining the same. The Viceroy will open the conference. The conference will be presided over by Sir. Mohd. Zafrullah Khan, ^{Commerce & Labour} ~~Industries~~ Member, Government of India.

(The Statesman, 25-11-1938).

Two New Industrial Ventures in Bombay with capital of Rs. 100 million each: Iron and Financing of Cinema Industry. +

It is understood that two important new industrial ventures, each with a capital of Rs. 100 millions are shortly to be launched in Bombay. The board of directors in each instance is comprised of well-known industrialists and influential business men. One company will be concerned with the production of iron, its supplementary commodities and by-products, with a large plant in Bombay Presidency. The other is concerned with finance and banking, particularly in relation to the cinematograph industry. In each case, as considerably more than the minimum subscriptions have been already guaranteed, the directors will proceed to allotment immediately after registration.

(The Times of India, 22-11-1938).+

Cotton Textile Mill Industry in India -- 1937-'38. +

The Millowners' Association, Bombay, has recently issued its annual statement regarding the progress of the Indian textile industry during the year ending 31-8-1938. The salient features of the statement are summarised below:-

Number of Mills.- The total number of equipped mills in India on 31st August 1938 was 380, as against 370 on August 31, 1937. The number of equipped mills in Bombay City and Island remained the same as last year. The number of equipped mills in Ahmedabad dropped by three owing to the scrapping of machinery in three concerns. On the other hand, the number of mills in the Province of Bombay, excluding the Cities of Bombay and Ahmedabad, increased from 50 to 51; one mill at Broach scrapped its machinery, but two others at Jammagar and Navsari are added to the list as they commenced work during the year. The only mill in Sind which started work in February 1937, went into liquidation during the year and is at present not working. The number of mills in Bengal rose from 26 to 28. No change was recorded in the number of mills in the Central Provinces, Berar, and the United Provinces, but one more mill started work in Rajputana. In the Province of Madras there was an increase of seven in the number of mills, that number of new concerns having started work. In Bihar, which previously had no mill, two new cotton mills were started.

Mills not in Commission.- Out of the 380 equipped mills in the country, 25 were partially or completely idle, as against 35 last year. Of these 25 mills, two were located on Bombay Island and three in Ahmedabad.

Capital Invested.-

Number of Spindles and Looms.- The total number of spindles in equipped mills in the country now stands at 10,020,275 as compared with 9,731,000 at the end of the previous year. The number of looms increased by 3,100 to a total of 200,286. In the city and Island of Bombay the number of spindles at 2.9 millions was slightly more than last year, while the number of looms rose from 66,735 to 67,294. In Ahmedabad the number of spindles decreased from 1,976,000 to 1,942,000 and the number of looms from 48,000 to 47,100. In the Province of Bombay, exclusive of these two cities, the number of spindles and looms increased by 23,400 and 500 respectively to 1,257,704 and 26,381.

Capital Invested.- The total paid up capital of the industry at the end of August 1938 amounted to Rs. 40.49 lakhs, as compared with Rs. 39.83 lakhs the previous year. During the year the industry consumed 1,831,000 candies of 784 lbs. each of cotton, which is approximately 250,000 candies more than last year.

Number of Operatives.- The number of operatives employed daily on the day shift was approximately 438,000 as compared with 417,000 in the previous year. Particulars of the numbers regularly on night shift work are not available.

(The Times of India, 19-11-1938).

(The position of the cotton textile mill industry in India during 1936-37 is reviewed at pages 70-71 of the report of this Office for December 1937)..

Industrial Research Fund for Punjab:
Punjab Government earmarks Rs. 150,000 -

To supplement the steps taken by the Punjab Government for the furtherance of industrial research, Government now propose to create an industrial research fund. The main object of the fund will be to subsidize industrial research systematically directed towards definite ends, in order:

- (1) to help the industrial growth of the province;
- (2) to increase the number of industrial research works in the province.
- (3) to help in solving the problems of the manufacturers who cannot afford to maintain their own research staff; and
- (4) to encourage joint action for industrial research laboratories, private laboratories and Government laboratories.

The fund will be started with Rs. 150,000 during the current financial year, to which further additions will be made by Government from year to year. It will also be open to industrialists and others interested in industrial research to make their contributions to this fund.

(The Times of India, 21-11-1938)+

Prohibition in Sind Province:
Prohibition Committee's Six-year Scheme. +

A scheme for the introduction of complete prohibition throughout Sind in six years has been prepared by the prohibition Committee appointed by the Sind Government. The scheme aims at the gradual eradication of the evil, entailing an annual loss of Rs. 40,00,000 to Government, which the Committee proposes to recoup by the levy of the full water rate for jagiri lands, professional taxes and income-tax on agricultural incomes.

Details of Scheme.- The scheme is divided into six stages, each stage covering a period of 12 months. Government will slowly decrease the number of vending shops until they go completely out of the picture, and establish their own depots, where sealed bottles will be available for those holding permits. The Committee expects that the restrictions enforced by the various stages will eventually prevent the poorer section of addicts having easy access to intoxicants. The committee's other recommendations include the prohibition of Bhang, charas and ganja and a ban on liquor advertisements in newspapers.

✓ (The Times of India, 7-11-1938) +

Closure of Liquor Shops on Pay Days in Bombay:
Minister of Health pronounces Experiment a Success. +

The Hon. Dr. M.D. Gilder, Minister of Health, Bombay, has recently analysed the results obtained from the closure of liquor shops in Bombay City on pay days (vide page 36 of the report of this Office for July 1938) and given it as his considered opinion that the experiment of "dry" pay days has led to a considerable decrease in the consumption of liquor.

Less Consumption.- Inaugurated in August 1938, the experiment has now been on for the last three months, during which Government have declared the pay day and the day following it as "dry" days when liquor shops in the industrial areas of the city are kept closed. The figures indicate that :

- (1) The consumption "due to opportunity" is completely wiped off.
- (2) A considerable percentage of habitual consumers are also managing without liquor on these two days.

The figures show that for every 100 gallons of country liquor normally consumed, only 72 gallons were consumed on these "dry" days; similarly, the percentages for beer and other spirits work out at 19 and 55 respectively. Statistics of last year indicate that on an average the consumption of liquor on pay day and the day following

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rose to ~~2 1/2~~ to ~~3 1/2~~ times the consumption on an ordinary day.

Further Action Foreshadowed.- It is understood that the heartening results of the experiment have encouraged the Prohibition Department and it is likely that the present experiment will soon be followed up by more stringent measures in furtherance of the policy of prohibition.

(The Times of India, 17-11-1938,
and The Hindu, 16-11-1938). +

Social Insurance.Provision of Old-age Pension for Employees of Local Bodies:Private Bill to be introduced in Central Provinces Legislative Assembly +

Mr. G.S. Page, M.L.A., (Labour), has given notice of a Bill to be moved in the C.P. Legislative Assembly, providing old-age pension and gratuity to sweepers employed by local bodies ^{who} are granted neither pension nor provident fund at the time of their leaving service in their old-age.

The Bill provides that every sweeper, on attaining the age of 55 years shall be entitled to old age pension equal to half of his pay at the time of his retirement, provided he has completed 30 years' service. In the case of sweepers who have reached the age of 55, but have not put in 30 years' service, provision is made for gratuity equal to one month's pay of each year of completed service or a graded pension scheme according to the length of his qualified service.

(The Statesman, 4-11-1938). +

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Unemployment Insurance in Madras. +

The Royal Commission on Labour in India did not at the time of making its report in 1931 regard any national system of unemployment insurance with which it was familiar as feasible in India. With the existing turn over and in the absence of an industrial population which is both permanent and regular, the risk is not a calculable one; and the Commission therefore concluded that even if the workers were able and willing to contribute there was no basis on which a satisfactory scheme could be built.

Realising the difficulties of the problem, but at the same time determined to make an experiment however, partial and limited in scope towards its solution, the Hon. Mr. V.V. Giri, the Minister for Labour and Industries of Madras, is now trying to formulate a scheme of unemployment relief under which the contributions by the employer and the employee might be sufficient to meet the demands on the insurance fund without state subsidy to any large extent. Mr. Giri's idea was to confine the scheme to the textile industry of Madras, which was well organised and employed a permanent labour force. There are at present about 64,000 workers employed in the textile industry of the Madras province, and official statistics revealed that unemployment in this industry in the province ranged between 7 and 8 per cent.

As regards the rate of contribution and of benefits payable, it has been roughly calculated that a contribution of a quarter of an anna for each working day from each employee and employer would enable a benefit payment of Rs. 4-8-0 per month for a single man and Rs. 7/- a month for those with families; while a contribution of 1/64th of the wage earned by the employee and 1/64th of the wage bill of the employer, would enable a benefit payment of a week's wage for each month of unemployment. In either case it is believed that the accumulations in the fund would be sufficient to meet the demands, but if the collections were found to be insufficient, the government would have to meet the deficit.

Some details of the scheme now being considered are given below. The scheme excludes those who become unemployed owing to sickness, accidents or old age, or those who voluntarily left service or were dismissed. An employee to be eligible to receive the benefits must have been in service for at least 3 years prior to joining the scheme and

should have subscribed for a minimum period of 6 months continuously. He should also have been unemployed continuously for a period of 4 weeks. The period during which the benefit would be payable would be double that during which contributions were made by him, subject to a maximum period of two years. A person who had already received benefit under the scheme would be eligible for further benefit, if reemployed and again thrown out of employment after contributing to the fund for a period of at least three months. In order to prove eligibility to receive benefits, the worker would be required to present himself each day at the Employment Exchange if any is set up. In order to encourage keeping the worker in continuous employment, some rebate might be made in the contributions of the employer periodically.

Special legislation will have to be made undertaken to make the scheme compulsory and to enable the contributions to be collected from the employers and the workers; Employment Exchanges may also have to be set up by the government in the districts in which the scheme is to operate. It is expected that the administrative costs of the scheme would not exceed 12.5 per cent of the income of the fund, a proportion which is generally allowed by the law for other purposes.

The Madras Labour Minister is understood to contemplate entrusting the administration of the scheme to an insurance concern, commercial or co-operative, to minimise the commitments of the State. -

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Public Health.

Control of Smoke Nuisance in Calcutta in 1937:

32nd Annual Report of the Bengal Smoke Nuisance Commission.*

The Commission, which represents all the interests concerned in the abatement of smoke nuisance, held 10 meetings in 1937. It maintained contact with the various smoke departments and fuel, engineering and research institutions in Europe and America, and kept abreast of the latest progress in the scientific use of fuel towards the abatement of industrial smoke.

Preventive Action in 1937.— During the year 2334 offences were reported for departmental action; 3,659 inspections and tests of installations were made, 14 statutory warnings were given and 6 prosecutions were conducted. In addition to the above preventive action, 140 steamships and launches and 121 locomotives were reported to the local marine and railway authorities for their usual departmental action, which in all cases was readily undertaken.

The maximum fine imposed for offences under the Act was Rs. 175 and the minimum Rs. 35. In the six prosecutions which were launched, resort to the penal law was found necessary in four cases because furnaces, flues and chimneys were wrongfully constructed without first submitting plans for the approval of the Commission.

Complaints from Public.— The Commission controls approximately an area of 80 square miles and the report points out that it cannot, with its small staff, keep in touch with every case of smoke nuisance. It has again been indebted to the public for bringing cases to notice by means of complaints. During the year 81 complaints were received, against 78 in the preceding year.

The 32nd Annual Report of the Bengal Smoke Nuisance Commission for 1936 was reviewed at pages 75-76 of our September 1937 report.

* Thirty-Second Annual Report of the Bengal Smoke Nuisances Commission for the year 1937. Superintendent, Government Printing. Bengal Government Press, Alipore, Bengal. 1938.

The Madras Public Health Bill, 1938. +

The Minister for Public Health, Madras, intends introducing shortly in the local Legislative Assembly, the Madras Public Health Bill, 1938.

Salient Features.— The following are the salient features of the Bill:

(1) The constitution of ~~the~~ Public Health Board for the Province;; (2) The statutory recognition of the Director of Public Health and the vesting of adequate powers in him for the effective discharge of his duties; (3) The taking of power — (a) to compel the employment of Health Officers by important local authorities; and (b) to fix the scales and the conditions of service of the public health establishments employed by local authorities; (4) provision that local authorities should earmark a definite percentage of their income for public health expenditure; (5) the imposition of an obligation on local authorities at the discretion of the Government to provide a sufficient supply of drinking-water and provision for the compulsory levy of a water-tax for financing water-supply schemes; (6) effective provisions for securing proper drainage, and a sufficient number of public latrines, etc; (7) the prevention and abatement of nuisances; (8) adequate measures for the prevention and eradication of infectious diseases; (9) the prevention, ~~of~~ treatment and control of venereal diseases; (10) maternity and child-welfare measures; (11) mosquito control; (12) the reservation of areas for residential purposes; control over insanitary buildings and the abatement of overcrowding; (13) registration of lodging houses; (14) food control; and (15) special provisions regarding fairs and festivals, including the levy of a pilgrim-tax in the case of water-borne traffic and of tolls on vehicles.

Earmarking of income for public health expenditure.— one of the most important provisions contained in the Bill is that which requires every municipality to earmark not less than 30 per cent of its income from all sources for public health expenditure, and every district board or panchayat to earmark not less than 12½ per cent of its income from all sources for such expenditure. The Government have, however, been given power to relax this requirement where financial or other reasons render such a course necessary. Power has also been taken to determine whether any particular item of income or expenditure should or should not be taken into account for this purpose.

Reservations of areas for residential purposes and control over Buildings; ~~and~~ factories, Workshops, etc.— Every urban local authority is required, within a year of the Bill becoming law, to notify the localities, wards or streets which shall be reserved for residential purposes. The local authority may at any time add to the list of these localities, wards or streets. In areas so notified, no fresh factories, workshops, or workplaces can come into existence and the operation of existing factories, etc., may also be suitably controlled.

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Workers' Tenements: Back-to-Back Dwelling Houses.- Provisions

for securing that new buildings are not constructed on insanitary sites have also been added. The construction of back-to-back dwelling houses has been specifically prohibited. Dwelling houses which are unfit for the purpose of human habitation may be ordered to be vacated until they are rendered fit for such purpose. Power has been taken to make rules for determining whether tenements or any class of tenements are either over-crowded or are not maintained in a habitable condition and any infringement of these rules is to be punishable.

The text of the Bill is published at pages 1 to 95 of the Fort St. George Gazette Extraordinary to Part IV dated 10-11-1938. +

Slum Clearance in Cawnpore:

The U.P. Town Improvement (Amendment) Bill, 1938. +

The U.P. Government has gazetted the United Provinces Town Improvement (Amendment) Bill, 1938, which it intends to introduce shortly in the local Legislature. The Bill seeks to hasten the pace of slum clearance in Cawnpore, which has a large population of industrial workers.

According to the Statement of Objects and Reasons appended to the Bill, the Government was convinced that the early clearance of slums in Cawnpore is very necessary for improving the health of the city. The number of slums is large and preparation of schemes in detail will take a considerable time. Meanwhile construction of buildings will continue and add to the congestion as well as the cost of acquisition. The proposed amendment of section 40 of the United Provinces Town Improvement Act will facilitate early sanction of schemes which will authorize the Trust to assume powers under section 49 (1) of the Act and prevent further undesirable constructions in the slums (Ahatas). The Trust will also be able to save on the cost of acquisition by persuading a number of Ahata owners to improve the Ahatas themselves according to the Trust design. As funds are limited this will result in a much better progress in slum clearance than can otherwise be possible. The procedure will be welcomed by a number of property owners who do not desire to part with their property and also by their tenants who live in insanitary houses and will appreciate early improvement of the slums.

The text of the Bill is published at pages 1208-1209 of Part VIII of the Government Gazette of the United Provinces dated 12-11-1938. +


House Rents in Nagpur:C.P. Government appoints Committee of Inquiry.

A C.P. Government notification dated 28-11-1938 announces the appointment by the C. P. Government of a committee to examine the question of house rents in Nagpur. The Chairman of the Committee is the Commissioner, Nagpur Division, and its Secretary Rao Sahib N.V. Joshi, Nazul Officer, Nagpur. Mr. Kalappa is also a member of the Committee.

The question whether house rents in Nagpur city should be regulated has been under the consideration of Government since the introduction of the Nagpur House Rent Bill by Mr. V.R. ~~Kalappa~~ Kalappa in the Central Provinces Legislative Assembly in December 1937. The Bill was circulated for eliciting public opinion in January 1938. The Government, after an examination of the opinions received, came to the conclusion that the material at its disposal was not sufficient to enable it to reach a decision regarding the attitude to be adopted towards the Bill. Government have, therefore, appointed the Committee.

Terms of Reference.— The terms of reference of the committee are: (a) to examine whether the rentals of premises occupied by the working and the middle classes in the city of Nagpur are such as to require regulation by legislation; (b) If so, to suggest the nature of the required legislation with particular reference to Mr. Kalappa's House Rent Bill; and (c) to report on such other matters as may be germane to the points referred to in (a) and (b) above.

(The Times of India, 30-11-1938). +



Education.Compulsory Education of Children in Urban Areas of Bihar:
Bihar Government to launch Scheme in 1939.

It is understood that the Government of Bihar is considering a scheme for the introduction of compulsory education for all children of school-going age in all urban areas in the Province. The scheme it is learnt, will cost about Rs. 200,000 annually, and is likely to be included in the next year's budget. Compulsion, it is understood, will apply only to male children while in the case of girls, attendance in schools will be optional.

(The National Herald, 27-11-1938).

Migration.

Indians' Franchise Rights in Ceylon:
Government of India's objection to Amendment to
Village Committees Ordinance rejected by Government of Ceylon.

Reference was made at page 35 of the report of this Office for September 1938 to the keen resentment felt in India over the amendment to the Village Committee's Ordinance by which Indian plantation workers in Ceylon have been denied franchise rights. The Government of India had made representations to the Government of Ceylon protesting against the proposed amendment and urging the grant of franchise rights to Indian estate workers also, but in a letter sent to the Government of India in the second week of November, the Government of Ceylon has rejected the ~~x~~ representations.

The Ceylon Government's reply points out that the Amendment substitutes purely occupational and residential criterion identical for the home born and the immigrant alike. According to the Ceylon Government the placing of Indian and non-Indian estate labourers entirely on a level of equal footing removes the objectionable features of the Bill.

This view, of course, is not finding acceptance in India.

(The Hindu, 23-11-1938.)

General.

Mr. K. Kuriyan of the International Labour Office, Geneva, on leave in India during the period of this Report, was in Delhi from the 2nd to the 6th November. He came to this Office every day during his stay here, pursuing his enquiries regarding the application of ratified Conventions in India, and the services of this Office were utilised by him both in conducting his studies and in establishing contacts with the persons whom he wanted to see.

A

Publications received in this Office during November 1938.

Conditions of Labour.-

- (1) "Industrial Disputes in India, 1928-1937" (Brochure issued by The Employers' Federation of India, Bombay).
- (2) Annual Report on the working of the Workmen's Compensation Act in Bengal during the year 1937.
- (3) Annual Report on the working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September 1937.

Enforcement of Conventions.-

- (1) Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1937.
- (2) Annual Report of the Chief Inspector of Mines in India on the Indian Mines Act, 1923, for the year ending 31-12-1937.

Industrial Organisations.-

- (1) Report of the Committee of the Bengal Chamber of Commerce for the year 1937 (Appendices).
- (2) Report on the working of the Trade Unions Act in Burma for the year ending 31-3-1938 (cyclostyled).

Economic Conditions.-

- (1) Annual Report of the Director of Industries, Bihar, for the year 1936-37.

Social Conditions.-

Report on the working of the Prohibition Act (Salem district), till the end of September 1938 (Government of Madras, Revenue Department, G.O. No. 2846, dated 3-11-1938).

Public Health.-

- (1) Thirty-Second Annual Report of the Bengal Smoke Nuisance Commission for the year 1937.
- (2) Report on the Progress of the Hyderabad City Improvement Board for the year 1346 Fasli (1936-1937).

Co-operation.-

Report on the working of Co-operative Societies in Burma for the year ended the 30th June 1937.

Agriculture.-

- (1) Annual Report of the Imperial Council of Agricultural Research for 1937-38.
- (2) Report on the administration of the Department of Agriculture, W.P., for the year ending 30th June 1937.

Miscellaneous.-

"Indianisation of Services" by J.K. Mehta, Secretary, The Indian Merchants' Chamber, Bombay.

Report for December 1938.

N.B. Every section of this Report may be taken out separately.

<u>Contents.</u>	<u>Pages.</u>
<u>1. Ratifications.-</u>	
(a) The Employment of Children Act, 1938 (Act XXVI of 1938) and Draft Rules made thereunder.	1
(b) Draft Convention and Recommendations regarding Safety Provisions (Building): Bengal Chamber of Commerce opposes Legislation.	1-3
<u>2. National Labour Legislation.-</u>	
(a) The Employment of Children Act, 1938 (Act XXVI of 1938) and Draft Rules made thereunder.	4
(b) First-Aid Facilities in Madras Factories: Government prescribes Rules.	4
(c) Exemptions to Hours of Work Provisions in Factories Act: Definition by Governments of Bengal, C.P., and Assam.	4-5
(d) The Berar Boiler Regulations, 1938.	5
(e) Extension of Payment of Wages Act to Unregulated Factories in C.P.	5
(f) Safety on Board Ship: Burma Government's Notification.	5-6
(g) The Draft G.P. Payment of Wages (Non-Federal Railways) Rules, 1939.	6
(h) The Draft Ajmer-Merwara Factories Rules, 1938.	6
<u>3. Conditions of Labour.-</u>	
(a) Working of the Workmen's Compensation Act in Bengal, 1937.	7-8
(b) Strike Statistics for Quarter ending 30-6-1938.	8-9
(c) Long Hours and Employment of Children in Bombay Hotels: Amelioration demanded by Hotel Workers' Union.	9
(d) Working Class Cost of Living Index Numbers for Various Centres in India, during October 1938.	10.
(e) Safety in Mines: Government of India to convene a Conference to consider Proposals.	10.
(f) Conditions of Work in Indian Posts and Telegraphs Department, 1937-38.	10-12
(g) The Bombay Shops Bill: Government to introduce Legislation early in 1939.	12
(h) Progress of enquiry into Family Budgets and Housing conditions in Cawnpore.	13
<u>4. Industrial Organisation:</u>	
<u>Employers' Organisations.</u>	
(a) Employers' Federation of India: 6th Annual General Meeting, Calcutta, 1938.	14-15
(b) 20th Annual General Meeting of the Associated Chambers of Commerce of India, Calcutta, 1938.	16-17
<u>Workers' Organisations.-</u>	
(a) Meeting of the A.I.T.U.C. General Council, Lucknow, 22 and 23-12-1938.	18-20

(b) 2nd All-India Textile Workers' Conference, Cawnpore, 24 and 25-12-1938.	Pages. 20-22
5. <u>Economic Conditions.-</u>	
(a) Trade of India in 1937-38.	23-25
(b) Progress of Tea Culture in Assam for 1937.	25
(c) Cotton Textile Mills Industry in India during 1937-38.	26-27
(d) C.P. Industrial Survey: Government Appoints Committee.	27
(e) Industrial Planning of Bihar: Sub-Committees appointed for detailed Investigation.	28
(f) India terminates Ottawa Agreement; New Indo-British Trade Agreement under negotiation.	29
(g) First Meeting of the All-India National Planning Committee, Bombay, 17 to 21-12-1938.	30-31
6. <u>Social Conditions.-</u>	
(a) Working of Prohibition in Salem District: Beneficial Effects on Mill Workers.	32-33
(b) Future of Criminal Tribes in U.P.: Recommendations of Enquiry Committee.	34-35
(c) Provision of Work-Houses for Bombay Beggars: Bill to amend Municipalities Act introduced in the Bombay Legislature.	36
7. <u>Public Health.-</u>	
(a) Housing of Industrial Workers in Bombay: ^{Non-Official} Private Bill introduced to amend Bombay Municipal Act.	37
(b) Subsidised Rural Medical Relief in Bombay Province: Progress of Scheme.	37-38
8. <u>Education.-</u>	
Educational Reconstruction in India: Discussions of Central Advisory Board of Education, New Delhi, 3-12-1938.	39-40
9. <u>Agriculture.-</u>	
Provincial Ministers' Conference on Agricultural Marketing, Delhi, 29-11-1938.	41-44
10. <u>Migration.-</u>	
(a) Competition of Indian Labour: Motion in State Council to control immigration of Indians in Ceylon.	45
(b) Emigration of Indian Labour to Malaya: Malayan Delegation to negotiate settlement.	45-46
(c) Grant of Maternity Benefits to Indian Women Workers in Ceylon Plantations.	47
11. <u>General.-</u>	
(a) Forthcoming Changes in the Viceroy's Executive Council.	48
(b) Meeting of Working Committee of Congress: Industrial "Planning" and Currency Ratio Considered.	48-49
12. <u>Publications received in this Office during December 1938.</u>	50-51

Ratifications.The Employment of Children Act, 1938,
(Act XXVI of 1938) and Draft Rules made thereunder.

Reference was made at page 4 of our September 1938 report to the introduction and adoption by the Central Legislature in September 1938, of the Employment of Children Bill, 1938. The Act received the assent of the Governor General on 1-12-1938 and is published at pages 162 to 163 of Part IV of the Gazette of India dated 10-12-1938. Certain draft Rules called the Employment of Children (Federal Railways and Major Ports) Rules, 1939, made under the Act, are published at page 2060 of Part I of the Gazette of India, dated 17-12-1938 for criticism and suggestions.

The Act fixes at 15 the minimum age of employment of children in any occupation connected with the transport of passengers, goods or mails by railway and in any occupation involving the handling of goods within the limits of any port to which the Indian Ports Act of 1908 is applicable; the Act gives partial effect to the I.L. Convention regarding Minimum Age (Industry) (Revised), 1937.

Draft Convention and recommendations regarding Safety Provisions (Building)
Bengal Chamber of Commerce opposes Legislation.

Reference was made at pages 2 to 4 of our March 1938 report to the resolution adopted by the Central Legislature on the Draft Convention and Recommendations regarding Safety Provisions (Building); the Legislature recommended that provincial Governments be consulted regarding the desirability and practicability of legislation to secure greater safety for workers in the building industry. The Bengal Chamber of Commerce, consulted by the Bengal Government, has expressed the following opinion on the subject.

Accident Incidence Small:- From figures which the Chamber has been able to get, it was seen that in 5 of the major building concerns of the province, there occurred only 3 fatal and 23 non-fatal accidents in 1936-37, and no fatal and 26 non-fatal accidents in 1937-38. The ~~daily~~ number of workmen employed by these interests totals several thousands (it is pointed out that it was difficult to obtain precise figures). In the light of the accident figures given, it is argued that the risk of injury is not great and certainly not such as

SPG. 2.

would warrant the introduction of the elaborate precautions and legislative enactments which the Draft Convention of the International Labour Office visualises.

Insurance rates for the protection of employers against the risks of compensation under the Indian Workmen's Compensation Act compare with the rates in Great Britain as follows:-

	India	Great Britain.
Demolition work (buildings).	112 As. per Rs. 100 of wages.	217/9d. per £100 of wages.
Ordinary building erection work (excluding special work on steel structures)	20 As. do.	21s. do.

It will be observed that the insurance rate in India for demolition work is considerably lower than that in force in Great Britain while on ordinary building work, the Indian rate shows but a slight increase over the U.K. rate. These comparisons, in the view of the Chamber Committee, demonstrate that the hazard in building operations in India is generally less than in Great Britain.

Strength of Bamboo Scaffolding:- The lightness, strength and flexibility of the bamboo as scaffolding material make it extremely adaptable and, in point of fact, the modern steel scaffolding used in Europe is based upon designs common in bamboo work many years ago. One of the biggest building interests in Bengal states that in their experience they have never known of the collapse of a bamboo scaffolding and maintain that in the hands of the workers of this country, no more efficient form of scaffolding could be found. Generally, the extent of the hazard is characterised as small and not caused by the scaffolding employed but generally by the accidental dropping of tools or pieces of material, which no legislation can eliminate.

Chamber's opposition to Legislation:- The interests represented by the Chamber are at one in their opposition to legislation on the grounds of it either being unnecessary or impracticable.

Should, however, Government consider that legislation of some type or form is required, then it is thought that it should be Central and of application to the whole of India, first on the ground that building interests in Calcutta, as in other parts of India, are called upon to undertake work in more than one province and, secondly, because of the fact that it is reasonable to assume a greater degree of skill on the part of workers in

SPG.3.

urban areas with the lessening of the possibility of accident than can be expected in rural areas where, therefore, the need of protection is as great if not greater.

Reduction of accidents small:- As adequate precautions are already taken and enforced, it is extremely difficult to suggest means of reducing the present incidence of accidents in the industry.

Any serious accidents, ^{that} there may be in the building industry ~~are~~ generally ~~are~~ due to the employment of unskilled workers or failure on the part of the employers to comply with the generally accepted precautionary measures which reputable building firms already adopt. An examination of the present mode and manner of working of the members of the Chamber reveals little scope for improvement in the reduction of accidents which are few and such that no legislation or regulations could possibly avoid. Workers in the building trade are now subject to the provisions of the Workmen's Compensation Act and the liability thus imposed upon employers will, to some extent, prevent continual recourse to unskilled labour—a frequent source of accidents. Improvements in the technical and general education of workers seem again to offer perhaps the best means of reducing to the very minimum the number of accidents in this as well as any other industry; and benefit might accrue from the recommendations concerning co-operation in accident prevention and vocational education, were simple means adopted suitable to the conditions and customs of this country.

(Summarised from the abstract of proceedings of the Committee of the Bengal Chamber of Commerce for August, September, and October, 1938).✓

National Labour Legislation.

The Employment of Children Act, 1938.

(Act XXVI of 1938), and Draft Rules made thereunder. ✓

Reference was made at page 4 of our September 1938 report to the introduction ~~of~~ and adoption by the Central Legislature in September, 1938, of the Employment of Children Bill, 1938. The Act received the assent of the Governor General on 1-12-1938 and is published at pages 162 to 163 of Part IV of the Gazette of India dated 10-12-1938. Certain draft Rules, called the Employment of Children (Federal Railways and Major Ports) Rules, 1939, made under the Act, are published ^{in the} at page 2660 of Part I of the Gazette of India dated 17-12-1938. ✓

First-Aid Facilities in Madras Factories:

Government prescribes Rules. ✓

Attention is directed to pages 1734 to 1735 of Part I of the Port St. George Gazette dated 13-12-1938 where are published certain amendments to the Madras Factories Rules, by which the provision in factories of facilities ~~for~~ rendering first-aid in the case of accidents is made compulsory. The ~~amendments~~ amending Rules also prescribe the minimum contents of first-aid boxes to be maintained by factories.

Exemptions to Hours of work Provisions in Factories Act:

Definition by Governments of Bengal, C.P., and Assam.

Attention is directed to (a) pages 2068 to 2071 and pages 2087 to 2090 of Part III of the Central Provinces and Berar Gazette dated 25-11-1938 and 2-12-1938 respectively and (b) pages 2548 to 2552 of Part I of the Calcutta Gazette dated 17-11-1938, where are published amendments (proposals in the case of C.P.), to the Factories Rules of C.P. and Berar, and Bengal, defining the classes of persons deemed to hold positions of supervision or management, and the classes of workers in factories ~~employed~~

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from the provisions of the Factories Act relating to hours of work.

Pages 1409 to 1412 of Part II of the Assam Gazette dated 9-11-1938, publishes the draft of certain rules defining the classes of workers in factories who are exempted from the provisions relating to hours of work. ✓

The Berar Boiler Regulations, 1938. ✓

Attention is directed to pages 2141 to 2224 of Part III of the Central Provinces and Berar Gazette dated 16-12-1938 where are published the Berar Boiler Regulations, 1938, made under the Indian Boilers Act, 1923. ✓

Extension of Payment of Wages Act to Unregulated
Factories in C.P. ✓

By a Notification (No. 5035-2016-VII dated 13-12-1938 of the Commerce and Industry Department) published at page 1198 of Part I of the C.P. and Berar Gazette dated 16-12-1938, the Government of the Central Provinces has extended the provisions of the Payment of Wages Act, 1936, to the payment of wages of persons employed in the establishments carrying on the industries of (i) bidi-making, (ii) shellac manufacture, and (iii) leather tanning in the districts of Nagpur, Bhandara, Jubbulpore, and Bilaspur to which the provisions of the Central Provinces Unregulated Factories Act, 1937, (XXI of 1937), are applicable. ✓

Safety on Board Ship:
Burma Government's Notification. ✓

With a view to prevent accidents by gas poisoning to workmen engaged on board ships loaded with white rice or boiled rice, the Governor of Burma has directed that the following conditions should be observed before working such cargo:-

(1) When hatches have been closed for any considerable time no workman should be allowed to enter a hold unless the Master is satisfied that the hold is gas free.

(2) In all cases where abnormal heat is discovered the Master should take suitable safe means to locate and remove the cause.

(The above instructions have been issued in a Circular No. 19 of dated 17-11-1938, of the Department of Commerce and Industry, published at page 1110 of the Supplement to the Burma Gazette dated 19-11-1938). ✓

The Draft C. P. Payment of Wages (Non-Federal
Railways) Rules, 1939. ✓

Attention is directed to pages 2259 to 2274 of Part III of the C.P. and Berar Gazette dated 23-12-1938 where is published the draft of the Central Provinces and Berar Payment of Wages (Non-Federal Railways) Rules. The rules apply to persons employed upon any railway (including Factories) by or under a ^{non-rail} railway administration operating in the Central Provinces or Berar. ✓

The Draft Ajmer-Merwara Factories Rules, 1938. ✓

Attention is directed to pages 673 to 695 of Part II A of the Gazette of India dated 3-12-1938 where is published the draft of the Ajmer-Merwara Factories Rules, 1938. ✓

Working of the Workmen's Compensation Act in Bengal, 1937.* X

Statistics.- According to the annual report on the working of the Workmen's Compensation Act in Bengal during 1937, 2022 returns were received from employers during the year under report. 134 accidents resulting in death, 434 in permanent disablements and 5,982 in temporary disablements were recorded during the year under review in respect of which compensation was paid. Rs. 90,727 was paid as compensation in respect of fatal cases, Rs. 110,394 in respect of cases resulting in permanent disablement and Rs. 63,757 in respect of cases resulting in temporary disablements. The average number of workers employed during the year was 757,956.

The year under review opened with one case of occupational disease pending in respect of alleged lead poisoning, the only occupational disease for which compensation has so far been claimed in Bengal, while two more claims were instituted during the year. Of the three claims, compensation was awarded in one, the other two cases remaining pending at the close of the year.

General Compulsory Insurance suggested.- The report refers to the unsatisfactory nature of the existing procedure for recovery of decretal amounts. In his report for 1936, the Commissioner observed that unless the certificate officers in the districts could be brought to ~~lend their fuller co-operation in the matter of recovery of compensation~~, the power given to the Commissioner by the Act was likely to be rendered a nullity. Similar difficulty was experienced also during ~~the year under report~~. It is pointed out that much can be done to expedite certificate procedure, but those that have first-hand acquaintance with the working of certificate departments in moffussil districts would be extremely chary of laying the blame for the delays mainly at the door of the certificate officers. In the majority of cases, these officers have to deal with various intractable factors, over which they have very little or no control. The ultimate solution of the difficulty, the Commissioner suggests, would be to insist on compulsory insurance by the employers of their liability under the Act. The common objection that such a requirement would increase the operating costs of manufacturing concerns, and so would be a serious handicap to industry is disproved by the fact that the great majority of the big firms are already ~~insured~~ insured in this respect. As for the small firms, the incidence of the extra cost that will have to be incurred by them on this account is likely to be extremely small. Incidentally, it may be observed that if a compulsory scheme is enforced in all industrial concerns, the relative competitive position of any particular firm will not be affected, and, in the long run, the extra operating costs will be passed on to the consumers of manufactured goods. To start with, only factories within the definition of the Factories Act may be brought within the ambit of a compulsory scheme or the operation of the scheme may be still further restricted.

*Annual Report on the Working of the Workmen's Compensation Act in Bengal during the year 1937. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1938. Price Annas 2 or 3d. pp.15.

It seems to be high time, the Report remarks, that the whole question was brought to the notice of Government.

Activities of Workers' Organisations.- The Press Employees' Association under the guidance of Mr. Satish Chandra Sen continued to take keen interest both in the Workmen's Compensation Act and the newly enforced Payment of Wages Act. The Indian Seamen's Union with Mr. Aftab Ali, as President, also showed some activity, particularly in the first half of the year. In view of the fact that quite a large number of seamen receive compensation every year, it ~~may be~~ expected that in the near future seamen's organisations will be taking more interest in helping their members in getting compensation, without the help of lawyers. The Calcutta Claims Bureau as representative of the largest number of insured employers continued its full co-operation with the Commissioner in the speedy disposal of claims concerning their insured. ✓

Strike Statistics for Quarter ending 30-6-1938. ✓

According to the statistics of industrial disputes in British India for the second quarter of 1938 ending 30-6-1938, published by the Department of Labour, Government of India, there were 94 disputes during the period. The 94 disputes involved 142,063 workers and entailed a loss of 3,844,306 working days. The largest number of disputes occurred in Bengal, where 31 disputes involving 29,413 workers entailed a loss of 750,614 working days. Next come Bombay with 24 disputes involving 16,871 workers and entailing a loss of 52,687 working days, Madras with 16 disputes involving 29,044 workers and entailing a loss of 690,713 working days, Punjab and Bihar with 7 disputes each involving 3,021 and 10,680 workers and entailing losses of 36,681 and 439,680 working days, respectively, the Central Provinces with 4 disputes involving 3,254 workers and entailing a loss of 3,284 working days, Sind with 3 disputes involving 657 workers and entailing a loss of 2,045 working days, and U.P. and Assam with 1 dispute each involving 48,381 and 742 workers and entailing losses of 1,867,118 and 1,484 working days, respectively, while there were no disputes in Delhi and Orissa.

Classified according to industries, cotton and woollen mills were responsible for 39 disputes which involved 85,387 workers and entailed a loss of 2,116,144 working days; engineering workshops were responsible for 13 disputes involving 17,359 workers and entailing a loss of 388,262 working days; jute mills were responsible for 6 disputes involving 18,562 workers and entailing a loss of 678,040 working days; mines were responsible for 2 disputes involving 3,812 workers and

entailing a loss of 188,040 working days; railways (including railway workshops) were responsible for 1 dispute involving 440 workers and entailing a loss of 660 working days; other ~~industries~~ ^{industries} were responsible for 36 disputes involving 16,503 workers and entailing a loss of 473,160 working days. (One strike affected 4 industries.)

Of the 94 disputes during the quarter under review, 44 were due to wage questions, 25 due to personnel, 5 due to leave and hours, 1 due to bonus and 19 due to other causes. In 8 disputes the workers were successful, in 27 partially successful and ~~in~~ in 42 unsuccessful. 17 disputes were progressing at the end of the period under report. ✓

Long Hours and Employment of Children in Bombay Hotels:

Amelioration demanded by Hotel Workers' Union. ✓

The workers employed in Bombay hotels have recently formed themselves into a union called the Hotel Kamgar Union and have formulated certain demands, the more important of which are reduction of hours of work and prohibition of children ^{in hotels} in hotels.

It is pointed out that the hotel workers of Bombay are today working under conditions which have made them virtual slaves of the owners. The owners are employing children more than adults as this proves to be more profitable than employing adults. Children are badly treated, beaten and are not paid more than boarding and lodging, their paltry wages being not seldom absorbed by the owners under pretext of fines and loss and damages to the hotel materials. Even the men employees do not get their wages in full or regularly. Over and above all this, the hotel workers, including the children, work no less than 16 hours a day on the average.

The Secretary of the union has expressed the Union's disappointment at the Government's delay in the introduction in the legislature of the Shops Hours Bill which was published by the Government some time back. (Vide pages 7 to 9 of our March 1938 report).

(The Bombay Chronicle, 11-12-1938). ✕

Working Class Cost of Living Index Numbers for Various
Centres in India, during October 1938. ✓

The cost of living index numbers for working classes in various centres of India registered the following changes during October 1938 as compared with the preceding month.

Bombay.-- The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in October 1938 remained unchanged at 105. The average in the year 1937 was 106.

Ahmedabad.-- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in October 1938 rose by 1 point to 72; for 1937 the average was 75.

Sholapur.-- The index number (base: year ending January 1928) of the cost of living in Sholapur during October 1938 declined by a point to 71. The average for 1937 was 73.

Nagpur.-- The index number (base: January 1927) of the cost of living in ~~at~~ October 1938 fell by 2 points to 61.

Jubbulpore.-- The index number (base: January 1937) of the ~~cost of~~ cost of living in Jubbulpore in October 1938 remained stationary at 57.

(Extracted from "Monthly Survey of Business Conditions in India", October 1938)
Safety in Mines: Government of India to convene a

Conference to consider Proposals. ✓

It is understood that the Government of India will ~~shortly~~ ^{on 12-1-1939} convene a conference of representatives of the interests concerned to consider proposals regarding sand-stow^{ing} in coal mines.

(The Statesman 30-12-1938). ✓

Conditions of Work in Indian Posts and Telegraphs

Department, 1937-38.* ✓

Financial Working: The Posts and Telegraphs Department consists of four branches: Post Office, Telegraphs, Telephones and Radio.

* Report on the work of the Indian Posts and Telegraphs Department 1937-38. Published by the Manager of Publications, Delhi.
Price annas 8 or 9d. pp.81.

SPG.

The financial results of the working of the Department for the year 1937-38 are summarised below:-

	Post Office	Telegraphs	Telephones	Radios	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.
Receipts .	7,93,88,458	2,51,68,819	96,29,816	8,02,510	11,49,89,603
Expendi- ture.	7,46,09,840	2,68,07,839	68,19,585	10,26,472	10,92,63,736.
Surplus (+) or Deficit(-)	+ 47,78,618	- 16,39,020	+28,10,231	-2,23,962	+ 57,25,867.

Strength of Staff: On 31-3-1938 the total number of persons employed by the department was 117,235 as compared with 116,058 (excluding Burma) at the close of 1936-37. The figure includes 21,307 extra departmental agents who are ~~not~~ whole-time servants of Government and 2,773 members of the Audit and Accounts staff. Out of the remaining 93,155 employees, 427 belonged to the superior (gazetted) staff, which includes 136 divisional and other Superintendents, 43 postmasters and 63 telegraph traffic officers, most of whom are in executive charge of the larger post and telegraph offices or of postal and railway mail service divisions, and 97 assistant and deputy assistant engineers, most of whom are in executive charge of engineering sub-divisions or in comparable posts. The remaining 88 officers are actually holding higher charges such as are commonly regarded by the general public as controlling the business of the department.

Unions and Associations: On 31-3-1938 the number of All-India Unions or Associations of employees of the Department, recognized by Government was 11; ~~the~~ total membership, as reported by the various Unions or Associations, was 40,073, the total number of whole-time permanent employees under the Department being over 93,000.

Co-operative Credit Societies: At the end of the year there were 58 Co-operative Credit Societies working for the

SPG.

benefit of the staff of the Posts and Tekegraphs Department with a membership of 63,601 and a subscribed capital of Rs. 28,09,000. These figures represent an increase of about 1500 members and Rs.89,000 of subscribed capital over the corresponding figures at the end of 1936-37 (excluding Burma). Loans amounting to over Rs.76,10,000 were advanced to 26,229 members in the year under report, as compared with about Rs.74,18,000 advanced to 25,852 members during 1936-37. The deposits made by members in the Societies increased from Rs.15,44,000 in 1936-37 to Rs.17,77,000 in 1937-38, indicating that the Societies have not only provided cheap credit but have also helped to encourage thrift.

Volume of Postal Business.- Excluding the air routes, there existed at the end of the year about 159,000 miles of lines over which mails were carried by different agencies, as against 157,000 miles (excluding Burma) during the previous year. The mileage of mail motor lines increased by about 2,000, seventy-three new lines, having been opened during the year. The following figures give some idea of the volume of business transacted by the Department during the year.

Approximately.

Total estimated number of postal articles handled.	...	1,190 millions.
Number of registered articles posted.	...	40.3 millions.
Number of insured articles posted	...	2.8 ,,
Value of insured articles posted	...	Rs. 813.3 ,,
Number of money orders issued	...	40 ,,
Value of money orders issued	...	Rs. 762.8 ,,
Amount collected from the value-payable post	...	Rs. 171.2 ,,

(Conditions of Work in the Indian Posts and Telegraph Department during 1936-37 were reviewed ^{on} ~~at~~ pages 20-22 of our February 1938 report).✓

The Bombay Shops Bill: Government to introduce
Legislation early in 1939 ✓

Reference was made at pages 7 to 9 of our March 1938 Report to the decision of the Government of Bombay to introduce legislation regulating conditions of work in shops and other commercial concerns in the Province. In pursuance of this decision the Bombay Shops Bill was drafted by the Government and circulated for eliciting public opinion. It is understood that ⁱⁿ the light of opinions received, the government ^{has} made certain alterations in the draft Bill, and that the Bill will be introduced in the local Legislature ^{during its} ~~at its~~ forthcoming January session.

(The Indian Labour Journal
18-12-1938). ✓

Progress of enquiry into Family Budgets and
Housing conditions in Cawnpore. ✓

With a view to give a correct perspective of labour conditions in Cawnpore, a survey of family budgets and housing conditions of mill workers in Cawnpore has been undertaken by the Labour Office, United Provinces. The Bureau of Economic Intelligence, United Provinces, framed a comprehensive questionnaire on the subject which was issued in September, 1938. The enquiry is being conducted with the help of five paid investigators, under the guidance and supervision of the Director of Public Information who is in charge of the Bureau of Economic Intelligence.

The collection of budgets is being done on a random sampling basis and an attempt is being made to collect detailed information pertaining to every tenth house in the labour mohallas. The city of Cawnpore has been divided into six different wards, each under the charge of an investigator, for purposes of collecting family budgets. More than 500 budgets have already been collected and are being carefully scrutinized.

(December, 1938 issue of "Public
Information" issued by the
Government of U.P.) ✓

14

Industrial Organisation.
Employers' Organisations.

Employers' Federation of India;
6th Annual General Meeting, Calcutta, 1938.

The sixth annual general meeting of the Employers' Federation of India was held at Calcutta on 20-12-1938 with Sir Edward Benthall, Deputy President, in the Chair in the absence of Sir H.P. Mody, the President. Below are summarised the message sent by Sir Hormusji Mody and the presidential address of Sir Edward Benthall.

Sir H.P. Mody's Message. - In the course of his message Sir Hormusji pointed out that 1938 had been a momentous year in view of the new political and economic forces that had come into being in India. "Many amongst us", he said, "may have found the process of adjustment to the changed conditions somewhat painful, but I think we may claim that all of us have recognised the necessity of moving with the times. On the manner in which we respond to the progressive, and fight the destructive, elements in the political and economic spheres will depend in a large measure the industrial advancement of the country. While we must resist all extravagant demands and attempts to impose burdens on industry which it cannot bear, we must steadfastly pursue a policy of greater and greater regard for the welfare of those whose labour produces the goods we sell."

Presidential Speech. - Sir Edward Benthall in his address pointed out how, every year since the foundation of the Federation six years ago, an increasing number of employers had come to recognise the need for organisation and co-ordination in matters concerning labour throughout India and said that at present industrial associations employing 1,700,000 workers were members of the Federation.

Welfare Work. - Sir Edward declared that it was the desire of employers to give a fair deal to labour not only because it was an antidote to subversive forces but because it was right in itself. "The part which employers are playing in modern India," Sir Edward declared, "should not be underrated. The development of industry and the provision of work for the unemployed is in itself a first-rate service to the State. But apart from creating and managing the organisation which enables wages to be paid, employers are now-a-days more than ever adding regularly to better conditions of labour by providing improved housing, by building and financing schools, by setting up pension and provident funds, by establishing co-operative societies, by inaugurating clinics and welfare centres, by improving water supplies and providing medical facilities, by starting co-operative stores and by the hundred and one ways in which a worker's life is made more tolerable by a sympathetic employer. I am convinced personally that any machinery which tends to bring the employer and employed closer together is worth supporting and that an extension of the employment of labour officers is one of the best means of establishing closer contact, especially in industrial units where the manager is not able for one reason or another to give the special attention to labour questions which is demanded by modern industrial conditions in India."

Lack of Sound Leadership.- After stressing the importance of the work done by labour officers which has contributed a good deal to better industrial relations, Sir Edward referred to labour leadership and said: "India needs today more than she has ever done the services of able and disinterested labour leaders. The general level of education among the working class is unfortunately still so low that it is inevitable that they should at times fall a prey to agitation. At the same time, the Indian workman, like workers in other countries, is quick to appreciate integrity and honesty of purpose and though he may fall a prey once to false guidance, he is not likely to be so misled for long. After all, every decent employer knows that even on its lowest basis it is 'good business' to treat labour well and to see that it gets a fair deal. This fact alone, if appreciated by labour leaders, should help to bring about better relations between them and the average employer who does clearly try to do his best for his workers. In my view our efforts as an Employers' Federation and as individual employers should be directed to ensure that everything possible is done to encourage and advance better relations between ourselves and labour leaders and to make certain that when we stand firm, we are standing firm on a course that we know to be just and fair to all parties."

Sir Edward also expressed concern at the propagandist activities of subversive elements in labour ranks.

Relations with Provincial Governments.- The relations of the Employers' Federation with provincial Governments, Sir Edward declared, were cordial. "We have", he pointed out, "certainly appreciated the fair manner in which they have on the whole dealt with the difficult questions which they have had to face, and we trust that they appreciate that in our dealings with labour we, the employers, have gone more than half way to meet them."

Resolutions: All India Industrial Council.- Mr. G.H.Cooke (Burmah-Shell) moved the following resolution urging the formation of an All-India Industrial Council:

"That having regard to the powers conferred upon the Central and Provincial Governments under the provisions of the Government of India Act, 1935, in respect of legislative measures affecting the regulation of the conditions of labour in industrial undertakings, the Employers' Federation of India recommends to the Government of India that immediate steps be taken in collaboration with provincial Governments to consider the setting up of an Industrial Council consisting of representatives of employers and labour and of the Central and Provincial Governments whose duty it shall be to advise upon the co-ordination of labour legislation and administration throughout British India."

Several ~~members~~ members spoke on Mr. Cooke's resolution which was, however, withdrawn, the meeting having agreed in principle that some form of co-ordinating authority was necessary, but desired that the form of that authority should be left for further discussion ^{amongst} between members of the Federation.

Office bearers for 1939.- The following office-bearers were elected for 1939: President- Sir Homi Mody; Deputy Presidents- Sir Edward Benthall and Mr. J.H.S. Richardson.

(The Statesman, 22 and 23-12-1938)

20th Annual General Meeting of the
Associated Chambers of Commerce of India, Calcutta, 1938.✓

The twentieth session of the annual general meeting of the Associated Chambers of Commerce of India was held at Calcutta on 19 and 20-12-1938 under the presidentship of Sir George Campbell. The meeting was formally opened by Lord Linlithgow, the Viceroy.

Viceroy's Address: Labour Legislation.- In the course of his opening address, the Viceroy referred to recent trends in the labour legislation of the country and remarked:

"Decent and humane conditions of work are, as I am sure you will agree, the most effective antidote to subversive forces in the labour movement; and that consideration has always been present to my Government in their labour legislation. But progress has been tempered with caution. My Government entirely share the view that there may well be advantage in the provinces and the centre taking counsel together in order to co-ordinate labour policy so far as local conditions permit, and the whole of this matter is under active consideration."

The rest of his speech was, in the main, devoted to a review of the position regarding the inauguration of Federation.

Sir George Campbell's address.- After welcoming the visitors and delegates to the Conference, Sir George reviewed the working of provincial autonomy and emphasised the need for co-ordinating labour legislation in the country.

(The Statesman, 20 and 21-12-1938.)

Resolutions: Co-ordination of Provincial Legislation.- Mr. G.L.Orchard (Madras Chamber) moved a resolution drawing the attention of the Government of India "to the serious effect on industry and commerce in this country likely to be caused by differences in provincial legislation, and the necessity for the establishment of some machinery of co-ordination in these matters so as to ensure uniformity."

Mr. ~~G.L.~~ Orchard made it clear that the interests he represented were not opposed to the introduction of legislative measures for the improvement of the conditions of industrial labour or for the benefit of the community as a whole. They had, to a very large degree, supported the measures that had, in recent years, come before the Central Government for consideration. "It is my desire", he added, "that this Association should bring to the notice of Government not only the diversities of legislation which ~~has~~ been passed by provincial Governments since the new constitution was introduced and accepted as a workable proposition, but also the many schemes which we have been told our local Governments have now under consideration. We have seen Bills introduced both in Bombay and Madras which are obviously of vital concern to other parts of India. The Government of Madras

are known to be considering proposals for introducing sickness insurance and unemployment relief, and they also have under examination a scheme for the enforcement of a 48-hour week. One can readily visualise the disadvantages that industry in Madras would suffer if these measures were enforced and similar benefits to workers were not made compulsory elsewhere."

The resolution found general support and the early settling up of the Industrial Council recommended by the Whitley Commission was suggested. The resolution was adopted.

Spread of Communism.- Mr. H. Horsman (Upper India Chamber, Cawnpore) moved the following resolution: "Events within the past year having shown the incalculable damage that is being done to the industries of the country and to the workers dependent thereon by the continuous spread of communistic propaganda among the working classes, this Association calls upon the Governments concerned to ensure the enforcement of more stringent precautions to discourage communism by all means in their power in the interests of the industrial progress and the general peace and welfare of the country."

In supporting this resolution, Sir Edward Benthall referred to the loss due to strikes in 1937 of 8,982,000 working days involving 647,800 workers, and pointed out that as employers, it was their duty to impress upon the Government that it was they who had created ~~the~~ work by building up industries, and that only ~~the~~ joint efforts of ~~employers and workers~~ brought wealth to the country. Therefore, they were fully justified in demanding from the Governments concerned the maximum protection against disruptive elements from outside. He had no complaint against genuine labour leaders, but competition among the communist leaders seemed directed towards the attainment of personal power over labour. Their activities were almost solely confined to fomenting strikes which sometimes had no relation to the cause of the workers. Setting forth the demands of the Association, Sir Edward said that the Governments should not fail to give the fullest backing possible, by the exercise of all powers at their command under the law, to afford protection to workers who were anxious to work. He believed that much could be done by making strikes, declared without due notice, illegal and in that connection expressed satisfaction with the Bombay Trade Disputes Act, 1938.

The resolution was adopted.

Other Resolutions.- Other resolutions were adopted (1) protesting against the high level of taxation in India and its incidence upon commerce, industry and trade; (2) urging measures for enabling decrees under the Civil Procedure Code given by British Indian Courts to be directly enforced in Burma and vice versa; (3) emphasising the necessity for ensuring that agricultural interests are adequately protected by Tariff Boards; (4) protesting against the high incidence of stamp duty on inland currency bills; and (5) welcoming the proposed legislation for the registration of trade marks; *and (6) urging a more detailed examination of the problem of slowing in Coal mines.*

(Summarised from the text of resolutions a copy of which was communicated to this Office by the Secretary of the Associated Chamber of Commerce.) ✓

Worker' Organisations.Meeting of the A.I.T.U.C. General Council, Lucknow, 22 and23-12-1938-

A meeting of the General Council of the All India Trade Union Congress was held at Lucknow on 22 and 23-12-1938 with Dr. Suresh Chandra Banerji, President of the Congress, in the chair. The meeting was held in order to discuss, inter alia, the recent Bombay Trade Disputes Act and to make recommendations regarding the Indian Workers' delegation to the next I.L. Conference. Among those who attended the meeting were Messrs N. M. Joshi, M. N. Roy, M. R. Masani, Harihar Nath Shastri, Zaman and Aftab Ali. The meeting was attended also by the Director of this office on invitation.

A brief summary of the presidential address of Dr. Banerji is given below:

Socialist State - the Aim of the A.I.T.U.C. The primary object of the Trade Union Congress is the amelioration of the living conditions of labourers by organising them. But as real improvement in their living conditions is impossible without the establishment of a socialistic state, the establishment of ~~such~~ such a state is also the ultimate object of the Trade Union Congress. Hence, the A.I.T.U.C. cannot be indifferent to the socialist movements in and outside India. It must also play its role in these movements and this it can do effectively only by mobilising its forces rapidly and in a most scientific manner not only in British but also in Indian India. Such mobilisation of its forces on an all-India basis was well-nigh impossible a year before as labour was then divided. Now, as ~~again has~~ labour's ranks were, once again united, its only look-out should henceforth be, first, not to allow disruption in the ranks, and, second, to organise the movement so that joint action on an all India basis will become possible at any given moment.

Social and Political Movements in Indian States:-

Dr. Banerji criticised the policy of the Indian National Congress towards the national movement in Indian States and expressed the opinion that the Congress should take a more active and direct part in the political affairs of the States. He admitted that the Working Committee of the Congress had declared that with the great awakening that was taking place among the people of the States, there must be an increasing identification of the Congress with the States' people. But the Working Committee had not only been silent as to how this increasing identification ~~will~~ be brought about but had also practically thrown cold water on such a possibility by advising British Indian people not to

SPG. 2.

take part in the civil disobedience activities of the States' people.

International Situation:- Reviewing the international situation and the growing power of Japan in Asia, he declared that present tendencies had made "the safety not only of Russia, ~~shaky~~ the pole-star of all the exploited people all over the world, ~~shaky~~ but had also made the task of countries like India which are rapidly advancing towards democracy more difficult." These changes, he said, were sure directly or indirectly to influence labourers of India.

Bombay Trade Disputes Act and the Bengal Jute Ordinance:-

Dr. Banerji while criticising the recent Bombay Trade Disputes Act, said that he was more than convinced that the Bill was not drafted with any malignant or mischievous spirit, and that it was the outcome of the policy which the Government thought to be correct and good for labourers. He urged the Congress authorities not to make the Act operative in Bombay and also ~~not to try to introduce in its unchanged form similar bills in any other province until negotiations over the Act in Bombay were complete.~~

As regards the Bengal Jute Ordinance, Dr. Banerji said : "Immediately after its promulgation 25,000 workers belonging to various jute mills of Bengal lost their jobs. The remaining 200,000 working in the mills have been daily losing in wages a huge amount. The price of jute has also gone down causing untold sufferings to millions of peasants of the villages of Bengal. As far as I have been able to understand, this Ordinance has done good only to one class of people and that is the European capitalists of Calcutta. As a matter of fact there is every reason to think that this bill was a gift to the Europeans for their support to the present Ministry during the last no-confidence motion. As a protest against this Ordinance, about 60,000 jute workers of Bengal are already on strike for over a month."

Dr. P.P. Pillai as the representative of the I.L.O., and Mr. N.M. Joshi, I.L.A. then addressed the Conference.

Resolutions:- The following is a summary of the resolutions adopted by the Council:

1. Bombay Trade Disputes Act:- The Council declared that the Bombay Trade Disputes Act was uncalled for and prejudicial to the interests of the workers and calculated to generate undesirable rivalry by bringing into existence different kinds of unions and unions controlled by employers. It encourages an unhealthy tendency towards the formation of occupational unions in place of strong industrial unions and thus weakens the trade union movement as a whole. Further, under certain circumstances, it deprives the trade unions of their right to negotiate, transfers it to outside agencies and thus takes away

from the workers, in effect, their legitimate constitutional weapon of strike by making it illegal as long as conciliation by arbitration proceedings is pending. While asking the Bombay Government not to give effect to the Act the Council warned other provincial Governments not to introduce bills of a similar nature. The Council fixed 22-1-1939 for an all-India demonstration to protest against the Bombay Trades Disputes Act.

2. Urge for Labour Legislation regarding Minimum Wage etc:-
The Council suggested to the National Congress the inclusion in its immediate legislative programme of the right of association and collective withdrawal of labour, civil liberties of the working classes, security of employment, a living wage, provisions against old age and sickness, unemployment insurance, and the principle of collective agreement with trade unions.

3. Delegation to I.L. Conference :- The Council recommended Mr. R.S.Nimbkar's nomination as delegate to the forthcoming I.L. Conference. Mr. Aftab Ali, Mr. Krishnaswamy Mudiraj and Mr. Zaman have been suggested as advisers.

Mr. N.M.Joshi was selected to represent labour on the National Planning Committee set up by the Indian National Congress.

Conditions of Labour in Assam:- The Council urged the Assam Government to institute an inquiry into the conditions of labour in the province with special reference to tea plantations.

Bengal Jute Ordinance:- The Council condemned the Bengal Jute Ordinance "which aims at protecting the interests of the capitalists, particularly the European ones, and is detrimental to the jute growers, the workers and the public. It directly hits the workers as it does not provide any safeguard against the reduction of wages below the subsistence level owing to the shortening of hours of work, nor is there any provision for those who are thrown out of employment."

Affiliation of N.T.U.F. with A.I.T.U.C. extended for another Year.- The Council decided to renew the affiliation for another year of the National Trades Union Federation with the All-India Trade Union Congress.

(The National Herald and the Leader, 24 to 26-12-1938.) ✓

2nd All-India Textile Workers' Conference,
Cawnpore, 24 & 25-12-1938. ✓

The second session of the All-India Textile Workers' Conference was held at Cawnpore on 24 & 25-12-1938 with Mr. N.M. Joshi M.L.A as President. A brief summary of Mr. Joshi's presidential address is given below:

The need for Organisation of Textile Workers:- Mr. Joshi pointed out that the need for an all-India organisation of textile workers was great in view of the national and international importance of the textile industry. If the interests of all

workers in the textile industry in the country were to be protected fully, it was necessary that the handloom weaver and the hand-spinner should be brought within the scope of the All-India organization and of the trade union movement. He felt it was a pity that the present trade union movement did not extend beyond the limits of the organised machine industry.

Conditions in India:- Describing the conditions of labour obtaining in India, Mr. Joshi pointed out that wages were low and hours long, unemployment and old age were not provided for and that most of the workers lived in one-room tenements. Present wages in the textile industry were extremely low, standard of life poor and workers heavily indebted. "I feel", he said, "that industrial workers in India have a right to ask for the same conditions of life and work which exist in other advanced countries."

Mr. Joshi complimented the Provincial Congress Governments, since in three provinces committees of enquiry were appointed to consider the question of wages in the cotton textile industry with the result that wages had recently been increased by about 10 per cent. in Bombay, C.P., and U.P. But, he pointed out, the reduction in wages which had taken place since the first post-war depression was not yet made up.

The Bengal Jute Industry:- Mr. Joshi criticised the Bengal Government's policy in regard to the jute industry and pointed out that improvement in the province was more difficult than in others because the Jute Mills' Association, Calcutta, was not only a very reactionary, but also a very powerful organization, which had great influence with the Government of Bengal since the latter depended upon European support.

Urgent Need for Social Insurance Schemes:- Provision against sickness, unemployment and old age for the textile operatives, said Mr. Joshi, was urgently needed, and the initiative in this direction, should be taken by the Provincial Governments "since the Central Government was inactive, though central legislation on the subject of social insurance was preferable."

Reorganisation of Textile Industry:- Mr. Joshi emphasised the need for better organisation and better management of the textile industry and declared that workers had a right to insist on such reorganisation and to exercise the certain control over the industry since the industry was given protection by the Government. He pointed out that there was much scope for the expansion of the industry in India since consumption of textiles in this country was very low when compared to that in the U.S.A. or Great Britain.

Industrial Relations:- Referring to industrial relations, Mr. Joshi said, that the present economic structure which was based upon competition involved struggle as the method of adjustment of claims among various elements of production, and therefore industrial disputes and strikes, in his opinion, were inevitable. He considered that it was the duty of the Government to try and help parties to disputes to arrive at amicable settlements. This could be done by placing the machinery for conciliation at the disposal of both parties. The services of conciliation

officers should be made available to both parties before disputes develop and strikes take place, and also after. If ~~he~~ fails, a more formal enquiry should be instituted and reports on the merit of the dispute should be published. Mr. Joshi thought that it was wrong to penalise strikes, as, under present conditions, strike was the only ultimate weapon in the hands of working classes to protect their interests. He also expressed the opinion that if strikes were to take place without negotiations taking place between the two parties and before the workers availing themselves of the Government conciliation machinery, Government help should not be so readily available to them. Mr. Joshi criticised the Government of Bombay for passing the Industrial Disputes Bill and hoped that Governments of other provinces would not follow the example of Bombay.

Resolutions:- A brief summary of the resolutions adopted by the Conference is given below:-

1. Demand for Minimum Wage Legislation:- A comprehensive resolution was passed by the Conference demanding an immediate rise in wages, restoration of wage-cuts affected in the textile industry during the years of the economic crisis, and standardisation of wages and improved conditions of work throughout the industry. The same resolution also embodied the fundamental demands of the textile workers in India and called upon the latter to make vigorous efforts to secure them. The demands include (1) recognition of trade unions by employers, (2) an eight-hour day-shift and seven-hour night-shift and extra allowance for night work, (3) prohibition of rationalization ~~without adequate guarantees against unemployment and excessive work,~~ (4) a minimum living wage, and standardization of wage-rates in the industry, (5) security of service and effective guarantees against victimisation for union work (6) health, sickness and unemployment insurance schemes, and provision for old-age pension under public control, (7) provision of one month's holiday with full pay and (8) establishment of labour exchanges with the co-operation of trade unions.

In another resolution ~~the~~ the Conference urged the Government of India and the Provincial Governments to introduce legislation for fixing a minimum living wage for all industries, regulated and unregulated, and for securing to the workers protection against the risks of sickness, unemployment, ~~and~~ invalidity and old-age.

2. Bombay Trade Disputes Act condemned:- The Conference adopted a resolution condemning the Bombay Trade Disputes Act, 1938, and the Bengal Jute Ordinance, 1938, and protesting against the proposed amendment to the Indian Trade Disputes Act sponsored by the Government of India by which strikes would be made illegal during the proceedings of the conciliation machinery.

3. Formation of All-India Textile Federation:- Finally, the Conference decided to form an All-India Textile Federation with the object of bringing all textile workers in India under one organisation and appointed a committee consisting of Mr. Parulekar, Mr. Nimbkar, Mr. Karnik, Mr. Bannerjee and Mr. Randive (convener) to draft the constitution of the Federation.

(The National Herald and Leader, 26-12-1938 and Hindustan Times, 27-12-1938.)

Trade of India in 1937-38* ✓

Indian Agricultural Conditions. - The Review of the Trade of India for 1937-38, after a brief survey of the world economic conditions, points out that the unfavourable developments in the world markets for primary commodities in the year under review had a serious effect on Indian agricultural conditions. With the reversal of the commodity boom, prices of most of India's staple products declined very sharply and this meant a shrinkage in the income of the agriculturist. The full effects of the price-fall were not, however, felt in India till the middle of 1937, but thereafter conditions in the case of most of the agricultural commodities deteriorated rapidly, the fall being 25 per cent. and more in most cases, in a period of only a few months. Thus, raw cotton declined from March 1937 to October 1937 by 33 per cent. and raw jute fell off in value from May 1937 to March 1938 by 25 per cent. Wheat, which reached its highest level in April 1937, dropped by 35 per cent. in March 1938 and tea by 16 per cent. in about the same period. On the whole, the year under review witnessed a steep fall in the prices of India's staple ^{agricultural} products.

Industrial Conditions. - The year under review ~~has~~ witnessed a sudden and rapid change from boom to relative depression. At the ~~beginning of the year there was hectic activity in the various commodity and share markets, and an unbounded optimism and confidence pervaded the business community which led to much speculation and overtrading. This made the position essentially unhealthy and vulnerable.~~ Once the downward movement started, it rapidly gathered force. Industries resisted the downward movement for some time but after October 1937, when world conditions deteriorated still further, the resistance of most Indian industries gave way and they succumbed to the general depression in the commodity and share markets.

Money Market. - Money was in better demand during the early months of 1937. International and internal trade was definitely on the upward grade, commodity prices were booming and there was hectic activity in the share markets. Further, there were far more new capital issues than for many years past, and all these factors increased the demand for money. These lively conditions continued up to April 1937 and as a result of greater demand for money, currency had to be expanded to the extent of Rs. 80 millions, largely against the transfer of sterling securities to the Issue Department. The Reserve Bank also bought securities and thus put more funds into the market to ease the situation. After April 1937, and especially towards the end of the year, the boom conditions in the commodity and share markets were reversed and the demand for money naturally fell off. These varying monetary conditions in 1937-38 did not, however, affect the comparatively low interest rates ruling in the market.

*Statistical Research Branch, India. REVIEW OF THE TRADE OF INDIA IN 1937-38. Published by order of the Governor-General in Council. Delhi: Manager of Publications. 1938. Price Rs.2-12-0 or Rs. 6d. pp.326

Rupee Sterling Exchange.- The rupee-sterling exchange rate remained steady during the year at ls. 6³/₄d. India, including Burma, had a favourable merchandise balance of Rs. 431.9 millions in 1937-38 as compared with Rs. 777.7 millions in 1936-37 and Rs. 305.3 millions in 1935-36. Including transactions in treasure, the visible balance of trade in favour of the two countries amounted to Rs. 583 millions in the year under review as compared with 922.7 millions in the preceding year and Rs. 669¹/₂ in 1935-36.

Trading Conditions.- The separation of Burma from India from April 1937 has made it difficult to compare this year's trade statistics directly with those of previous years. The total value of India's exports to all countries including Burma in the year under review amounted to Rs. 1810 millions which was Rs. 40 millions less than in the preceding year but Rs. 310 millions more than in 1935-36. On the other hand, imports into India from all countries including Burma, in the year under review, rose by Rs. 320 millions in value as compared with the previous year and Rs. 240 millions as against those in 1935-36. Thus, imports into India have shown a remarkable recovery in the year 1937-38. It is well-known that imports lag behind exports in the case of Indian trade and the large increase in the value of India's total exports after the trade recovery started in the middle of 1936, has led to these larger imports in the year under review. Naturally, for the time being, this has reduced the favourable balance of India's trade. India's trade position, however, is intrinsically sound and her present difficulties as regards the reduced favourable balance of trade are due, to some extent, to accidental causes.

Balance of Trade.- The merchandise balance of trade in favour of India in the year under review amounted only to Rs. 158.8 millions as compared with Rs. 511.9 millions in the preceding year, thus showing a fall of over Rs. 350 millions. This was due to the great increase in the value of imports. If transactions in treasure are included, however, ~~that~~ the ~~max~~ total visible balance of trade in favour of India has been the lowest in the year under review amounting to only Rs. 302.4 millions as compared with Rs. 649 millions in the preceding year and Rs. 405.2 millions in 1935-36. The falling off in the exports of gold was also responsible for the low figure of the favourable balance in the year under review.

Quantum of Exports and Imports.- The quantum of India's exports had decreased by over 10 points in 1935-36 from the figures for the base year 1927-28. In the next year, however, exports registered an increase of nearly 10 per cent. as compared with the base year and were considerably larger than in 1935-36. In the year under review though the exports are larger than in 1927-28 yet they are considerably lower than in the preceding year. The quantum of imports dropped by over 8¹/₂ points in 1935-36 as compared with the base period. There was a further decrease in 1936-37 when the index was only slightly over 86. In the year under review, the quantum of imports has increased substantially and is larger than in the two preceding years though it is still 4 per cent. below the base year.

Tariff Changes.- During the year under review three Acts were passed introducing certain changes in the tariff: (1) The Indian Tariff (Second Amendment) Act, 1937, clarifying the position regarding the protective duty on wheat and wheat flour; (2) The Sugar Industry Protection (Temporary Extension) Act, 1938; and (3) the Indian Tariff

(Amendment) Act, 1938, continuing the existing protective duty of As. 12 per maund on broken rice.

(The Trade of India in 1936-37 was reviewed ^{on} ~~at~~ pages 60 to 63 of our November 1937- report.) ✓

Progress of Tea Culture in Assam for 1937. ✓

According to a report published by the Government of Assam on the progress of tea culture in the province for 1937, the number of gardens at the close of the year was 1,119 as against 1,103 in the previous year. Of these, 385 were owned by Indians.

Area Under Plantation.- The total area under tea during the year increased from 438,803 acres (revised) of the previous year to 439,701 acres, new extensions being 720 acres, replanting on land previously abandoned 1,547 acres and abandonments 1,369 acres. The area plucked decreased from 403,826 acres to 401,626 acres and represents 91.0 per cent. of the total area under tea against 92.0 per cent. of the previous year. The area owned by Indians was 58,560 acres out of a total area of 1,693,385 acres. The area in the occupation of Indian planters was 277,339 acres.

Labour Force.- The daily average number of labourers employed in gardens during the year was 510,806 against 505,237 in the previous year, the permanent garden labour being 453,876, permanent outside labour 29,834 and temporary outside labour 27,096, against 447,263, 29,290 and 28,684 persons respectively in the previous year. There was a slight increase in labour during the year under review. The incidence of area (plucked) under tea to labour comes to .79 acre per man against .80 in the previous year.

Statistics of Production.- The total outturn of tea in the province during the year was 241,467,611 lbs. of black and 67,372 lbs. of green tea against 223,073,051 lbs. and 96,259 lbs. respectively in the previous year, or an increase of 18,365,673 lbs. in all. The increase occurred in all the districts and is due to purchase of manufacturing right and extra quota by some gardens. The total outturn of green tea decreased from 96,259 lbs. to 67,372 lbs. in the year under report, showing a decrease of 28,887 lbs. The average outturn per acre for the province increased in the year under report by 48 lbs. as compared with that for the previous year.

Due to the restriction scheme the general condition of the industry was on the whole satisfactory and the prices obtained were better than those obtained ^{in the previous} ~~last~~ year although the price of Surma Vally tea obtained in Calcutta was slightly lower. Strictly economy had to be observed almost in all the gardens due to the world-wide depression.

(Summarised from pages 1465 to 1467 of Part II of the Assam Gazette dated 23-11-1938). ✓

Cotton Textile Mills Industry in India during 1937-38. ✓

The Millowners' Association, Bombay, has recently issued its annual Statement regarding the progress of the Indian Textile industry during the year ending 31-8-1938. The salient features of the Statement are summarised below.

Number of Mills. The total number of equipped mills in India (excluding Burma) on 31-8-1938 was 380 (excluding 44 mills in course of erection or recently registered) as against 370 on 31-8-1937. The number of mills in Bombay City remained stationary at 69. The number of mills in Ahmedabad decreased by 3 to 78. The number of mills in the Bombay province exclusive of Ahmedabad and Bombay City and Island increased from 60 to 61, in Bengal from 26 to 28, in Rajputana from 5 to 6, and Madras province from 47 to 54. There was no change in the number of mills in Berar, the C.P., Hyderabad (Deccan), Central India, the Punjab, Delhi and the U.P. Two mills were started in Bihar and Orissa. Of the 380 mills in the country, 20 were partly or completely idle. Of these 20 mills, 2 were located in Bombay City and Island and 3 in Ahmedabad.

Number of Spindles and Looms. The total number of spindles in the equipped mills of the country stood at 10,020,275 as against 9,730,798 in the previous year. The total number of looms is 200,286 as against 197,816. In Bombay City and Island the number of spindles increased from 2.89 millions to 2.91 millions and the number of looms from 66,732 to 67,294. In Ahmedabad the number of spindles ~~is~~ decreased from 1.976 millions to 1.942 millions and looms from 48,833 to 47,147. In the Bombay Province exclusive of Bombay City and Island and Ahmedabad, the number of spindles and looms increased from 1.234 millions and 25,885 to 1.258 millions and 26,381 respectively. In the United Provinces the number of spindles and looms were respectively 735,662 and 11,331, as against 741,051 and 11,245; in Bengal 415,012 spindles and 9,388 looms as against 352,368 and 8,545 respectively; in Madras 1,302,960 spindles and 6,707 looms as against 1,150,886 and 6,169 respectively; in C.P. 323,118 spindles and 5,739 looms as against 322,926 and 5,739 respectively; in Central India 377,573 spindles and 10,432 looms, against 369,834 spindles and 9,967 looms; in Hyderabad 124,140 spindles and 2,132 looms as against 125,180 spindles and 2,133 looms; in Delhi, 107,976 spindles and 3,028 looms as against 104,376 spindles and 3,028 looms; in Punjab 94,942 spindles and 2,114 looms as against 94,314 spindles and 1,853 looms; and in Mysore 151,216 spindles and 2,587 looms as against 127,816 spindles and 2,354 looms.

Number of Operatives. The average number of operatives employed daily on day-shift work was approximately 437,690 as against 417,276 in the previous year. Particulars of the numbers employed on night-shift work are not available.

Capital Invested. The total paid-up capital of the industry on 31-8-1938 amounted to Rs.404,948,000 as against Rs.398,270,000.

Activity of mills. During the year under review, the industry consumed 1,831,000 candles (of 784 lbs) of cotton as against 1,573,000 candles in the previous year. The average number of spindles working daily during the year was 8901,635 out of a total of 10,020,275 erected.

In the previous year the corresponding figures were 8,441,001 and 9,730,798. Of the 200,286 looms installed, an average of 183,368 were working daily during the year as against 177,111 in the previous year out of 197,810 looms installed. The above quoted figures of spindle and loom activity do not include night-shift working. The figure of cotton consumed, however, includes night and day consumption.

(Summarised from statements relating to progress of Cotton textile mill industry in India for 1937-38 forwarded to the Office by the Millowners' Association, Bombay) ✓

C. P. Industrial Survey:
Government Appoints Committee. ✓

The Government of the Central Provinces has appointed a Committee with Dr. J.C.Kumarappa as Chairman to conduct an industrial survey of the province. The terms of reference of the Committee, inter alia, are:-

(1) To review the work done in the province by the Department of Industries since its establishment.

(2) To ~~supervise~~ the collection of data relating to large, small and especially cottage industries from previous publications and reports by an officer appointed for the purpose.

(3) To advise the Officer-in-Charge as regards the lines on which the industrial survey of the province should be undertaken and to review its progress from time to time.

(4) To visit typical villages, study their economic condition and examine the possibility of reviving cottage industries, and in doing so to take the advice and guidance of the All-India Spinners' Association and the All-India Village Industries Association.

(5) To report on the industrial possibilities of the raw materials available in the province, with special reference to the forest and mineral resources.

(6) To report on the measures which the Government can undertake to promote industrial development within the province, specially of cottage industries in the villages, and to suggest methods for financing the same or otherwise promoting them.

~~(The Hindustan Times, 23-12-1938.)~~
(Summarised from page 1227 of Part I of
the G. P. & Berar Gazette dated 16-12-1938).

SPG. 3.

Industrial Planning of Bihar:-Sub-Committees appointed for detailed investigation.✓

At an informal conference held at Ranchi on the 24th and 25th October 1938, under the presidentship of the Hon'ble Minister for Education and Development, Bihar, to consider the industrial planning of the province, it was decided to form various committees for carrying out detailed investigation into the prospects of different industries in the province. In pursuance of this decision the Government of Bihar has appointed the three following committees:- (1) Chemical Industries Committee with Mr. A.S. Khan, I.E.S., as convener, (2) Mechanical Industries Committee with Mr. P.N. Mathur, Tata Iron and Steel Co., as convener and (3) Cottage Industries Committee with Mr. S.M. Dhar, I.C.S., as convener.

All the three committees have power to co-opt additional members for dealing with particular problems, if they consider it necessary. The Chemical Industries Committee and the Mechanical Industries Committee will also deal with all the cottage and small industries coming within their respective scope. The Cottage Industries Committee will, therefore, meet after the reports of the other two committees are available.

(Pages 1088 to 1089 of the Supplement to the Bihar Gazette Dated 30-11-1938).✓

India terminates Ottawa Agreement: New ^{Indo-}Anglo-
~~British~~ Indian Trade Agreement under negotiation.✓

Sir Muhammad Zafrullah Khan, Commerce Member, announced in the Central Assembly on 5-12-1938 the decision of the Government of India to terminate the Ottawa Agreement with effect from 31-3-1939.

Notice of termination was given on ~~India~~ behalf of the Government of India on 13-5-1936, as a result of a resolution passed by the Indian Legislative Assembly. The Government of India at the same time intimated willingness to enter upon conversations with a view to ^{the} conclusion of a new agreement. Negotiations were subsequently initiated and are still in progress. It was agreed between the two Governments that the Ottawa agreement should continue in force subject to termination at three months' notice by either party unless it was replaced by a new agreement.

A new trade treaty in place of the Ottawa Pact is expected to come before the next budget session of the Central Assembly beginning on 3-2-1939.

(The Statesman 15 & 31-12-1938).✓

SPG. 1.

First Meeting of the All-India National Planning
Committee, Bombay, 17 to 21-12-1938. ✓

The first meeting of the All-India National Planning Committee set up by the conference of Congress Industries Ministers held at New Delhi on 2 and 3-10-1938 (vide pages 17 to 20 of our September 1938 report) was held at Bombay from 17 to 21-12-38. The proceedings of the committee ^{were} formally inaugurated by Mr. Subhas Chandra Bose, Congress President, while Pandit Jawaharlal Nehru presided over the session.

Mr. Bose's Address: Inaugurating the proceedings of the Committee, Mr. Bose pointed out that there was no reason for any one to apprehend that efforts at industrial planning would have an adverse effect on the production of khadi or the promotion of cottage industries. In fact he had made it clear in his speech at the Industries Ministers' Conference in October 1938 that there was no inherent conflict between cottage industries and large scale industries; he had divided industries into three classes: cottage, medium-scale and large-scale industries. ~~Mr. Bose~~ Mr. Bose announced that a seat had been reserved for a representative of the All-India Village Industries Association on the National Planning Commission, and that a seat could be allocated on the Committee also.

The Committee would have, in the first place, to turn its attention to the mother industries, which Mr. Bose defined as those on which the development of other industries was dependent, such as power industry, industries for the production of metals, heavy chemicals, machinery and tools, and communication industries like railways, telegraph, telephone and radio. The Committee then would have to investigate how the existing organisations like Government research institutions, scientific survey organisations, departments of industries, universities and engineering colleges could be utilised for undertaking research. The Industrial Research Bureau of the Government of India, he said, ought also to be utilised by the Committee. A scheme could be formulated whereby scholarships could be given to students for studying in foreign countries. Also, the Committee would have to consider the problem of finding the necessary capital for its plan of industrialisation.

Pandit Nehru's Address. In the course of his address Pandit Jawaharlal Nehru remarked that there had been during the last few years a vital national movement in the country which had revolutionised life in the remotest of villages and that this had its effects on cottage industries. In fact, development of cottage industries had been made a special plank in the national movement during the last 18 years. Any kind of planning which was divorced from national movement would not only ^{not} derive vigour or strength but was likely to fail.

He suggested that the Committee should have a representative of cottage industries and a representative of labour. In the first place, it was necessary to avoid any kind of conflict between large-scale industries and cottage industries. Secondly, while the representative of labour might not always be of great help in their work, he wanted labour to feel that their view-point was not ~~over-not~~ overlooked in any scheme of national planning.

Sub-committees. Two sub-committees, one to go into the financial and administrative aspects and the other to draw up a questionnaire to be issued to provincial governments were appointed by the committee on 17-12-1938.

The general policy which the National Planning Committee should follow and the draft questionnaire submitted by the questionnaire sub-committee were considered by the National Planning Committee at its meetings on 20 and 21-12-1938.

Other subjects considered:

(1) Development and control of waterways. The committee at its meeting on 20-12-1938, adopted a resolution urging the ~~provincial governments to create provincial and, where, necessary, inter-provincial commissions for the development and control of the various rivers and waterways in the country for the purpose of providing water for agriculture and industries, hydro-electric power, cheap transport, prevention of erosion, silting and floods and safeguarding the health of the people.~~ The committee further suggested that the proposed commissions should also consider and deal with the problem of shifting of river beds.

(2) Appointment of sub-committee for Major industries. Among other subjects, the committee discussed the appointment of a sub-committee to consider the question of major industries, but further discussion on the subject was postponed till the committee received replies to the questionnaire to be issued to various provincial Governments, Indian States and other public institutions.

(3) Headquarters and Officers of the committee. The head office of the committee will be located in Bombay. The Hon. Mr. L.M.Patil, Minister for Local Self Government, Bombay, will be honorary treasurer, while Mr. G.P.Hutheesing will act as honorary secretary.

(The Times of India of 19,
21 and 22-12-1938). ✓

(vide pages 48-49 of this report under Section: "General" for the views of the Working Committee of the Indian National Congress on the National Planning Scheme)

Social Conditions.Working of Prohibition in Salem District:Beneficial Effects on Mill Workers.* ✓

Reference was made on pages 30 to 31 of our February 1938 report to the beneficent effects of prohibition on industrial workers in Salem District, Madras, as a result of the introduction of prohibition in the District. A report on the first year's working of the Madras Prohibition Act, 1937, in the District submitted recently by the Collector of the District, gives further details of the effects of prohibition on industrial workers and is summarised below:-

Effect on Attendance.- In pre-prohibition days, in the Rajendra Mills, Selam, 60 to 70 per cent. of the workers were addicted to drink and, as a result, were inclined to neglect their duties; they were irregular in attendance and often came late. The following statistics relating to mill attendance are illuminating:

	1937- per cent.	1938- per cent.
June . . .	62	91
July . . .	60	94
August . . .	64	92
September . . .	66	94

Effect on Quality of Work.- Other features of pre-prohibition days were the existence of bad work in all departments resulting in the stoppage of several machines in each department both during the day and the night; inadequate supply from the blow room and carding department causing the stoppage of several spinning frames thereby driving workers in that department out of employment from time to time; quarrels among workers resulting in injuries; breaking of machines due to careless handling; rough handling of maistris and supervisors; smoking of ganja beedies; idleness and indifference of workers; frequent leaving of work to quench thirst; prevalence of minor accidents; prevalence of betel-chewing and spitting resulting in the machines becoming rusty and the rooms smelling badly; impossibility of arranging two regular shifts; heavy absenteeism among women due to minor ailments and their ill-treatment by their husbands. (Due to absenteeism not a single labourer received full wages.) Many of the coolies were dirty and insufficiently clad. Large sums had to be advanced to workers at festival times, failing which workers would absent themselves.

The position has now greatly changed as a result of prohibition. The quality of the work of the mill hands has improved all round. It is now possible to work three shifts in all the departments. The following statistics show the improvement in the quality of work. The position has now greatly changed as a result of prohibition. The quality of the work of the mill hands has improved all round. It is now possible to work three shifts in all the departments. The following statistics show the improvement in the quality of work.

worked in some departments. There is regular feeding and machines are not stopped; they work at full capacity and are properly handled. Absenteeism has been greatly reduced and many earn full wages. The workers generally are cleaner and better clad. The mill hands obey the maistris and supervisors. They are not wasting time unnecessarily. Their health has improved. They do not now complain of headache. There is a dispensary in the mills and the cost of managing it has been considerably reduced since prohibition came in. During the whole year, only one accident had occurred which had to be reported to the Factory Inspectorate. The women have derived great benefit, both in health and efficiency. They are generally much cleaner and better clad. They earn on an average considerably more ~~and~~ their home life is now generally happy. A check of the accounts for June and September 1937 with the same months of 1938 showed that daily production had gone up from 10 bales to 19 bales. There had been considerable reduction in the purchases of spare parts.

Improved Tone of Labour in Magnesite Syndicate, Salem.— The director of the Magnesite Syndicate, Ltd., Salem Junction, has summarised his observations on the effect of prohibition on his employees as follows:—

"(1) The attendance has greatly improved and on some days 95 per cent of the coolies on our roll books are at work.

(2) The women appear to take more interest in their dress. A number of women have proper sarees instead of rags.

(3) There appears to exist a more peaceful and contented atmosphere probably caused by the coolies being able to purchase more and better quality of food.

(4) To my knowledge which a number of our coolies are becoming expert dancers which amusement they practise in their villages. This spirit, I feel sure, has reduced to a minimum the antagonistic atmosphere prevailing, prior to prohibition, between husband and wife."

Conditions in Other Factories and Mines.— A preliminary report, based on observations during the first six months of the working of the Act, by two lady investigators deputed by the Madras University, records an improvement in the workers' standard of living. Many of those who were formerly taking two precarious meals are now assured of three and as against one hot meal they now have two and even three. More money is spent on items of food. The expenditure on clothing has increased to a certain extent. The most significant change according to investigators is in regard to debt clearance: 5 per cent of the persons examined are free of debt and 80 per cent are engaged in a steady repayment. Of actual saving there are not many instances as money formerly spent on drink is now spent on necessities and in clearing debts. ✓

Future of Criminal Tribes in U.P.:
Recommendations of Enquiry Committee. ✓

The Government of the United Provinces appointed some time back a Committee to enquire into the present position of the Criminal Tribes of the province and to make recommendations as to future policy. The Committee has recently submitted its recommendations, a brief summary of which is given below. The Committee hopes that its recommendations will "effect the liberation ~~fm~~ of the criminal tribes from leading a life of misery, squalor and crime to which they have for many generations been condemned ~~to~~ by circumstances, custom and heredity and their restoration to society as honest, industrious and useful citizens." It is interesting to note that the provinces with the largest population of the criminal tribes are the United Provinces, Bombay and the Punjab, the comparative population being about 1.4 millions, 300,000 and 150,000 respectively. Of these, 41,016 are registered in the United Provinces, about 13,000 in the Punjab and 11,000 in Bombay.

Recommendations: (1). Scientific Classification:- Government notification in respect of the various criminal tribes should be modified on the merits of each case on the following lines: (a) by excluding an area in which a tribe resides; or (b) by exempting families by name; or (c) by cancelling the notification altogether and only proclaiming the criminal families by name.

(2). Establishment of Reform Panchayats.- Reform panchayats should be organised among the various criminal tribes with village as primary unit followed by the thana panchayat and the district committee. Officials and non-officials and philanthropic societies together with elected representatives of the criminal tribes will be on the district committee with the collector as president, the superintendent of police as vice-president, a deputy collector as secretary and a paid panchayat officer as assistant secretary. Sub-Inspectors ~~from~~ criminal tribes should be abolished and in their place constables should be employed to keep police records only. Besides, paid propagandists may also be employed as well as any voluntary agency that may be available for reform propaganda among the tribes.

Panches and sarpanches should be encouraged by ^{the} grant of concessions. A grant of Rs. 18,000 should be made for the organisation of panchayats and Rs. 15,000 for the grant of scholarships to the children of the criminal tribes.

(3) Graded System of Settlements.- Instead of the existing uniform system of settlements, a graded system with reformatory at the top followed by industrial, labour supplying industrial-cum-agricultural settle-

ments and free agricultural colonies at the bottom should be organised. It is not necessary that every settler must go through the gamut of these various settlements but it is intended that there should be progressive treatment and eventually the settler should be left in the agricultural colony to be absorbed in the general population.

(4). Reclamation Agencies.- As regards settlements, both official and non-official agencies under official control should be utilized for their management. The reformatory must be run by Government and of the other settlements at least one should be under direct Government management. No single philanthropic society should be given monopoly of management of the settlements and ~~officer~~ offers from agencies like the Harijan Sewak Sangh should be considered. No effort at proselytisation should be made in any settlement but religious instruction through preachers belonging to the same religion as the settlers should be given in the settlements on a voluntary basis.

(5) Administration.- The officer in charge of the criminal tribes should be attached to Government headquarters instead of the Criminal Investigation Department and he should be assisted by adequate clerical and administrative staff including an officer of gazetted rank and inspectors in charge of groups of six to eight districts. The officer in charge will be responsible for the reform of the criminal tribes both in and outside settlements. He should be a superintendent of Police. The duties of inspectors will be to organize panchayats and other reform measures among the criminal tribes in the districts within their jurisdiction and also inspect records of the police concerning the criminality of the tribes. In short, inspectors will be experts to assist the district officers in the reform work as well as in the administration of the Criminal Tribes Act.

The probable cost of the proposed reforms will roughly be about Rs. 100,000 per year.

6. Prohibition of Sale of Tribe Girls.- The question of the sale of girls belonging to settlements by their parents for purposes of prostitution was raised and it was desired that it should be prohibited. The committee commended the objective but were not sure how it could be attained without moral awakening in the tribe itself. The practice, it was recommended, should, however, be discouraged as far as possible.

(The Leader, 3-12-1938). ✓

Provision of Work-Houses for Bombay Beggars:Bill to amend Municipalities Act introduced in the Bombay Legislature ✓

Attention is directed to pages 606 to 607 ~~where~~ of Part V of the Bombay Gazette dated 12-12-1938 where is published a Bill introduced by Mr. Jhabvala on 9-11-1938 to amend the Bombay Municipalities Act, 1888. The Bill seeks (1) to make it obligatory for the Municipality to establish and maintain industrial work-houses for able-bodied beggars and (2) to empower it to clear slum areas. ✓

Housing of Industrial Workers in Bombay:
Non-official
Private Bill introduced to amend Bombay Municipal Act. ✓

Attention is directed to pages 608-610 of Part V of the Bombay Government Gazette dated 12-12-1938 where is published a Bill to amend the Bombay Municipal Acts, introduced by Mr. S.V.Parulekar on 9-11-1938.

The Statement of Objects and Reasons appended to the Bill points out that it is recognised in all advanced countries that provision of adequate housing accommodation for workers and other poor sections of the community is an obligation of municipal authorities. In those countries large sums of money are spent annually for slum clearance and the construction and maintenance of decent houses. In India little attention is paid to this important aspect of the social life of the people. What has hitherto been done in a few major cities and towns is too inadequate to meet the needs of the situation. This Bill does not deal with this large problem. What it seeks to achieve is to require the local bodies to undertake legal responsibility for the construction and maintenance of dwelling houses for the working classes and to set apart for this purpose a certain percentage of their annual revenues. It is recognised that any large-scale housing programme that may be undertaken cannot be financed from ordinary revenues of the municipalities and local ~~municipal~~ boards. Loans will have to be floated for that purpose. But the money set apart under this Bill may enable the local bodies to undertake small schemes for improving housing conditions or for granting subsidies for constructing new houses or for bearing the interest charges on the loans which may be floated hereafter. ✓

Subsidised rural Medical Relief in Bombay Province:
Progress of Scheme. ✓

The Bombay Government has sanctioned the opening of 161 centres distributed over the province for rural medical relief in pursuance of the scheme for subsidised medical practitioners in rural areas. These centres have been allotted among practitioners of allopathic and indigenous systems of medicines.

Grant to Allopathic Practitioners.- Under the subsidised scheme, each allopathic practitioner will receive a subsidy of Rs.50/- a month plus a fixed travelling allowance of Rs.25/- a month if his duties are not confined to one village area. He will also receive an annual grant of Rs.350/- for medicines and instruments. The total cost of subsidising each medical practitioner will thus amount to Rs.1,250/- per annum on the assumption that he will ordinarily work among three or four

SPG.

villages. Four-fifths of this cost (or Rs.1,000 a year on account of each subsidised medical practitioner) will be borne by Government, and the remaining one-fifth will have to be borne by the district local board concerned.

Grant to Practitioners of Indigenous Systems. The conditions relating to the payment of subsidies to ayurvedic and unani (indigenous systems) medical practitioners will be the same as those relating to the payment of subsidies to medical practitioners of the allopathic system, with the difference that the ayurvedic and unani medical practitioners will be paid a subsidy of Rs.30/- per mensem each plus a fixed travelling allowance of Rs.15/- per mensem each and that the allowance for medicine to be placed at the disposal of each such practitioner will be Rs.150/- per annum.

Periodic Review of Work. There is no objection to any of the district local boards increasing the grant for medicines in respect of any of the centres maintained by it, provided that the additional cost is borne entirely by the Board. The suitability of the villages selected for medical relief will be reviewed at the end of three years, obtaining, where necessary, the opinions of the district local boards.

Proposals for opening further relief centres are being expedited.

(Summarised from a Press Note dated 8-12-1938 issued by the Director of Information, Bombay.)

Educational Reconstruction in India:Discussions of Central Advisory Board of Education, New Delhi, 3-12-38. ✓

The Wardha Education Scheme (vide pages 33-34 of our January 1938 report) was the main subject of deliberation before the Central Advisory Board of Education which met in New Delhi on 3-12-1938. In January, 1938, the Board appointed a Sub-Committee under the chairmanship of the Hon'ble Mr. B.G.Kher, Premier and Educational Minister, ~~Government of~~ Bombay, to examine the scheme of educational reconstruction, incorporated in the Wardha Scheme, in the light of the Wood-Abbott Report on General and Vocational Education and other relevant documents. This Sub-Committee met in Simla in June 1938 and submitted its report to the Board on 3-12-1938.

Report of the Sub-Committee.- The Sub-Committee observed that the Wardha Scheme as presented in the Zakir Husain Report was one of education through activity and not of production as is generally believed, and that this scheme was in full agreement with the recommendations made in the Wood-Abbott Report so far as the principle of learning by doing was concerned. The criticism of the scheme that it neglected religious education and was entirely secular in outlook was examined by the Sub-Committee who observed that the scheme did not imply any alteration in the present position by which any community at its own expense was permitted to give religious teaching in Government or Local Body schools to the pupils of that community. It was, however, emphasised by the Sub-Committee that the State should continue the present facilities for every community to give religious teaching when desired.

The Sub-Committee also discussed whether or not it was possible to teach through the basic craft all subjects to the standard anticipated. There was general agreement that in the lowest classes education could be satisfactorily carried out through activities, but certain elements of cultural subjects which could not be correlated with the basic craft must be taught independently. Again, spinning and weaving should not be the only basic crafts but any craft of equal or higher educative possibilities could be taught. Stress was laid in the Sub-Committee's report on the training of teachers, the raising of their status, pay, etc.

Board's Decision on Sub-Committee's Report.- While generally approving these recommendations, the Board decided that copies of the Sub-Committee's report should be forwarded to provincial Governments for consideration.

Financial Aspects of the Wardha Scheme.- The financing of the Wardha Scheme was outside the Sub-Committee's terms of reference, nor did it make recommendations as regards the co-ordination of the scheme.

with higher education. To examine these questions of finance and co-ordination and certain other matters arising out of the Wardha Scheme, the Board appointed another Sub-Committee, with the Hon'ble Mr. B.G.Kher, Premier of Bombay, as Chairman.

Adult Education.- On the problem of adult education and illiteracy, it was explained that some provinces were now beginning to make serious attempts towards the removal of adult illiteracy. The Board felt that this was one of the most important problems to be examined on an all-India basis. It therefore appointed a Sub-Committee with the Hon'ble Dr. Syed Mahmud, Minister of Education, Bihar, as Chairman, with power to co-opt.

After these two Sub-Committees have reported, the Board will consider what action should be taken *on these subjects.*

Educational Broadcasting.- The Board felt that there should be ~~closer co-operation between the radio authorities and the educational authorities about educational programmes.~~ closer co-operation between the radio authorities and the educational authorities about educational programmes. It was suggested that a strong committee on which the educational authorities should be adequately represented should be appointed for the All-India Radio station, Delhi, which should be used as an experimental station for educational broadcasting to try various experiments which might be extended to other stations if successful.

Primary Education.- At its second annual meeting held in 1936 (~~vide pages 62-64 of our January 1937 report~~) the Board referred the question of administration and control of primary education to its Vernacular Education Committee. This Sub-Committee reported that ~~there was need for~~ more efficient administration and control of primary education, and made several valuable recommendations with a view to achieving this object. The Board noted with satisfaction that several provinces had taken action on the lines suggested in the report of this Sub-Committee, whilst others had appointed committees of their own to report on these questions.

(Summarised from "Indian Information Series",
New Delhi, dated 15-12-1938.)✓

Agriculture.Provincial Ministers' Conference on Agricultural
Marketing, Delhi, 29-11-1938. ✓

On 29-11-1938 a Provincial Ministers' Conference on Agricultural Marketing was held at Delhi when important conclusions affecting the future planning of marketing surveys, grading and marketing stations, the value of standard contracts, standardisation of marketing practices, weights and measures, division of work between the central and provincial marketing staffs, the utility of the radio in the dissemination of marketing news, elimination of physical waste, co-ordination of efforts and co-ordination of agricultural production and marketing, were reached. 23 Ministers representing Madras, Bombay, the United Provinces, the Punjab, North-West Frontier, Bengal, Bihar, Orissa, Sind, the Central Provinces and the States of Hyderabad, Baroda, Bhopal, Jodhpur, Patiala, Nawanagar, Gwalior, Travancore, and Peshawar attended the Conference. The Conference was presided over by Sir Jagdish Prasad, Member for Education, Health and Lands, and it was formally opened by His Highness the Viceroy.

Viceroy's Address: Review of Present Position.- In opening the Conference, the Viceroy pointed out that the Royal Commission on Agriculture in India reporting in 1928, stressed the importance of agricultural marketing and linked it with transportation. In 1934 the Provincial Economic Conference led to the initiation of the existing marketing scheme under which the Government of India provides a central staff now consisting of 20 officers, while the Imperial Council of Agricultural Research has provided Rs. 1 million spread over a period of five years to meet part of the cost of provincial marketing staffs. These grants were made in order that the all-India commodity surveys might be carried out on an uniform basis. In 1937 the Central Legislature passed the Agricultural Produce (Grading and Marketing) Act. The position today is that six marketing reports are now complete, and that a further four are well advanced.

At a comparatively early stage of these surveys the necessity of certain lines of improvement became clear. The standardisation of weights and measures, a wider adoption of the system of regulated markets, which had already proved its value in some parts of India, ~~a fact emphasised by the Royal Commission on Agriculture,~~ are recommendations common to all the reports.

Future Developments.- After expressing satisfaction at the progress already made, His Excellency remarked that marketing organizations can do something beyond promoting the orderly and economic distribution and sale of primary produce. An efficient

marketing organisation should be the grower's intelligence bureau. The Marketing Officer, who knows the requirements of the ultimate markets and the prices ruling in those markets, is quite frequently in a position to advise the cultivator that he will increase his prospects of profit by growing some variety other than the one which seems to possess the highest agricultural advantage. Evidently this function of a marketing service may be of great value in conditions in which world markets, in terms of the relative demand for different kinds of primary produce, are — for one reason or another — in a state of change and uncertainty. Causes so different as the development of synthetic substitutes, or the economic aftermath of a war, may substantially promote the demand for one type of produce at the expense of some other.

Need for Inter-Provincial Co-operation.— The improvement of marketing, the Viceroy remarked, offers a fruitful field for co-operation between the Central Government, Provinces and States. The development of marketing, in the main, falls within the provincial sphere, but the main problems are of a wider character. Though the production of many commodities is localised, the areas of concentration being scattered throughout the country and not being confined to any particular Province, or State, the consumption of a product is generally spread over the whole country and many are of all-India importance both as regards internal and export trade.

Wider issues relating to the finance of the primary producer are also involved, since marketing reforms are essential before the commercial banks can fully develop a system of short-term produce advances. In the report of the Agricultural Credit Department of the Reserve Bank of India for 1936 it was stated that short-term advances for marketing produce should be regarded as one of the most important parts of banking business, but that the commercial banks have, hitherto, been unable to develop produce advances to the extent of their capacity owing to the extra-ordinary diversification and vagueness of market conditions throughout India and the manner in which produce contracts are drawn. In this connection, the Report stresses the importance of the following improvements in marketing, machinery and practice:

- (i) a reasonable standardisation of the staples and of the contracts relating to them;
- (ii) the provision, in properly regulated markets and elsewhere, of suitable storage under conditions which would permit of proper insurance; and
- (iii) the establishment where possible and advisable of properly-regulated forward markets permitting of "hedging" and thus the mitigation of violent market fluctuations.

His Excellency, therefore, noted with satisfaction, that an agreement had been reached with the principal trade associations for standard future contracts for wheat and linseed, and that discussions were well advanced in regard to standards for groundnuts and coffee. He also welcomed the progress now being made in several provinces with legislation for the setting up or improvement of regulated markets.

Sir Jagdish Prasad's Address.— Sir Jagdish Prasad pointed out that the problem which the Central and Provincial marketing staffs have to face are more intricate and of wider range than those of Western Europe and America by reason of the numbers involved, the indebtedness and ignorance of the producers, their lack of organisation, the difficulties of rural finance, the comparatively primitive nature of rural communications, and rural transport, the chaotic condition of the markets with a multiplicity of weights and measures and a varied host of middlemen, some necessary, others superfluous, that encumber the road from the producer to the consumer. There is little doubt, he said, that enormous waste is going on between the price obtained by the producer and the price that the consumer has to pay. And agricultural statistics are notoriously deficient.

Conclusions: The following is a brief summary of the more important conclusions of the Conference:

(1) Marketing Surveys to be Continued: The importance of the marketing surveys was fully appreciated during the discussions as enabling an estimate to be made of the potential gain to the producer by an improvement of marketing methods and as giving a cross-section of the country's economic activities, thereby enabling agricultural production to be considered in relation to Indian trade and industry. It was unanimously agreed that the commodity marketing surveys should be continued to be planned and compiled on an all-India basis. It was agreed by all the Provinces and States that they would also be ready to help in the completion of such surveys.

(2) Standard Contracts.— Standard contracts constitute a form of agreement between the various trades associations to do business on a common basis. Their great value for the heavy staples like wheat, linseed, and groundnut, was emphasized. The conference thought that the question of giving statutory authority might be considered, if necessary.

(3) Regulated Markets.— Considering the question of regulated markets, the conference agreed as to the necessity for the standardization of market charges, reducing the number of payments in kind, licensing of persons entitled to levy charges, and the standardising of market practices in regard to the weighing, sampling, grading, and sale of produce. There was complete agreement that the provinces should take up the question of the regulation of markets in regard to these matters and that provincial marketing acts should cover all agricultural and animal husbandry produce, both in the producing and the consuming centres.

The Ministers emphasized the importance and urgency of central legislation in the matter of standard weights. They were all agreed that immediately the central legislation was passed, the provinces and States should introduce complementary provincial legislation including that for the standardisation of measures.

(4) Marketing Intelligence.— It was resolved that the central marketing staff should be responsible for the collection and dissemination of information regarding prices, supplies and stocks in the important markets for those commodities which figure prominently in the trade of India as a whole. The provincial and State marketing

staffs would be responsible for the collection and recording of commercial prices for their local commodities, particularly prices in the key markets, and for the dissemination of market news to smaller country markets and producers in rural areas.

(5) Elimination of Waste.-- Dealing with the general question of elimination of physical waste, the conference reached the conclusion that every province and State should examine the possibility of more rapid assembling of perishable produce in the villages by the organisation of collecting agencies which should operate on standard methods of grading and marketing.

(6) Adulteration.-- With regard to the question of adulteration, the conference considered that there was need for a special examination of the provincial food laws and a greater need for administering them more thoroughly in the rural areas and mofassil towns.

(7) Co-ordination.-- In the matter of co-ordination of effort between all the departments and agencies interested in the improvement of marketing in each province and State, everyone agreed that there was need for a Standing Agricultural Marketing Committee. Such Committees already exist in some provinces. The precise form of organisation should naturally be adapted to local requirements.

(Summarised from the Indian Information Series, New Delhi, dated 15-12-1938). ✓

Migration.Competition of Indian labour: Motion in State Council
to control immigration of Indians in Ceylon. ✓

On 14-12-1938, Mr. G. Goonesinghe, the labour representative in the Ceylon State Council, moved in the Council a resolution to the effect that "in view of the findings of the Immigration Commission not being in accord with the present situation, created by unrestricted immigration, the Board of Ministers do take definite steps by formulating legislation forthwith to safeguard the interests of the nationals of the country."

Referring to the influx of Indians, Mr. Goonesinghe said that Ceylonese were ousted from jobs, which Indians obtained by unfair means. He also contested the findings of ^{the} ~~Mr.~~ Jackson, ^{Commissioner} ~~which~~ had declared that Ceylonese were not available in sufficient numbers or were reluctant to undertake work of a certain type. Mr. Jackson, it was argued, had completely ignored the fact that Indians undercut the Ceylonese in every way. The Commissioner's only concern was the development of industries, ~~it~~ did not matter to him what wages the labourers were paid or the condition in which they lived.

Mr. Goonesinghe's motion was accepted by the Ceylon State Council and referred to the Board of Ministers. The Hon. Mr. C.S. Corea, Minister, promised to place definite proposals as soon as possible.

(The Hindu 16-12-1938) ✓

Emigration of Indian Labour to Malaya: MalayanDelegation to negotiate settlement. ✓

References were made ~~on~~ ¹⁹³⁸ pages 7 to 8 and 3 to 4 of our August and September reports respectively, to the adoption by the Government of India of the Indian Emigration (Amendment) Act, 1938, to prohibit the "unassisted" emigration of unskilled workers from India. This Act was the result of the worsening of the conditions of work of Indian labourers in Malayan plantations and in Ceylon,

SPG.

Grant of Maternity Benefits to Indian Women Workers in
Ceylon Plantations. ✓

According to the Emigration Correspondent of the Statesman, an agreement has been entered into between the Department of Medical and Sanitary Services of the Government of Ceylon and the planting interests in the Island with regard to the payment of maternity benefits on estates. According to this agreement, a woman labourer will receive for one month after the birth of a child one ~~month~~ eighth of a bushel of rice and 75 cents in cash each week. A further cash bonus of Rs. 2 will be given to her at the end of the third month if the child is alive. This bonus is mainly intended for the maintenance of the child. The agreement further provides that women labourers will not be allowed to work for one month after confinement.

At least one maternity room will be provided for every 250 women labourers, but estates in close proximity to Government hospitals with provision for maternity cases need not provide such maternity rooms. When a woman labourer refuses to use a maternity room provided by the estate, the bonus of Rs. 2 need not be paid to her. It has been decided to station one midwife on every estate having more than 700 women labourers on the check roll of the estate. When the labour force is below 700, one midwife can be appointed for a group of adjoining estates.

(The Statesman 28-12-1938). ✓

Forthcoming Changes in the Viceroy's Executive Council.✓

The following appointments have been made, with His Majesty's approval, to the Executive Council of the Governor-General of India to take effect from the retirement, on the expiry of their terms of office in May 1939, of the Hon'ble Sir N.N.Sircar, K.C.S.I., at present Law Member of the Government of India, and of the Hon'ble Sir P.J.Grigg, K.C.B., K.C.S., Finance Member.

To be Law Member: The Hon'ble Sir Muhammad Zafrullah Khan, K.C.S.I., at present Commerce and Labour Member.

To be Commerce and Labour Member, in succession to Sir Muhammad Zafrullah Khan: Dewan Bahadur ^{Sr} A.Ramaswami Mudaliar, at present Adviser to the Secretary of State for India.

To be Finance Member: Mr. A.J.Raisman, C.S.I., C.I.E., I.C.S., at present Finance Secretary, Government of India.

(The Statesman, 20-12-1938.)

Meeting of Working Committee of Congress:Industrial "Planning" and Currency Ratio Considered.✓

A meeting of the Working Committee of the Indian National Congress was held at Wardha on 11 to 16-12-1938, which was attended by Mahatma Gandhi. The main subjects which came up for discussion were (1) industrial planning, (2) the currency ratio, and (3) the Congress policy regarding political movements in Indian States.

Planning.- The proposals for industrial planning and development of large-scale industries in India, sponsored by Mr. Subhas Chandra Bose, Congress President, evoked an animated discussion. A few members who are staunch believers in rural uplift and opponents of machine production viewed the venture with suspicion and thought that it would affect adversely the work of the All India Village Industries Association. Supporters of the planning scheme contended on the other hand that far from aiming at the destruction of rural effort, it supplemented the village drive. It was argued that the concentration on a village unit should not blind one to the need for exploiting the country's natural resources and building up its national, economic and industrial strength. The Committee did not arrive at any definite decisions, and it is understood that the subject will be referred to Mahatma Gandhi for his decision.

Rupee-Sterling Ratio.- A resolution was passed by the Committee criticising the present ratio of 1s. 6d. to the rupee as having adversely affected agriculturists, declaring that "the best interests of the country demand that efforts to maintain the present exchange level should henceforth cease", and urging upon the Governor-General in Council the necessity of taking immediate steps to lower the rate to 1s. 4d. to the rupee."

Congress and Indian States.- The Working Committee supplemented the resolution adopted at the Haripura session of the Congress (1938) laying down the Congress policy of non-intervention in regard to Indian States by a resolution which, while deploring the efforts of Indian rulers to suppress popular movements in the States, asserts "the right of the Congress to protect the people against the unwarranted use of military or police forces lent by the British authorities for the suppression of legitimate movements of the people for responsible government within the States."

(The Times of India, 13 to 17-12-1938)

(Vide pages 30 to 31 of this report for a review of the first meeting of the All India National Planning Committee held at Bombay on 17 to 21-12-1938.)

Publications received in this Office during December 1938. ✓

National Labour Legislation.-

The Indian Emigration (Amendment) Act, 1938 (Act No. XXI of 1938).

Conditions of Labour.-

Report showing further action taken or remarks made by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India, 1937.

Enforcement of Conventions.-

Annual Factory Report, Bombay Province, 1937 (including a Note on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act).

Economic Conditions.-

(1) Administration Report of the Department of Industries and Commerce, U.P., for the year ending 31-3-1938.

(2) Statistical Research Branch, India: Review of the Trade of India in 1937-38.

(3) Bureau of Economic Intelligence, U.P.: "The Cawnpore Wholesale Clothing Trade" By Prof. C. Ackroyd and Devraj (Bulletin No. 1).

(4) Annual Report of the Department of Statistics, Baroda State, for the year ending 31-7-1937.

Social Conditions.-

Annual Report on the Administration of Criminal Tribes in the Punjab for the year ending December 1937.

Public Health.-

1938:

"Indian Medical Review" by Major General E.W.C. Bradfield, C.I.E., O.B.E., K.H.S., I.M.S., Director General, Indian Medical Service, 1938.

Migration.-

Report of the Agent-General for India in the Union of South Africa for the years 1936 and 1937.

Miscellaneous.-

(1) The Bombay Government and its Work - Review of the Second Half-Year, ending ~~July 1938~~ 1938.

Miscellaneous (continued).-

- (2) The Central Provinces and Berar Government at Work. From 15-~~3~~-1938 to 15-7-1938 (Vol.I, No. 2)
- (3) The Central Provinces and Berar Government at Work. From 15-7-1938 to 15-10-1938 (Vol. I, No. 3)
- (4) Report on the Work of the Indian Posts and Telegraphs Department, 1937-38. ✓