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Report for January 1939.

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

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National Labour Legislation.Extension of Factories Act in U.P. to Concerns employing 10 or morePersons: Government's Draft Notification: ✓

Attention is directed to page 48 of Part I of the United Provinces Gazette, dated 14-1-1939 where is published for criticisms and suggestions the draft of a notification (No. 20/XVIII of the Industries Department dated 9-1-1939) which proposes to extend the Factories Act, 1934, to "all premises whereon or within the precincts whereof, on any one day of the 12 months preceding this notification, 10 or more workers were employed, and where work is carried on with the aid of power". All the Sections of the Act, except Sections 15 (artificial humidification), 16 (cooling), 33(1) and (2) (power to make rules relating to shelters for workers during rest and rooms for children) are to apply to ~~the~~ newly declared factories.

Criticisms and suggestions will be ~~accepted~~ accepted up to 28-2-1939 ✓

The Burma Payment of Wages (Amendment) Bill, 1939: Bill proposed tobe introduced for Legalising Authorised Deductions: ✓

Attention is directed to pages 1 to 2 of Part III of the Burma Gazette dated 14-1-1939 where is published the text of a Bill proposed to be introduced in the local legislature for the Amendment of the Payment of Wages Act. The Bill aims at legalising certain authorised deductions and deductions of contributions to provident funds. In addition, the Bill provides, as explanation to Clause 9 of the Act, that, "for the purposes of this section, an employed person shall be deemed to be absent from the place where he is required to work if, although present in such place, he refuses, in pursuance of a stay-in-strike or for any other cause which is not reasonable in the circumstances, to carry out his work." ✓

National Labour Legislation. (contd.)Classes of Persons holding Positions of Supervision or Managementin Factories: Bombay Government's Notification ✓

Attention is directed to pages 42 to 56 of Part IV A of the Bombay Government Gazette dated 12-1-1939 where is published a Notification (No. 352/34 dated 6-1-1939) under the Factories Act, defining the persons who hold positions of supervision or management ~~of~~ or are employed in a confidential position in a factory and the classes of adult workers in factories who are exempted from the provisions relating to working hours. ✓.

Amendments to the Indian Mines Rules, 1924: Form of Registersunder the Act Specified ✓

Attention is directed to pages 77 to 82 of Part I of the Gazette of India dated 21-1-1939 where ~~are~~ published certain amendments to the Rules made under section 30 of the Indian Mines Act, 1923. The amendments relate to the forms of (1) the register of persons employed in a mine, (2) the notices regarding commencement and end of work and rest intervals, (3) register of persons working below ground, (4) register of minor accidents, and (5) certificate of age and fitness <sup>for</sup> under sections 26-A and 30(e) of the Act of young persons and children/employment in mines. ✓.

The Bihar Tenancy(Amendment) Bill, 1939: Bill to prohibitForced Labour introduced on 20-1-1939 ✓

Attention is directed to pages 81 to 82 of Part V of the Bihar Gazette dated 25-1-1939 where is published the text of the Bihar Tenancy (Amendment) Bill, 1939, introduced in the local legislative Assembly by a non-official member (congress party) on 20-1-1939. The Bill seeks to confer occupancy rights on a person holding a house in rural areas, otherwise than as a ryot, if his possession has been

recorded in the last record-of-rights or if he had been living in it continuously for six years. If a person builds a house on a land settled with him for the purpose, the Bill confers occupancy rights in the land and the house, and declares that he cannot be ejected as a tenant-at-will.

According to the Statement of Objects and Reasons appended to the Bill, the present legal position of a landless agricultural labourer or artisan occupying a house in rural areas is that of a tenant-at-will and he can be turned out of the house ~~it~~ though it may have been occupied by his ancestors for generations. This is causing great hardship to landless labourers and artisans living in villages who, on account of their present precarious ~~own~~ position, are kept under the thumb of their masters and are compelled to render forced labour to them without ~~payment of~~ adequate or reasonable wages for work done by them. It is to stop this practice of begary (forced labour) and to secure houses to the landless labourers and artisans that the Bill has been introduced.

Draft Amendment of Madras Factories Rules: Exemptions to Hours of Work Provisions in Factories Act. ✓

Attention is directed to pages 104 to 106 of Part I of the Fort St. George Gazette dated 24-1-1939 where is published the draft of certain ~~am~~ amendments which the local Government intends making in the Madras Factories Rules. The proposed amendments, inter alia relate to the provision of washing facilities in factories and defines the classes of workers exempted from the provisions relating to hours of work in the Factories Act. ✓

The Bombay Shops and Commercial Establishments Bill, 1939. ✓

Attention is directed to pages 47 to 64 of Part V of the Bombay Government Gazette dated 31-1-1939 where is published the text of the Bombay Shops and Commercial Establishments Bill, 1939, which the Bombay Government intends introducing shortly in the local Legislature. The Bill makes provision for the regulation of hours ~~of~~ work in shops, commercial establishments, restaurants, eating houses, theatres and other establishments. ✓

SPG.

Conditions of Labour

Labour Conditions in Annamalai Plantations: Madras

Government's Order on Strathie Report. ✓.

The Ministers in charge of Industries and Labour, Agriculture and Rural Development, and Public Health, Madras Government, recently investigated on the spot the conditions of labour obtaining in the plantations in the Annamalais. Mr. D.N.Strathie, I.C.S., whom the Government subsequently deputed to examine these conditions in greater detail, after consultation with the interests concerned, later submitted a full and interesting report. In the light of the material before them, the Government of Madras has made certain recommendations, and the Commissioner of Labour, Madras, has been asked to communicate them to the planting community and see that they are carried out fully and effectively. The following Government Order setting forth the recommendations of the Government has been passed:-

Pre-employment Advances: The Government observed that pre-employment advances to workers carry no interest, and do not, as a general rule, exceed Rs. 5 in each case. In some cases, however, the amounts exceed this figure. The Government considers it desirable to discourage large pre-employment advances and are of the view that in no case should such advance exceed Rs. 20. The Government also considers that no pre-employment advance should be recoverable from the worker unless it has been disbursed in the presence of a Village Officer or some higher revenue official and unless the transaction has been reduced to writing and attested by the officer present. A copy of the document should be given to the worker and the original should be sent to the employer through the Maistry concerned.

Medical Examination:- The workers are now medically examined on arrival at the estate and those that are found unfit are sent back home. A suggestion was made that the planters should be required to arrange for the medical examination of all workers at the foot of the hills. But the Planters' Association, Valparai, is against the suggestion both on account of the extra cost involved in running a camp at Vannanthurai and also by reason of inconvenience to labourers themselves who will have to break their journey at this camp. It has also been pointed out that the labourers rejected are sent back at the expense of the estate concerned. In view of these facts, the Government will not insist on the medical examination of labourers at the foot of the hills, but consider that all estates should make it a universal rule to pay the expenses home of any labourer brought by the Maistries and refused work.

Housing.- Housing conditions in the estates require improvement. The Government ~~are~~, however, glad to observe that this question is already receiving the careful attention of the planters and that improved types of buildings are being erected. The Commissioner of Labour is requested to obtain and furnish the Government with a statement showing the number of workers employed in each estate, the number of the type of quarters built for them and the accommodation provided for each worker or family of workers

Provision of Cumblies (Blankets) .- Each worker, on his arrival at the estate, is ~~let~~ supplied with a cumby. In the rainy season the cumby gets wet during the day and thus becomes unfit for use at night. The Government considers that in addition to a cumby, each worker should be given a waterproof coat for his use.

Supply of Rice.- Complaints have been made that the quality of rice supplied to the worker on the estates is bad and that the price is high when compared with the quality supplied. The Government ~~should~~ considers that the workers should be allowed to purchase his own rice from the market. It should be possible in this matter to eliminate a fruitful source of discontent and constant friction between the workers and the planters.

Weightment of Leaf Plucked.- The Government ~~are~~ not satisfied with the system at present obtaining in respect to the weightment of the leaf plucked. Several abuses have come ~~to~~ notice and the Government considers that the following system should be adopted in the future:-

There should be a fortnightly or monthly card index in which the weight of leaf plucked by each worker should be entered each day at the place of weightment, and at the end of the period, the total amount of leaf collected should also be recorded in the card. Nothing should be entered in the ~~of~~ card except in the presence of the worker concerned.

Piece Work Rates for Plucking.- The established piece work rate for plucking is three pies per pound, and the Commissioner of Labour says that it is on plucking that good wages are earned. Women are generally employed on this work and men only occasionally. The ~~men~~ men earn on an average more than the basic rate, and in many estates they are paid the basic rate whether they earn it or not. The Commissioner of Labour says that those estates which do not follow this rule at present have undertaken to consider its adoption. The Government considers that a uniform method should be adopted in the case of all labourers, both men and women, and that they should invariably be given the basic rate whether they earn it or not. The Commissioner of Labour is requested to report at the end of three months to what extent the above suggestion has been adopted by the estates.

Enhanced Basic Rates on Tea Estates.- The Commissioner of Labour considers that, as in the case of the higher paid employees on the estates, the cuts imposed on the basic rates of wages during the period of depression should now be removed. The Government agrees with the Commissioner of Labour and considers that this recom-

mentation should be given effect to at least from 1st May, 1938. The tea industry to-day is prosperous enough to be able to afford to pay better wages to the workers. The basic rates of wages should accordingly be revised as follows:-

	Annas per day
Adults, male ..	8
Adults, female ..	6
Adolescents, male ..	6
Adolescents, female ..	5
Boys and girls under 15 years of age	4

The Government agrees with the Commissioner of Labour that there is no case for increase in wages in respect of coffee or cardamom estates.

Methods of Wage Payment.- The Commissioner of Labour has described in detail the three systems now in vogue, viz., the strict settlement system, ~~the modified settlement system~~ and the monthly payment system. Under the last mentioned system, wages are paid out monthly; under the strict settlement system they are carried forward to the end of the settlement period, the labourers being free in the meanwhile to draw upon their accounts; and under the modified settlement system, labourers are paid their monthly balances part of which they return for safe custody to the estates. The Commissioner of Labour reports that "planters are prepared to sink their individual opinion and adopt the monthly system if the Government so desire."

Labourers to decide Method of Payment.- The Government considers that labour should be gradually educated to stand on its own legs and to practise thrift for its own sake. Enforced thrift has little moral value. The Government considers that by paying wages every week or every fortnight they will help the workers to stand on their own legs. They are not, however, prepared to insist on such payments at present. The Government considers that each estate should afford an opportunity to its labour force to decide which particular system of settlement it desires to adopt and should accept that decision and act upon it. If the workers prefer the strict or modified settlement system, the Government considers that they should be given the necessary facilities to withdraw their balances at fixed intervals if they so desired.

Uniform Method to be enforced.- The Government also considers that an uniform procedure should be adopted for disbursement of wages of workers in all estates. ~~They~~ considers that all payments of wages should be made in the immediate presence of the Manager or some other responsible officer.

Maternity Benefit.- The Government notes with pleasure the decision of the planters to pay maternity benefit to their workers. The Commissioner of Labour reports that planters have agreed to pay bonus and bear charges in connection with the free feeding of the mother for a period of three weeks before entry into hospital and for another period of three weeks after leaving it.

Annual Report on Maternity Benefit Statistics.- The Government considers that it will be very interesting to publish relevant statistics as regards maternity benefit payments in the estates in the report on the Maternity Benefit Act. The Commissioner of Labour is, requested to obtain and publish information in his administration

report on the following points:- The annual statistics of adult women population in each estate; the number of child births in each estate per year, the number of children born in estate hospitals annually, the amount of bonus paid in each estate annually, and the cost of free feeding for six weeks on each estate.

Ban on Re-employment of Coolies to be removed.- It has been represented that if a cooly on account of some misfortune gets into discredit in an estate, he ~~is~~ is debarred from employment in any estate in the hills. The Government is not sure if there is any such rule. If there is, the Government trusts that it is enforced only in extreme cases of indiscipline or insubordination of a grave character, and that plenty of chance is given for a delinquent to turn over a new leaf. ✓

(The Hindu, 19-1-1939). ✓

Working class Cost of Living Index Numbers for Various Centres  
in India during November 1938. ✓

The cost of living index number of working classes in various centres of India registered the following changes during November 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 November 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 November 1938 remained stationary at 72; for 1937 the average was 75.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during November 1938 remained unchanged at 71; the average for 1937 was 73.

Nagpur.- The index number (base: January 1927) of the cost of living in November 1938 was stationary at 61.

Jubbulpore.- The index number (base: January 1937) of the cost of living in Jubbulpore in November 1938 remained stationary at 57. ✓

( Extracted from the Monthly Survey of Business Conditions in India, November 1938). ✓

Halpatis System abolished: 40,000 Semi-serfs freed in Gujarat. ✓

Some 40,000 landless agricultural workers of Gujarat belonging to the lowest strata of society, called halpatis or dublas, whose conditions of life and work bordered almost on serfdom, have been



liberated from virtual enslavement in the last week of January 1939 by a collective agreement effected between the halpatis and their peasant masters by Sardar Vallabhbhai Patel and other Congress workers. The halpati system has been in existence in about 300 villages in Bardoli and neighbouring talukas in Gujarat.

Main Features.- The principal feature of the system was that the halpati was induced to repay with manual labour loans taken from his employer by him for marriages and other purposes; in actual practice, the halpati's wages were so low that he was never able to clear the debt. Further, the halpati was wholly dependent for his food on his master. He had to take one meal at the master's house, no matter how bad it might be, and for a second meal he had to depend on the grain given him by the same master.

Cash Wages introduced.- Under the new arrangement, definite daily cash wages have been fixed - four and a half annas a day for males, and three and a half annas for females, and the old method of repaying loans has been stopped. The halpatis are to eat at their own houses. Men who have worked for their masters for 12 years will have to pay back nothing. Others will repay their debts on a cash basis and by easy instalments. The habit of contracting debts is to be sternly discouraged in the future.

Mahatma Gandhi, and the Hon'ble Mr. B.G.Kher, Prime Minister of Bombay, have recently visited Bardoli and given their approval to the new arrangement.

(The Times of India, 21 and 26-1-39). ✓

#### Minimum Wage for Inferior Government Servants in

##### Bombay City: Bombay Government's Plans. ✓

The Government of Bombay have at present under consideration the question of fixing a minimum wage for all inferior and low-paid Government servants in Bombay City, as they regard this question as urgent. They propose to take up for consideration the question of fixing a suitable minimum wage for similar Government servants in the mofussil as soon as the financial position permits.

(Public Information Series, (Published by the Government of Bombay) 1-2-1939). ✓

Abolition of Forced Labour in Anb State, N.W.F.P. ✓.

According to an Associated Press Special Service message from Abbottabad, N.W.F.P., the abolition of begar (forced labour) within Anb State and the introduction of compulsory primary education have been ordered in a recent firman issued by the Nawab of the State. The State is situated in the North-Western Frontier Province. A circular letter issued in this connection by the Administration to State officials particularly forbids them from exacting forced labour in any form.

(The Hindu 25-1-39). ✓.

Abolition of Hakdam System in Bihar: Village Headmen not to be compelled to Supply Provisions to Touring Officers. ✓.

The Government of Bihar has recently decided to abolish forthwith the Hakdam system whereby village headmen were required to furnish supplies at prices fixed by executive order to Government officers on tour. The system of payment according to rates fixed by executive order was originally introduced in order to protect village headmen and grocers in the mofussil from under-payment by Government officers. The rates fixed were raised in 1925 and it was decided that the system should not apply to officers on tour at sub-divisional headquarters where supplies could be obtained from the local markets, and in case provisions were taken, the prevailing market rates were to be paid. Even this system has failed to give protection ~~to~~ a satisfactory degree to village headmen, and complaints have continued against the system.

(The Hindustan Times,  
26-1-1939). ✓.

Employers' Organisations.

Plea for Industrial Council to Co-ordinate Labour and Social

Legislation: Viceroy's reply to Bombay Millowners' Associa-

tion's Representation. ✓

One of the important points stressed in the address presented to the Viceroy by the deputation of the Millowners' Association, Bombay, which waited on him at Bombay on 21-1-39 was the need for bringing into existence machinery for the purpose of co-ordinating and planning the progress of social and labour legislation throughout the country. The following are relevant extracts from the address:

"According to the Government of India Act, industrial and labour legislation in respect of factories, conditions of labour, workmen's compensation, health and unemployment insurance and other such matters has been included in the "Concurrent List". This being the case, it appears to our Association extremely desirable that some means of achieving co-ordination and central planning should be speedily devised.

"In 1935, a resolution was moved in the Council of State recommending to the Governor-General-in-Council to take steps to establish an industrial council on the lines suggested by the Whitley Commission on Labour. Government at that time, stated that their attitude was sympathetic, but it was indicated that the time for the establishment of an industrial council was not then ripe. The question has been, both before and after the inauguration of Provincial Autonomy, repeatedly brought to the notice of the Central Legislature by our representative, Sir H.P. Mody, who has stressed the effects of advanced legislation in any particular province upon the competitive capacity of industries established in that province.

"Industrial development in India is still in its early stages, and there are peculiar difficulties which retard the speedy development of the vast mineral and material resources of the country. We believe that it is only by an active policy of encouragement on the part of the State that a rapid advance towards the industrialisation of the country, consistently with the preservation of the balance between agriculture and industry, can take place."

Viceroy's Reply.- The Viceroy in his reply, dealing with this point, said:

"I yield to no one in my appreciation of the value of the recommendations of the Whitley Commission. I would, however, say on the point which you have touched, that I am myself inclined to regard the establishment of an industrial council on the lines which the Commission suggested rather as a means to an end than as an end in itself; and to feel some doubt whether conditions today are entirely ripe or entirely appropriate for the constitution of a permanent organisation of the character contemplated by the Commission. My own view is that

the wise course in the present circumstances is not so much the establishment of a specific framework or organisation in the hope that it will result in producing co-ordination, as the provision of opportunities outside and apart from any tight framework.

"If we can pool provincial experience and provincial effort for the formulation of common policies for social and labour legislation, the creation of machinery should present a relatively simple problem; and my suggestion is this; that we should devote our efforts rather to the fostering of the growth of a spirit of co-ordination than to the immediate development of a specific procedure or specific organisation.

"I am encouraged & in this connection to notice the increasing volume of evidence in support of the view, to which my Government subscribes, that labour legislation in India should aim at combining a basic unity, with the adaptability necessary to meet the diverse conditions of different localities."

(The Times of India,  
23-1-1939).

Workers' Organisations.

16th Half-Yearly Meeting of A.I.R. Federation with Railway  
Board, 9 and 10-1-1939: Draft Rules for Unions  
seeking Recognition.

The sixteenth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation was held in New Delhi, on January 9 and 10, 1939. The ~~me~~ deputation from the Federation included Mr. Jammadas Mehta, the President, Mr. Guruswami, the Acting General Secretary of the Federation, and eleven other delegates from certain Unions affiliated to the Federation.

The subject for discussion was the draft rules prepared by the All-India Railwaymen's Federation to serve as a model for adoption by railway Unions seeking recognition by railway administrations concerned. The draft rules as they emerged after discussion will be considered by Government before they are finally promulgated.

Reference was also made informally to certain other matters which have been under the Railway Board's consideration, e.g., running parcel clerks on the Eastern Bengal Railway in regard to which the deputation was told that the orders of the Railway Board would issue as early as possible.

The Railway Board agreed to the request of the Federation that the next half-yearly meeting should be held at an early date and the 19th and 20th May 1939 were accordingly fixed.

( Indian Information Series,  
( published by Bureau of  
Public Information, Govern-  
ment of India ) 1-2-39 ).

Workers' Organisations.Progress of Trade Unionism in Bihar, 1937-38 \* ✓

The year ended 31-3-1938 opened with five registered trade unions in Bihar. During the year five additional trade unions were registered. One more trade union, viz., the Jamalpur East Indian Railway Labour Union, 1938, submitted an application for registration during the year, but as this was objected to by a rival party, the District Magistrate was requested to make necessary enquiries into the matter, and the Union could not be registered before the end of the year.

During the year under report no certificate of registration of any trade union was withdrawn or cancelled ~~under~~, nor was any registered trade union dissolved. There was also no case of amalgamation of registered trade unions. The total number of the registered trade unions borne on the register ~~at~~ the end of the year was ~~11~~ 10. No prosecution under the Act was ~~launched~~ during the year against any registered ~~7~~ trade union. No federation of trade unions was registered during the year.

The report points out that registered trade unions still continue to be very unpunctual in submitting the annual return under section 29 of the Act, and says that the default is generally ascribed to labour troubles, i.e., struggles against the employer companies. ✓

Annual General Meeting of B.N. Railway Indian LabourUnion - Kharagpur 28-1-39. ✓

The Annual General Meeting and Conference of the Bengal-Nagpur Railway Indian Labour Union was held at Kharagpur on 28-1-39, Mr. V. R. Kalappa, M.L.A. (Central Provinces) presiding. Among those present by invitation at the Conference were the Hon'ble Mr. Vishwanath Das,

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\* Annual Report on the working of the Indian Trade Unions Act, 1926 (XVI of 1926) in the Province of Bihar for the year 1937-38. Printed by Superintendent, Government Printing, Bihar, Patna in 1939. Price Annas 2 pp 3.

Premier, Bihar, the Hon'ble Mr. V.V. Giri, Minister for Labour, Madras, Mr. A. Duncan, Agent and General Manager, B.N. Railway, Mr. J.J. Ghandy, General Manager, Tata Iron and Steel Co. Ltd., Jamshedpur, and the Director of this Office.

Presidential Address.— Mr. Kalappa, in his presidential address, dealt on the question of recognition of the B.N. Railway Labour Union, and acknowledged with gratitude that, though formal recognition was withdrawn in 1937 as a sequel to the strike of that year, so far as negotiations with the Railway Administration on outstanding problems were concerned, they continued as if there was recognition unofficially. At the same time he urged that formal recognition should be restored, and pointed out that the B.N. Railway workers were keen on making their Union a model one.

Other Speeches.— Short addresses were made by Messrs Giri, Das, J.J. Ghandi, and Dr. Pillai and Mr Duncan.

Mr. Duncan in the course of his speech, announced the appointment of a Joint Committee of six Railway officers and six Union officers to discuss the fundamental conditions and details of procedure to build the relationship between the Union and the Railway Administration on the solid foundation of mutual goodwill and friendship, and said that the question of recognition will be taken up after the Joint Committee had presented its report.

Office-bearers-1939-40.— The following new office-bearers were elected for 1939-40: President:— Mr. V.R. Kalappa, M.L.A., Vice-Presidents:— Messrs B.N. Das, Sirajuddin, S.N. Pathak.; General Secretary Mr. K. Gopalrao; Publicity Secretary:— Mr. G.V. Raghavan; Organising Secretaries:— Messrs P.K.Das, B.B. Ghosh.

(Indian Labour Journal,  
29-1-39). ✓ +.

Economic Conditions.Rupee Sterling Ratio: Governments of India and Punjabdefend present ratio of ls. 6d. ✓

At the meeting of the Working Committee of the Indian National Congress held at Wardha on 11 to 16-12-1938, a resolution was passed criticising the present exchange ratio of ls. 6d to the Rupee and urging the fixing of the ratio at ls. 4d. (vide pages 48 & to 49 of our December 1938 Report). The Governments of India and the Punjab have expressed their views on the suggestion; a brief summary of their respective views is given below:

Government of India and the Ratio question.- The Government of India wishes to make it clear that it has no intention of allowing a lowering of the present exchange value of the rupee. On the contrary, it intends to defend it by every means in its power and is confident of its entire ability to maintain it. The Government of India is convinced that a lowering of the ratio in existing international market conditions would produce no appreciable rise in what the cultivator can realise for his produce. ~~It~~ is equally convinced that it would produce an immediate ~~rise in the cost of what the buys.~~ Lowering the ratio would also seriously weaken the budgetary position of the Central Government and the larger Provincial Governments. In fact a lowering ~~of~~ the ratio would do no good to anybody except the monied and speculative interests who profit from conditions of uncertainty and disturbance or who secure an additional but unseen all-round increase of 12 1/2 per cent. in the protection afforded to them at the expense of the consumer.

Altogether the Government of India has no doubt that it is its clear duty in the interests of India generally, and the cultivator in particular, to defend the present ratio to the utmost of its power. As already stated it has every belief in its ability to do this and it is confident that drastic measures of contraction will not be necessary except to the extent that they are forced upon it by the action of speculators who place their funds abroad in the hope of bringing them back at a profit. Incidentally, the Government is convinced that the exchange would be materially stronger today were it not for the fact that there have been large movements of funds to the United Kingdom by these same speculative interests during the last year.

( Indian Information Series, New Delhi, dated 15-1-1939). ✓

Views of the Punjab Government.- In reply to a letter from the Bombay Government, ~~getting the ratio lowered in~~ to ls. 4d., Mr. Manohar Lal, Finance Minister, the Punjab, replied stating the inability of his Government to do so. In doing so, he pointed out that it was far from certain that the currencies of the world had been so established as to justify the proposed step. Taking into consideration all the circumstances of the world market, the Punjab Government was not convinced that



the effect of devaluation would be to stimulate exports and its effect in raising the prices of agricultural produce was also problematical. Immediate prejudicial results, it was stated, were certain consumers would undoubtedly suffer from a rise in the prices of imported goods and the increase in the prices of imported cloth in the Punjab. Sterling liabilities would increase the estimated expenditure in England during the current year by £ 500,000 ; it would have a much greater effect on the Government of India, with consequences prejudicial to the provincial finances and might presumably involve an increase of Central taxation. Moreover, there would be great speculation in exchange and disturbances in the money market, with consequential harm to trade and industry.

( The Statesman 18-1-1939). ✓

Questionnaire issued by A.I.National Planning Committee: Reference to  
Conditions of Employment and Vocational and Technical Education. ✓

Reference was made in the December 1938 report of this Office to the draft questionnaire submitted by the Questionnaire Sub-Committee to the All-India National Planning Committee at its meeting held at Bombay from 17 to 21-12-38. (vide pages 30 and 31, December 1938 report) The questionnaire, as approved by the A.I.National Planning Committee has now been issued to Provincial Governments, Indian States, and industrial, labour and agricultural organisations, as also to selected individuals, for collecting data for the preparation of a comprehensive plan for the economic development of India. (A copy of the Questionnaire was forwarded to Geneva with this Office's minute D.1/142/39 dated 26-1-39). Attention is specially directed to chapters LX and X of the questionnaire dealing with conditions and field for employment and technical and vocational education respectively. ✓

2nd Indian Statistical Conference, Lahore, 5 to 6-1-39. ✓

The 2nd Session of the Indian Statistical Conference was held at Lahore on 5 and 6-1-39 under the presidentship of Dr. T.E. Gregory, Economic Adviser to the Government of India. The Hon'ble Mr. Manohar Lal, Minister of Finance, the Punjab, welcomed the delegates in his capacity as Chairman of the Reception Committee, and Sir Henry Craik, the Governor, formally opened the conference.

Presidential Address.- Dr. Gregory, in his presidential address, stressed the importance of developing existing sources of statistical information and suggested that the next census offered a rare oppor-

tunity if the necessary preliminary work is undertaken in good time. He said that political ideas, however sound and potentially useful, can be fully implemented only if there is a clear conception of the scale and proportion of the society in which the ideas are to operate. It is this scale which statistics can give to Indian society. A state should know at least as much about itself as the average joint stock company knows of its own operations. India is nothing like so well equipped as this, and so long as ~~the~~ she remains statistically ignorant of the precise extent and variety of her own wealth she will be unable to reap full advantage from it.

Papers Read.— Among others, papers on the following subjects, were read at the Conference: 'Economic Results of Prohibition in the Salem District, Madras' by Prof. P.J. Thomas; 'Distribution of Expenditure of Working Class Families in Bombay and Madras Cities' by Mr. A.R. Sinha; 'Sampling and Family Budget Enquiry' by Mr. T. Ghose; and 'Economic and Business Statistics' by Dr. H. Sinha.

(the Tribune 5 to 7-1-39). ✓

10th Industries Conference convened by Government of India,  
Bombay, 23 and 24-1-39. \*

The 10th Industries Conference convened by the Government of India was held at Bombay on 23 and 24-1-39, Sir M. Zafrulla <sup>Khan,</sup> Commerce Member with the Government of India, presiding. The Conference was formally opened by H.E. the Viceroy. All the Provinces were represented, the majority, by Ministers; several Indian States also sent representatives. The Minister of Labour, Industry and Commerce, Ceylon, also attended.

Points from Viceroy's Speech.— Referring to the need for a balanced economy in India, the Viceroy said: "Conditions today in the world at large make it more necessary than ever before that India should attain a certain balance in her agricultural, and industrial economy. The goal of self-sufficiency which is being pursued by many foreign countries is not one that is in my judgment suitable for India, but the falling off in the demand for India's ~~raw~~ raw products, which is one of its symptoms, imposes on us, precisely in the interests of the agricultural classes, the duty of making a fuller use of those raw products ourselves."

Industrial Policy of Central Government.— Describing the circumstances in which the Government of India was unable to carry out the programme chalked out for it by the Indian Industrial Commission of twenty years ago, he said: "It was to the Central Government that the Commission assigned the main responsibility for further industrial advance, and to this end one of their main recommendations was the formation of an All-India Industrial Service of specialists and technical experts, who would largely have been seconded for service under Provincial Directors of Industries, by whom, under the general

control of Local Governments, the actual administrative work would have been carried on. But about the time when the Indian Industrial Commission made its report, far-reaching constitutional changes were under contemplation, changes which had not been envisaged by the Commission, and which were to render substantial parts of their scheme impracticable. By the time the first Industries Conference met in 1920, it was already known that "Industries" was to be a provincial transferred subject, to be controlled and administered by Ministers. The Conference, therefore, although it consisted entirely of officials, concerned itself mainly with the details of the organisation of the growing Provincial Departments of Industries, and little was done in the way of co-ordination of efforts."

Contribution of Central Government.- After pointing out the circumstances under which the Government of India was forced to play a different role from that envisaged for it by the Industrial Commission, the Viceroy dealt with the contributions made by the Government of India in this field and said: "By the Central Government's control of tariffs, and in pursuance of the policy of discriminating protection, which was accepted as the result of the recommendations of the Indian Fiscal Commission, many great industries - steel, cotton textiles, paper, sugar - have been built up. By their stores purchase policy, Government have done much to assist many large and small Indian industries. During the ten years from 1928-29 to 1937-38 articles wholly or partially manufactured in India were purchased for Government to the extent of Rs. 23,00,00,000. The co-ordination of provincial efforts which is effected by this conference has been emphasised by the establishment of the Industrial Research Bureau, the Industrial Research Council and the Imperial Sericulture Committee, and by the grants given to the handloom, woollen and sericulture industries."

Legislative Programme.- Referring to the legislative programme of the Government of India in respect of industries, he said: "In the legislative field, measures recently passed by the Central Legislature such as the Companies Act and the Insurance Act, cannot but have a far-reaching effect of a beneficial nature on industrial development. And there are other measures on the anvil such as the Patents Bill, which proposes to penalise the pirating of designs; a Bill to facilitate the registration of trade marks in India; the revision of the law of merchandise marks; and a Bill which will enable the Central Government to prescribe a uniform standard of weights. All these legislative activities will help to create an environment in which industry can flourish."

(The Times of India, 24-10-39)

Proceedings of the Conference.- The following information about the work of the Conference is taken from a communiqué dated 25-1-39, issued by the Director of Information, Bombay.

Apprenticeship Schemes.- Each of the Provinces and States reported progress in the matter of development of schemes of apprenticeship. The question of compulsory legislation with a view to securing the co-operation of the industrial organisation was debated. After a full discussion, the Conference was of the view that legislation was desirable to regulate these matters, and requested the Central Government to take

up the framing of legislation for the purpose in consultation with the Provinces.

Inland Trade Statistics.— The Conference then took up the question of the amplification of inland trade statistics. The Report of the Committee appointed in that connection was considered. The Conference approved generally the proposals contained in the Report. The question of the allocation of expenditure involved was also discussed and it was made clear by the Chairman that, in view of the present financial stringency, the Government of India was not in a position at present to contribute towards this expenditure.

Planned Industrial Development.— An important subject discussed was the need for drawing up of a regular programme or plan for the establishment and development of industries of national or economic importance and of the key industries. In discussing these matters, the question of co-operation with the National Planning Commission was raised. It was generally agreed that the Conference did not desire that any of its activities should duplicate the work of the National Planning Commission, and that the Central Government as well as the Provincial Governments and States should co-operate with the Planning Commission. The Report of the Commission would in due course be considered by the Conference.

Industrial Surveys.— The question of industrial surveys was also considered. In this connection it was decided that, as regards an all-India survey of key industries, this might be left to the National Planning Commission. Provincial surveys have, however, already been, or are being taken up by the provinces concerned.

Financing of Industrial Research.— The Conference then went on to consider matters arising out of the proceedings of the Fourth Session of the Industrial Research Council. The Chairman pointed out that the provision of funds for the very important matter of industrial research was primarily the concern of the Provinces. The proposal to increase considerably the funds to be made available to the Industrial Research Bureau was generally approved by the Conference.

Handloom Weaving.— The Conference reviewed the progress of the handloom weaving schemes introduced in the provinces and financed by the Central Government at a cost of Rs. 20,88,700. Sir M. Zafrullah pointed out that the smaller and cottage industries, perhaps ought to be described as the greater industries of India, if due regard were had to the large number of people who were employed in them, and laid stress on the need for co-operation and co-ordination between Provinces in dealing with the problems of these industries.

(The Times of India and the  
Bombay Chronicle, 25-1-39).✓

22nd Session of All-India Economic Conference, Nagpur, 28 and

29-12-38.

The 22nd session of the All-India Economic Conference was held at Nagpur on 28 and 29-12-38, Dr. Gyan Chand, Head of the Department of Economics, Patna University, presiding.

Problems of Industrialisation: Opening Address.— Mr. T.J. Kedar, Vice-Chancellor, Nagpur University, who formally opened the Conference, in his opening address dealt, among other matters, with the problems of Indian industrialisation, and said that he believed that India could never take its place alongside the great nations without complete industrialization. This required, he admitted, a change in their political ideology. That change had already come and it had come to stay for the lasting good of the country. He hoped that the recent Planning Committee set up by the Congress would scrap the ashram ideology, which did not take stock of international cosmography. If there was one thing common to all nations of the world, he remarked, it was commerce and industry. No society could call itself national without it. Congress rule was now established in eight provinces, and he wished that these provinces would join together and evolve a scheme of large scale industries according to the resources available in the provinces. He thought that the competitive system was a failure and State intervention in some form or other was essential and inevitable. He also said that Indians should destroy the tradition that only a few races were destined by Nature to do the manufacturing of the world.

Presidential Address.— Referring to the present world crisis, due to the serious disequilibrium of social forces, Dr. Gyan Chand said that, since the "malaise", from which the world was suffering was primarily due to economic factors, it has become incumbent to revise the premises of economic thought and to readjust social relationships.

Conditions in India: Politics dominate Economics.— In India is also existing a state of serious disequilibrium owing to the operation of world factors and that of the factors peculiar to India. These factors are correlated and yet distinct. Lack of political freedom in India and the coming struggle for the transfer of political freedom over the federation issue are of significance to the economist because they make it certain that politics are going to dominate economics. Economic institutions will acquire increasingly political functions and be used for the defence of political authority. Among the most important illustrations of the economic institutions being used for political purposes are the contemplated formation of the Federal Railway Authority and the working of the Reserve Bank of India. Both these institutions are in theory autonomous public trusts for the administration by experts of important economic functions. In fact they are important instruments for the maintenance of economic domination.

Agrarian Reform.— Referring to agrarian problems, he said: "Even more significant than the political stresses are the new stresses which have been laid bare by the recent agrarian legislation in the various Provinces. The measures so far introduced, for which the Provincial

Governments are entitled to their meed of praise, are merely first-aid measures. They have given some relief from an intolerable situation to the distressed peasantry; but they do not affect the situation materially. Their real significance lies in the fact that they reveal how dismal the whole situation is.

Industrialisation Problems.- Dealing with this subject, he said: India is already under the sway of industrialism in spite of her industrial backwardness. Further development of industrialism is inevitable. But it will increase the stresses of our economic life and not mitigate them. We should do what we can to bring it under control and speed up the pace of progress; but we must not expect that industrialization is the key to the solution of India's economic problem. It will make it really more baffling and create new difficulties.

(The Times of India, 28  
and 29-12-38).+

Problems of Motor Transport: Views expressed at 1st Congress of  
A.I. Motor Transport Federation, Agra, December 1938.

Competition between motor transport and railway transport was the principal subject that came up for discussion at the first Congress of the All-India Motor Transport Federation held at Agra in the last week of December 1938, under the presidentship of Mr. K.F. Nariman, B.A.L.L.B., prominent Congress leader of Bombay. The Congress was of opinion that it may take some centuries before a very large majority of the agricultural population will ever hear the whistle of the steam engine, and that hence it was necessary to encourage motor transport, and side by side with it to increase the speed of village road construction. That should be the first item in any industrial planning; the policy of the Government of India of encouraging railway transport at the expense of motor transport was therefore strongly condemned.

Presidential Address.- In his presidential address, dealing with this subject, Mr. K.F. Nariman said that in a vast country like India, with hundreds of thousands of villages scattered about in remote corners, motor transport was more important and vital than the railways, as it alone can penetrate into the remotest corners and be the only connecting link between a large majority of agriculturists and the few commercial and industrial centres. He also said that the development of proper motor transport alone can ultimately lead to the successful working of railways, and expressed surprise that despite such considerations, the shortsighted and suicidal policy of killing motor transport to sustain the existing railways was being persisted in with a view to

maintaining and sustaining the existing meagre and inefficient railway services.

(The Statesman 28-12-38)..

Labour Representation on National Planning Committee:

Mr. N.M. Joshi and Mr. J.C. Kumarappa Co-opted.

The personnel of the National Planning Committee was given at page 19 of the report of this Office for October 1938. At the first session of the Committee held in Bombay, in December 1938, Pandit Jawaharlal Nehru, the Chairman of the Committee, suggested that it was necessary to co-opt a representative of labour in order to inspire confidence in that class that its interests would not be neglected in any scheme of national planning. Accordingly, Mr. N.M. Joshi, M.L.A.(Central), has since been co-opted as member of the National Planning Committee to represent labour interests. Mr. J.C. Kumarappa, General Secretary, All-India Village Industries Association, has also been co-opted to represent cottage industries.

(The Times of India, 12-1-39)..

Employment and Unemployment.

Relief to Landless Agricultural Labourers in U.P. : Govern-  
ment Scheme for Allotment of Land: -

The Hon'ble Mr. Rafi Ahmed Kidwai, Minister for Revenue, U.P., announced in the U.P. Legislative Assembly on 21-12-1938 a Scheme to provide land for landless agricultural workers in U.P. villages. The salient features of the scheme are summarised below:

Rules guiding Allotment: A resident of a village who is neither a landholder nor tenant of any land may apply to the Assistant Collector in charge of the sub-division that he wishes to cultivate land in his village, and on receipt of such application the Assistant Collector, after satisfying himself by such enquiry as he thinks fit that the applicant intends to cultivate, will proceed as follows:

(A) Allot to him land which is in the cultivation of a landlord assessed to more than Rs. 25 local rate.

(B) If no such land is available, allot to him land which is in the cultivation of a landlord assessed to Rs. 25 or less than Rs. 25 as local rate and who cultivates more than 20 acres.

(C) If no such land is available, allot to him land which is cultivated by a tenant who cultivates more than 20 acres otherwise than as a sub-tenant or a tenant of sir.

(D) If no such land is available allot to him waste land:

Provided that the Assistant Collector shall not allot to the applicant more than five acres of land.

Conditions of Allotment and Obligations of Allottee: The applicant shall become a hereditary tenant of the land allotted to him and shall be liable to pay such rent as the Assistant Collector may determine. In case the allotment is of the nature described in (C) above, the right of the original tenant shall cease in the land allotted and the Assistant Collector shall determine the rent payable by him for the remainder of his holding.

If, in a case of the nature described in (A) or (B), the land allotted is sir, such land shall cease to be sir. No person shall apply for land who might succeed to a tenancy or on whom a proprietary or under-proprietary right in the village might devolve.

(Summarised from the January 1939 issue of "Public Information" issued by the Public Information Department of the U.P. Government).



Public Health.National Health Insurance Schemes: Resolution of All-India  
Medical Conference, Meerut. 1938. ✓

At the 15th All-India Medical Conference held at Meerut in the last week of December 1938, Dr. D'Silva presiding, a resolution, among others, was adopted ~~urging~~ urging provincial Governments to formulate national health insurance schemes and demanding that Special Committees should be appointed for this purpose in the various provinces.

( National Call, 29-12-38 ). ✓

Tuberculosis in Mill Areas: Enquiry under auspices of I.R.F.  
Association. ✓

Under the auspices of the Indian Research Fund Association and financed by it, an enquiry of an entirely new character is now being undertaken, in connection with India's campaign against tuberculosis, to find out in what way the rural population of India is reacting to infection in industrial areas. The incidence and character of tuberculosis infection, the nature of dust hazards, which cause respiratory or other disabilities, how the disease spreads from the industrial areas to the village homes of the workers, and the degree of hypersensitiveness in them and their contacts are being studied. Attempts are also being made to trace as many of the diseased tubercular workers as possible to their homes to find out the extent of home infection.

Investigation in Jute Mill.- A jute mill with a population of 5,299 workers, located 22 miles from Calcutta, has been selected for the investigation. The jute industry is yet an unexplored subject for study, and is one likely to cause dust and other hazards of which tuberculosis may be one. The mill chosen has, among its workers, 3,980 males, 836 females, and 483 children hailing from all parts of India. Two-thirds of them live in masonry barracks and the rest in crowded, insanitary bustees near the mill, thus offering a representative mixed population in diverse conditions of sanitation and over-crowding. The mill is the only one in the neighbourhood of Calcutta which has X-ray installation. The authorities of the mill are offering valuable co-operation.

Data for Individual Workers to be collected.- Workers are being examined by sections, e.g., batching, preparing, spinning, finishing, etc., according to the degree of exposure to dust inhalation. The data collected for each individual include important details ~~from the~~ <sup>about</sup> the past life of the worker, previous illnesses, history of contact and industrial hazards, age at entry, nature of work, duration, financial status, housing, etc. It is proposed to examine a number of new entrants to industrial life, and to follow them up, in order to study how they react to the new environment. Home surveys will also be made in mill and rural areas in as many cases as possible. The size, concentration and chemical composition of the dust in the industry will also be determined.

(Statesman 15-1-39). ✓

2nd Meeting of Central Advisory Board of Health - Madras, 10 and

11-1-39: Reorganisation of Public Health Services. ✓

The second meeting of the Central Advisory Board of Health was held on 9 and 10-1-39 in the Secretariat, Fort St. George, Madras, with the Hon. Kunwar Sir Jagdish Prasad, Member-in-charge of Education, Health and Lands, Government of India, in the chair. (The Board was constituted in 1937 and its first meeting was held at Simla in June 1937).

All the British Indian provinces, except the Central Provinces and the N.W.F. Province, were represented at the meeting. Representatives from Hyderabad, Mysore and Jodhpur also attended the meeting. Colonel A.J.H. Russel, Public Health Commissioner with the Government of India and the Secretary of the Board, Mr. M.W. Yeatts, Joint Secretary to the Government of India, Department of Education, Health and Lands, and Major-General E.W.C. Bradfield, Director-General, Indian Medical Service, were present on behalf of the Government of India. Below is given a summary of the proceedings:

Maternity and Child Welfare Centres in factories.- The meeting considered the report of the special committee on maternity and child welfare work in India. The report extended over 85 pages and contained 53 recommendations of importance. The secretary in his introductory remarks referred to four or five of the more important recommendations. One of them stressed the necessity of appointing properly qualified and experienced women medical officers, one at the headquarters of each province for the organization and control of maternity and child wel-

fare work. He also stressed the part that could be played by women medical officers in the management and supervision of municipal and other local maternity and child welfare schemes. Yet another recommendation emphasised the importance of providing training in pre-natal and post-natal care. The Secretary laid stress on the necessity for continued research into the causes of maternal mortality and morbidity and finally referred to the recommendations contained in the report in respect of grants-in-aid. The report also pointed out that since the employment of female labour was a well-established practice in many industrial concerns in India and ~~in~~ since no legal obligation exists, except in Bombay Presidency, for the compulsory provision of creches for the children of these women workers, the time was ripe for such provision being made compulsory by legislative enactments.

Vital Statistics.- A memorandum on the subject contained a series of recommendations. The most important of these referred to the necessity for additional municipal and local board public health officers and trained staff and the compulsory registration of births and deaths. Mention was also made of the suggestion ~~in~~ in the memorandum that at each headquarters the Public Health Department should have a bureau of vital statistics with a staff of trained statisticians.

Public Health Services.- The memorandum on the subject contained a series of resolutions which were passed at the Rural Hygiene Conference, held at Java, and it drew attention to the necessity for wider employment of public health officers and sanitary staff and the enactment of a Public Health Act in each province. Stress was ~~laid~~ on the desirability of having advisory health committees and boards in provincial headquarters and smaller health committees in the district headquarters.

National Physical Education Committee.- A ~~Note~~ note on the formation of a National Physical Education Committee was considered. It was suggested that physical education committees should be formed in each province and State. An account of the work done in Madras and Bombay was given by the respective representatives. The Board generally recognised that India should pay more attention to physical culture, as in its wider aspect, it was intimately associated with health, education, medical inspection of schools, physique of pupils and nutrition. A suggestion was made that individual governments should prepare schemes suited to the population in their territories and for this purpose Physical Education Committees should be constituted, whose function would be to advise their respective governments.

( The Hindu 10 and 11-1-39) ✓

#### Labour Recreation Centres: Bombay Government's Plans. ✓

With a view to providing social amenities for industrial labour, the Government of Bombay proposes to establish labour recreation centres in the more important industrial areas in the Province. The centres are to be located close to or in the midst of the residential areas occupied by the working classes, so as to ~~en~~ enable them to take full advantage of the facilities afforded for recreation at these

centres. A beginning in this direction has been made by building a recreation pavilion at DeLisle Road, Bombay. It is proposed to construct similar pavilions at Naigaum and Worli in Bombay.

(December 1938 issue of  
Labour Gazette, Bombay).✓.

## Co-operation.

### Progress of the Co-operative Movement in India, 1936-37.\* ✓

The Statistical Statements relating to the Co-operative Movement in India during 1936-37 give a detailed record of the main statistics relating to co-operative societies in the several provinces of British India (with the exception of Baluchistan, where the co-operative movement has, as yet, made little progress), and in the Indian States of Mysore, Baroda, Hyderabad, Bhopal, Gwalior, Indore, Kashmir~~e~~, Travancore and Cochin for the year 1936-37.

Number of Societies and Membership.— The principal types of co-operative societies in India are (a) Central Societies (including provincial and central banks and banking unions), (b) Supervising and guaranteeing Unions (including Re-insurance Societies), (c) Agricultural Societies (including Cattle Insurance Societies), and (d) Non-agricultural Societies (including other Insurance Societies). The ~~number~~ ~~of~~ number of societies of all kinds increased from 107,957 in 1935-36 to 110,967 during 1936-37. The number of societies per 100,000 inhabitants rose from 32.2 to 33.0 in British India, and fell from 40.5 to 39.2 in the Indian States for which figures are given, and rose from 33.2 to 33.8 for the whole of India. The total number of members of primary societies in India increased from 4,510,774 in 1935-36 to 4,718,141 during 1936-37. The number of members of primary societies per 1,000 inhabitants rose from 13.5 to 14.1 in British India and fell from 16.3 to 16.1 in Indian States for which information is available, and rose from 13.9 to 14.4 for the whole of India. The working capital for all India rose from ~~Rs. 1,001,009,000~~ Rs. 1,001,009,000 in 1935-36 to Rs. 1,015,955,000 in 1936-37 and the working capital of co-operative societies expressed in terms of annas per head of population remained at 51 annas, the same as in 1935-36, in British India, while it fell from 37 in 1935-36 to 36 annas in 1936-37 in the Indian States for which statistics are given. On the whole, the working capital per head of population remained at 49 annas for 1936-37 in the whole of India.

Finances.— In 1936-37, 622 Provincial and Central banks with a membership of 89,022 individuals and 110,527 societies had reserve funds amounting to Rs. 22,354,903, working capital amounting to Rs. 420,780,857 and profits amounting to Rs. 4,960,658. There were 95,989 agricultural societies with a membership of 3,151,822 in 1936-37 having ~~reserve~~ reserve funds amounting to Rs. 73,259,787, working capital amounting to Rs. 345,872,371 and profits amounting to Rs. 7,280,444. Similarly, in the case of non-agricultural societies, 13,417 societies with a

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\* Department of Commercial Intelligence and Statistics, India. Statistical Statements relating to the Co-operative Movement in India during the year 1936-37. Published by Order of the Governor-General in Council Delhi: Manager of Publications, 1938. No. 3407. Price Rs. 1-10-0 or 2s. 6d. pp 21.

membership of 1,547,071 had reserve funds amounting to Rs. 20,890,963 , working capital amounting to Rs. 249,301,727 and profits amounting to Rs. 6,763,333. ✓

Co-operative Farming Colonies: Principles underlying Bombay  
Government's Experiment. ✓

The Bombay Government has for some time past been considering a scheme for creating a co-operative farming colony on a plot of waste land measuring about 5,628 acres belonging to the Zankharia Forest in the Broach and Panch Mahals district, and has decided to adopt the following principles in disposing of this land for co-operative farming:-

Qualifications of Applicants.- The applicants should in the first instance register themselves into an agricultural co-operative society. Preference will be given to persons who are landless. At least a proportion of the members should be educated persons with some experience in agriculture. They must be ready to cultivate the lands personally and not merely through hired labour.

Assistance from Government.- If Government assistance in the form of loans for bringing the land under cultivation is desired, Government will provide the same if the society is able to satisfy Government that there is sufficient security for the repayment of the loans in agreed instalments at a rate of interest not exceeding  $5\frac{1}{2}$  per cent. Government will place the services of an experienced agricultural officer at the disposal of the co-operative colony for free advice and guidance. Assessment will not be levied for the first three years. The colonists will have to pay the same in full or such portion of it as Government may direct after the expiry of that period. In case the land is inferior, the period of complete exemption may at the option of Government be extended to 5 or 7 years.

Repayment of Loans: Occupancy Rights.- When the colonists begin to pay assessment, they will also have to begin repayment of the loan, if taken, in such instalments as may have been agreed to. At the end of 10 years, the colonists will be given full occupancy rights in the lands assigned to them, subject to the condition that the lands will be impartible and inalienable except with the permission of the co-operative society and Government. The lands will revert to Government if the society goes into liquidation.

Economic Holdings: Co-operative Farming.- Each colonist will be assigned so much of the land in the colony as will be deemed by Government to be an economic holding; but the cultivation of the land will be carried on on co-operative lines according to the bye-laws and resolutions of the society.

(Public Information Series, Bombay  
Government Publication) 1-2-39). ✓

Co-operative Farming in U.P. : Congress to start Propaganda. ✓

One of the resolutions adopted at the United Provinces Political Conference held in the last week of December 1938 at Ajodhya, which was attended, among others, by Pt. Jawaharlal Nehru, Premier Pant and five Ministers, urged the insistent need for the introduction, at an early date, of methods of co-operative farming in the villages of the province with a view to improve the lot of the Kisans. Mr. R.S. Pandit, General Secretary of the U.P. Provincial Congress Committee, has since written to the subordinate committees, drawing their attention to the resolution of the Provincial Political Conference regarding kisans.

Reference was made in that resolution for legislation inter alia to encourage co-operative farming. The General Secretary points out that it is, therefore, desirable that local Congress committees should do propaganda in favour of co-operative farming and extend such propaganda to the villages. After emphasising the facts that the kisan is naturally conservative and that the idea of co-operative farming is new to him, he urges that it should be explained to him that the benefits to be derived from co-operative farming will be immense. It is also pointed out that the poverty of the cultivator and his meagre resources would hamper him from utilising to the full such facilities as Government may be able to offer through the 400 seed stores which have recently been opened unless there is a consolidation of holdings or farming by co-operative effort and method. The district Congress committees are, therefore, requested to do what may be possible to popularise the idea of co-operative farming.

(The Statesman 31-12-38 and the  
Leader 12-1-39). ✓

Rural Development Department for Bombay: Government's

decision to intensify Co-operative Activities. ✓

In connection with the Rural Development Scheme, which is now engaging the attention of the Government of Bombay, plans have been worked out for the early amalgamation of certain sections of the Agricultural, Industries and Co-operative Departments of the province. It is likely that the Co-operative Department will be improved and expanded, and will, at the same time, absorb the propaganda and field activities both of the Agricultural and Industries Departments, and

that the new Department will be known as the Rural Development Department. The reorganisation is expected to take effect from 1-4-39.

Special Rural Officers.- Rural development work in each district, it is understood, will be entrusted to an Officer, who will be assisted by persons in charge of marketing of agricultural produce, co-operative credit and supply. He will also be assisted by non-official, workers. There will be a specially trained worker appointed on remuneration for each village, or one at least for each of the bigger villages. He will both be the Secretary of the Village Panchayat and Secretary of Co-operative Societies. Workers will be specially trained to look after the secretarial work.

Debt Redemption.- Debt redemption will be one of the important items to be undertaken by the Government. Debt Redemption Boards will be established for this purpose. Those who actually cultivate lands will be assisted in the matter of ~~redem~~ redeeming of debts. The Boards will take into consideration the paying capacity of the cultivator while adjusting debts. Credit will be given to the agriculturists only through Co-operative Societies. This will necessarily mean that they have to be members of a Co-operative Society before enjoying the benefits of a Debt Redemption Board. According to the Government's scheme it will not be possible for a cultivator to get any credit outside on the strength of his crops. Any purchase of crops by outsiders will be illegal.

Prevention of further Debts.- The Government also proposes to take measures for preventing the agriculturist from contracting further unnecessary debts. Recognising that the debts of the cultivators are not always attributable to spendthrift habits, the Government is also planning to strengthen co-operative societies for the production, marketing and sale of agricultural produce. These societies will supply the funds the cultivator needs for growing his crops, ~~will~~ store his grains after the harvest and sell them when the prices are in his favour. The financial side of co-operation may be strengthened by Government to the extent of making it illegal for an agriculturist to borrow money from any other source except through the co-operative society to which he belongs. And this Society will not be allowed to lend money for any but productive purposes. Wedding ceremonies, special festivals, etc., will, in future, have to be financed from income and not from advances from a "kindly" sowcar with an eye on the land of the agriculturist.

(The Bombay Chronicle and the Times of India, 6-1-39). ✓



13th All-India Women's Conference - Delhi, 28-12-38 to 1-1-39. ✓

The 13th Session of the All-India Women's Conference was held at Delhi from 28-12-38 to 1-1-39, Rani Lakshmibai Rajwade presiding. Among those present was Miss P.Hage of the I.L.O., Geneva.

Presidential Address: Rani Lakshmibai Rajwade in her presidential address, pointed out that the activities of the A.I.Women's Conference had passed on from more or less academic discussions over educational and social reform to active agitation and the creation of institutions, funds and working centres, with the result that the Conference had grown into an organisation with 148 branches in British India and the Indian States. While congratulating the Conference on such achievements as the creation of the A.I.Women's Education Fund, and the setting up of the Lady Irwin College, she said that the Conference should, first, be enlarged to include a far greater number of the majority classes, namely, village and city working women, and, secondly, that it should take part in political activities.

Resolutions adopted: The Conference adopted a number of resolutions; the text of the labour resolutions is given below:

Labour Part-owners of Industry : "The A.I.W.C. declares as its considered policy the principle that labour must be recognised as part-owners in industry along with capital, and urges that this ideal be worked for by more co-operation between labour and capital.

Social Insurance for Workers: "The A.I.W.C. urges the Provincial Governments and the Central Governments to enact legislation providing for some suitable scheme of social insurance giving workers in organized industries protection against the risks of sickness, unemployment and old-age, and further recommends that its branches in the various provinces should endeavour to secure such legislation.

Famine Relief and Unemployment Bureau: "This conference deplores the insufficient wages paid by Government to famine relief labour for the heavy work they are doing in Madras and Hissar. To help unemployed women, each branch and the central office should open an Employment Bureau.

Adult Education : The subject of illiteracy and adult education has got two sections: (a) training in citizenship and (b) removal of illiteracy. To remove illiteracy, every member of the A.I.W.C. should make at least one person, if not more, literate every year. She should start with her dependents and those in her immediate surroundings. Employers in Government and other services, in institutions and industrial concerns should be approached with a view to their making special arrangements for teaching their employees.

(The Statesman and the Hindustan Times 29-1-38 to 2-1-39).4

P.T.O.

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Miss P. Hage explains I.L.O's Work.- A public meeting was held at the Y.W.C.A., New Delhi, on 31-12-38 under the auspices of the A.I.Women's Conference, at which several distinguished foreign visitors, including Miss A Mary Dingman, President of the Peace and Disarmament Committee of the Women's International Organization, Mrs. Harlow of the International Fellowship of Faiths, U.S.A., Mrs. Ali of Japan, Miss P.Hage of the International Labour Office, Geneva, and Miss Agatha Harrison spoke; Miss P. Hage in her speech dealt briefly with the work of the I.L.O. paying particular attention to the Organisation's efforts to improve the conditions of life and work of women workers.

Education.

Employers' Responsibility for Education of Adult Workers:

Resolution adopted by South Indian <sup>ad</sup> Adult Education

Conference - Madras, 11 to 14-1-39. ✓

At the South Indian Adult Education Conference, held at Madras from 11 to 14-1-39, a resolution, among others, was adopted urging the Government of Madras to "so amend the Madras Elementary Education Act as to bring within its ambit the education of illiterate adults" and to "so amend the Factories Act as to make provision therein for imparting education to adults, the employer being called upon to bear his share of the expenditure".

(The Hindu, 16-1-39). ✓

## Agriculture.

### Debt Conciliation Act Passed in Kolhapur: ✓

The Debt Conciliation Act, recently passed in Kolhapur State, has, it is understood, received the assent of the Maharaja and come into force. Under the Act the Government may establish a Debt Conciliation Board to which a debtor or any of his creditors may apply for settlement of a debt not exceeding Rs. 25,000. The Board will call upon every creditor to submit a statement of moneys owed by the debtor and any debt of which a statement is not submitted will be deemed to have been duly discharged. All statements will be verified and the Board will endeavour to induce the parties to arrive at an amicable settlement.

Settlements arrived at are reduced to agreements, and in the event of any defaults, the amount owed is recoverable as arrears of land revenue on application being made by the creditor within 90 days from the date of default.

(The Times of India 16-1-1939). ✓

### Report of U.P. Expert Committee on Rural Indebtedness:

#### Compulsory Adjudication and Conciliation Recommended: ✓

Important recommendations of a comprehensive nature are made by the Expert Committee on Rural Indebtedness which was appointed by the U.P. Congress Ministry as soon as it assumed reins of administration late in the summer of 1937. The committee was appointed in view of the acute rural indebtedness which had been further intensified by the slump in agricultural prices, and which is computed to lie in the neighbourhood of Rs. 1860 millions at present. Legislation on very liberal lines was called for. The Government appointed the committee to go into the whole problem and submit their report which would serve the purpose of strengthening their hands to adopt measures of relief. In their report, which contains a solitary dissenting minute, by Mr. A.G. Kher, the members of the committee classify indebted classes under two categories, first, tenants and petty proprietors, and second, larger landlords. Different methods of relief are suggested in regard to each of these two classes, involving the principle of compulsion and conciliation.

Mr. Kher, in his minute of dissent says that he is strongly in favour of compulsory adjudication of debts, while the majority have tied compulsory adjudication to the slow processes of co-operative societies.

Another objection which Mr. Kher raises is in regard to the exclusion of middle class and bigger zamindars from the purview of debt schemes. Mr. Kher also objects to the machinery to be set up for adjudication of old debts, which the majority recommend. A brief summary of the report is given below:

Principal Recommendations.-- The committee has recommended the following general principles for tackling the problem. Those are:-  
The adjudication of existing debts and their reduction to a reasonable figure;

The liquidation on repayment of the reduced debt; and

Provision of facilities for and control of future credit.

Two Methods of Settlement: (a) Compulsory Adjudication.-- There are two classes of debtors, namely, (1) tenants and petty proprietors, and (2) the larger landlords. Different methods will have to be adopted in dealing with each class separately. The committee have recommended that in dealing with the tenants and petty proprietors, there should be compulsory adjudication of debts to the greatest extent practicable. Under such a scheme of "compulsion", the creditor would be required to file his claim within a prescribed period, otherwise it would be deemed to have been discharged. There are two suggestions as to the extent to which "compulsion" should be applied. One is that it should be applied in the case of those debtors only who agree in advance to join a co-operative credit and marketing society which would arrange for the replacement of their debt and the supply of future credit. The other is that compulsion should be universal, that is applied to all debtors, and the creditor should be left to recover the scaled down debts.

Principles of Compulsion.-- Where the debts are compulsorily adjudicated they should be scaled down according to three principles. One is the principle that pre-slump debts should be reduced at a flat rate for the whole province on account of the fall in prices. The second is that past interest should be reduced to, and future interest calculated at reasonable rates to be prescribed. The third is that where the debt after reduction, under the above two processes, is greater than what the debtor could reasonably be expected to repay, it should be further reduced to the pre-determined "repayment capacity". The "repayment capacity" of a tenant or petty proprietor must, in the main, bear some simple relation to the annual rent or the land revenue as the case may be, for example, twice the rent of a statutory tenant and ten times the revenue, *It is also proposed that the scaling down of debt should be left in the hands of either "panchayats" or special officers or a combination of the two.* But, in every case, the decree or awards should be in instalments of equal amounts repayable over a period of six years for tenants and ten years for petty proprietors; and the period to be extended only on account of agricultural calamity.

(b) Conciliation.-- The second method, recommended by the committee in dealing with tenants and petty proprietors, is to adopt conciliation where compulsion is not practicable. In such cases, the principle

applied for the compulsory adjudication of debts, would act as a general guide in determining the suitability of any proposed award, but they need not be strictly adhered to.

Liquidation of Adjudicated Debts.- The Committee made two suggestions for the liquidation of debts after adjudication. The first (supported by a minority) was in favour of State or State-aided banks to take over the debts, issue debentures to creditors and realise by instalments from the debtors. The second (supported by the majority and which had also the support of other members, if State responsibility was not to be directly resumed) was for liquidation through co-operative societies (with a Provincial Co-operative Bank at the head of the organization) which would adopt a similar procedure. Those societies are to be of two kinds - credit and marketing societies and land mortgage societies. Also, the members should not be permitted to borrow from outside sources without the permission of the society.

If no such organisations are established, the creditor will be left to realise his dues through the medium of the court. But the committee recommended unanimously that the agency of co-operative societies should be employed to the greatest extent possible for the liquidation of debts.

Future Credit Facilities.- Future credit, as recommended by the Committee, should be supplied either by a State bank or a State-aided bank or by co-operative societies. It is further recommended that pending the establishment of such agencies, money-lending should be controlled by (a) registration and the licensing of all money-lenders and inspection of their accounts, (b) limitation of the money-lender's power of recovery to the "repayment capacity" in the case of tenants and petty landlord debtors, (c) registration with village panchayats of all ~~x~~ loans to tenants and petty landlords, (d) amendment of section 60 of the Civil Procedure Code, ~~x~~ so as to include certain essentials in the list of property exempt from attachment, (e) abolition of imprisonment for debts and (f) amendment of the Limitation Act in certain cases in which it appeared to be unduly harsh on the judgment-debtor. In addition, various amendments have also been suggested in the Agriculturists' Relief Act. The Committee emphasised the necessity for a controlled system of rural credit for the ~~x~~ future, which they considered can best be effected by the expansion of the co-operative movement in all its branches.

Improving Earning Capacity of Agriculturists.- As a necessary corollary to the above, the Committee urged the necessity of increasing the potential earning capacity of the agricultural classes by the adoption of measures for consolidation of holdings, better marketing facilities, reduction of expenditure on social ceremonies, agricultural improvements and measures of a like character.

Mr. Kher's Note of Dissent.- Mr. A.G. Kher, Parliamentary Secretary, has written a note of dissent. The following are the points wherein he differed from the majority of the members of the expert committee:-

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He was strongly in favour of compulsory adjudication, while the majority had tied compulsory adjudication to the slow, chariot wheel of co-operative societies. As regards the exclusion of middle ~~classes~~ and big zamindars from the purview of the debt scheme, he was of the view that, if the credit system of a village was to be established on sound lines, it was a short-sighted policy to deal only with the poorer people alone who had very little tangible assets and who might generally be deemed to be a financial burden on the state. +

Maritime Affairs.Demand for Rotational Employment: Deputation of Seamen's Union,  
Bombay, waits on Commissioner of Labour. ✓

On behalf of the Seamen's Union, Bombay, a deputation consisting of Mr. S.V. Parulekar, ( Honorary General Secretary of the Union) Mr. Dinkar Desai, and three seamen interviewed the Commissioner of Labour, Bombay, on 16-1-39 and placed before him the demand of the Union that seamen should be employed by a system of rotation so that bribery, which is rampant among seamen, could be effectively stopped and an equitable distribution of the available volume of employment could be secured in the interests of all seamen.

The Commissioner promised to consider the demand and assured the deputationists that the various shipping companies would be approached by Government to bring about an amicable settlement.

(The Times of India, 18-1-39) ✓



Migration.

Negotiation for Resumption of Emigration of Indian Labour to Malayan

Plantations: Malayan Delegation's arrival in India.

Reference was made at pages 45 and 46 of the December 1938 Report to the negotiations initiated by the Malayan Government with the authorities in India regarding the conditions under which the emigration to Malaya of Indian labourers - assisted and unassisted - will be permitted by the Government of India. The members of the Malayan official delegation, consisted of the following: Mr. C.D. Ahearne, Federal Secretary; J.M. Barron, Deputy Controller of Labour; S.P. Palmer, Chairman, United Planters' Association of Malaya; and Mr. S.N. Veerasamy, Indian member of the Malayan Legislative Council. The delegation arrived at Madras on 21-1-1939. In addition to this official delegation, the Agent of the Government of India in Malaya, and a non-official delegation consisting of Messrs S.M. Sharma and L.R. Chandran, representing the Central Indian Association, Malaya, are also now in India in connection with the discussion of the question of resumption of emigration of Indian labourers to Malayan plantations.

After a few days' stay in Madras in the course of which they discussed the problem with the Government of Madras, which is vitally interested in the question since the major portion of the emigrants to Malaya are drawn from that province, the official delegation arrived in New Delhi towards the close of January 1939, and negotiations with the Government of India began on 30-1-1939. The discussions will continue during February; the delegation, it is understood, will also meet the Standing Emigration Committee of the Central Legislature.

(The Hindu, 21-1-1939 and  
The Statesman 31-1-1939).

General.

Social and Economic Legislation in Bihar: Review of

Congress Ministry's Work.\* ✓

The following information about the work of the Bihar Congress Government from July 1937, when it assumed office, to December 1938, is taken from a booklet issued by the Information Officer, Government of Bihar:

Legislative Measures.- Below is given a list of the more important legislative measures which have a bearing on the work of the I.L.O:

Agrarian.- (a) the Bihar Tenancy (Amendment) Act, 1937; (b) the Chota Nagpur Tenancy (Amendment) Act, 1938; (c) the Bihar Tenancy (Amendment) Act, 1938; (d) the Champaran Agrarian (Amendment) Act, 1938; and (e) the Bihar Restoration of Bakasht Lands and Reduction of Arrears of Rent Act, 1938.

Social and Economic.- (a) the Bihar Prohibition Act, 1938; (b) the Bihar Money-lenders' Act, 1938; and (c) the Bihar Money-lenders (Amendment and Application to Pending Suits) Act, 1938.

Industrial.- The Bihar Sugar Factories Control Act, 1937.

Forced Labour.- The Bengal Troops Transport and Travellers' Assistance Regulation (amendment) Act, 1938.

Miscellaneous.- (a) the Ministers' Salaries Act, 1937; (b) the Legislature (Officers' Salaries) Act, 1937; (c) the Legislature (members' Salaries and Allowances) Act, 1938; (d) the Legislature (Removal of Disqualifications) Act, 1937; and (e) the Bihar Famine Relief Fund (Expenditure) Act, 1937.

Rights of Landless Labourers.- Before the passing of the new ~~tenancy~~ tenancy legislation, under-raiyats (landless agricultural labourers) had no right to acquire occupancy right in their raiyati holdings. The new Act enables them to acquire occupancy rights if they have cultivated the land for 12 years as an under-raiyat, and an under-raiyat having such occupancy rights enjoys rights similar to those of an occupancy raiyat in respect of trees, bamboos and use of and succession to and eviction from his land.

Social Measures: Prohibition.- The Government is committed to the policy of prohibition of intoxicating drinks and drugs even at the expense of excise revenue which forms the bulk of the revenues of the province. In order to implement this policy a Prohibition Act has been passed. It enables Government to introduce prohibition in selected areas and go on gradually extending it to other parts of the province, so that in the course of a few years the whole province may go dry. Prohibition has already been enforced in the district of Saran and the reports which have so far reached Government of its working are encouraging and show that the scheme has had a successful start.

Economic Measures: Relief to Debtors.- The Bihar Money-lenders' Act, 1938, is designed to give relief to debtors generally by regulating money-lending transactions within the province. Provision has been made for the registration of money lenders on payment of a small

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\* The Bihar Government and its Work - Review of past 18 months - Published by the Information Officer, Govt. Of Bihar, Printed by Supdt. Govt. Printing, Bihar, Patna. 1939 pp 67.

fee. No one who is not a registered money-lender can institute any suit for the recovery of his dues from the debtor. All money-lenders are bound to maintain proper accounts and give receipts to their debtors for all payments made. The rates of interest have been fixed at not more than 9 per cent per annum in the case of secured loans and 12 per cent per annum in the case of unsecured loans. But in no case can a decree on account of interest (accrued or realised) be passed for an amount which exceeds the amount of the principal loan. In certain cases courts have been given the power of reopening transactions and relieving debtors in respect of interest in excess of the rates mentioned. Courts have also been given the power of permitting judgment-debtors to pay up the decretal amount by instalments.

Abolition of Forced Labour.— Section 8 of the Bengal Troops Transport and Travellers' Assistance Regulation of 1806 empowered police officers to impress labour and transport for civil officers and private travellers journeying in the Mofussil. Though the Regulation contained adequate provision to guard against any abuse of the power and to ensure payment of proper wages, the very idea of compulsion is repugnant to modern notions. Moreover, under the conditions now prevailing, it was no longer necessary to retain the power conferred by section 8 of the Regulation which is inconsistent with the International Convention on forced labour. For these reasons section 8 of the Regulation has been repealed by the Bengal Troops Transport and Travellers' Assistance Regulation (Amendment) Act, 1938.

Legislation to be undertaken.— The programme of legislative work which Government proposes to complete in the first-half of 1939 ranges over a large field and includes ameliorative measures, both economic and social, such as the Agriculturists' Relief Bill, the Debt Conciliation Bill, the Kosi Diara Settled Rent Reduction Bill, the Markets and Dealers' Bill, the Suppression of Immoral Traffic Bill, the Public Health Bill, etc.

#### Administrative Action :

Mass Education.— The Mass Literacy movement which was inaugurated by the ~~Minister~~ Minister of Education, at the end of April 1938 for eradicating adult illiteracy and spreading enlightenment among the masses has made good progress during the past few months. With the help of about 14,000 volunteers drawn from the student community, teachers, the inspecting staff of the Education Department and other public-spirited workers, more than 12,000 literacy centres were started with an average attendance of about 150,000 per term of six weeks. The figures received till August 1938 show that over 300,000 have been made literate during the first four months of the campaign. The movement has now entered on its second phase whereby intensive work in two subdivisions and one police station in each district has been started. The idea is to make all illiterate males between the ages of 15 and 40 living in these areas literate within the next six months. Along with the teaching of 3 R's efforts are being made to provide visual instruction on subjects useful to the adults in their everyday life.

Cottage Industries.— For the improvement and development of hand-spinning and hand-weaving, Government has sanctioned a grant of ~~Rs. 12,50,00~~ Rs. 12,50,00.

Rs. 12,500 and Rs. 17,500 during 1937-38 and 1938-39 respectively to the Bihar Branch of the All-India Spinners' Association. With a view to revive the manufacture of hand-made paper as a cottage industry, a paper-making class has been started at the Cottage Industries Institute at Patna. To help women workers of the Jharia coal-fields, who have been excluded from underground work as a result of recent legislation, two handicrafts institutes have been started at Jharia and Kustore. It is now proposed to train these women workers in hand-weaving and basket-making at an estimated cost of Rs. 9,720 recurring and Rs. 840 non-recurring. With a view to removing unemployment among the professional class of mochis and chamars and to train middle class boys in improved method of leather tanning and leather work, two peripatetic demonstration parties have been started at a cost of Rs. 6,766 recurring and Rs. 1,400 non-recurring.

Industrial Planning.- For the industrial planning of Bihar, a conference of experts and industrialists was convened at Ranchi. The conference has formed three separate committees for the detailed investigation of the mechanical industries, the chemical industries and the cottage industries that can be suitably developed in the province, and to make their recommendations at an early date for the consideration of Government. A sum of Rs. 1,000 has been contributed to meet the incidental expenses in connection with the National Industrial Planning Commission.

Unemployment Relief.- The present Government have strengthened the existing Employment Bureau attached to the Industries Department with a view to explore avenues of employment for young men of the province and to put suitably qualified candidates in touch with employers. An Employment Board has been constituted with the Hon'ble Minister for Development as Chairman to devise ways and means to help the Employment Bureau in finding employment for educated young men and to consider and advise Government in all measures necessary for relieving unemployment.

Rehabilitation of Co-operative Movement.- With a view to rehabilitating the co-operative movement in the province as early as possible and ensuring its future expansion on sound lines, an intensive enquiry into the assets, liabilities and repaying capacities of societies and banks has been undertaken. Enquiries have, so far, been taken up in thirteen banks.

Labour Policy.- Attempts are being made to improve the lot of both Industrial and agricultural labour. The committee appointed by Government to investigate the condition of industrial labour and to make recommendations for the purpose of improving the level of wages, conditions of work, employment, etc., has commenced its labours. A Labour Assistant has been appointed to investigate the conditions of labour and assist the Ministry in tackling labour problems arising from time to time. Considerable progress has been made in the settlement of important labour disputes and three such disputes, namely, at the Indian Copper Corporation, Mosaboni, the Tinsplate Works, Golmuri, and the Tata-nagar Iron Foundry have been satisfactorily settled by the Conciliation Board appointed by Government. The efforts of Government Officers and arbitrators have also been successful in settling strikes at Dehri-on-Sone and at Baulia in the Shahabad district. Government are now arranging for the appointment of a Labour Commissioner with a view to improving the relations between the employers and labour.

Prison Reform.- Government has tried to introduce reforms in the jail administration to convert jails from places of punishment into reformatories and work-shops. Hand-spinning industry on charkhas has been introduced in all the Central Jails. Jail industries are being re-organised on a large scale. Degrading forms of labour, such as ghani (oil pressing) by prison labour has been abolished. The diet of ~~prisoners~~ prisoners has also been improved and arrangements have been made for the education of all illiterate prisoners. Instructions have been issued to jail authorities to consider cases of release of long-term prisoners on the recommendation of the Board of Visitors, as also the release of old, infirm and decrepit prisoners by liberal application of the rules. ✓

Mr. Subhas Chandra Bose re-elected President of Indian National

Natia Congress for 1939-40: Drift of Congress towards

Left Anticipated. ✓

On 30-1-1939 the result of the voting for the Presidentship of the Indian National Congress for 1939-40 was announced. The candidates for the Presidentship were Mr. Subhas Chandra Bose, the present President (standing for re-election) and Dr. Pattabhi Sitaramayya. Mr. Bose was re-elected securing 1,575 votes, against Dr. Sitaramayya's 1,376 votes.

A feature of the election was the open opposition to Mr. Bose's re-election from leading members of the Congress Working Committee, like Sardar Vallabhbhai Patel, Babu Rajendra Prasad, and Seth Jammalal Bajaj, as also from Mahatma Gandhi. The re-election of Mr. Bose is interpreted as symptomatic of the waning influence of the right wing leaders headed by Mahatma Gandhi and the swing of the organisation towards the Left to which Mr. Bose belongs. Commenting on the election, Mahatma Gandhi makes the following observations in the course of a press statement issued on 31-1-39:

I must confess that from the very beginning I was decidedly against his (Mr. Bose's) re-election for reasons into which I need not go. ... Nevertheless, I am glad of his victory, and since I was instrumental in inducing Dr. Pattabhi not to withdraw his name as a candidate .... the defeat is more mine than his. And I am nothing if I do not represent definite principles and policy. Therefore, it is plain to me that the delegates do not approve of the principles and policy for which I stand. .... If they (right wing) cannot keep pace with it, they must come out of the Congress. If they can, they will add strength to the majority. .... Those, therefore, who feel uncomfortable in being in the Congress, may come out, not in a spirit of illwill, but with the deliberate purpose of rendering more effective service.

( The Hindustan Times  
1-2-1939).

P.T.O.

Another interpretation of the election is that of the Times of India, which in an editorial says that Mr. Bose's success was in a large measure due to "the revolt against what are regarded as the Fascist tendencies of the small group of leaders who have been manipulating the controls in the Congress mechanism".

( The Times of India, 31-1-39).✓

Resolution recommending India's Withdrawal from League of Nations: Debate in Central Assembly. .

On 4-2-1939 Mr. T.S. Avinashilingam Chettiar (Congress) moved the following resolution in the Central Assembly:

"This Assembly recommends to the Governor-General in Council that immediate steps be taken under Article 1(3) of the Covenant of the League of Nations to give notice of India's intention to withdraw from the League, among others, for the reason that the League has failed to implement the provision of Article 16 of the Covenant against Covenant-breaking members of the League."

Moving the resolution, Mr. Chetty said that never had the League failed more grievously in its purpose than in recent years when a number of nations like Germany, Italy, and Japan had taken the law into their hands and set at nought the League's pious notions of collective security. India paid nearly Rs. 1,000,000 to the League annually and the return she got for it was very little indeed. It was really money wasted. He also said that Sir N.N. Sircar during the last session of the League had virtually spoken in support of the resolution before the House when he used words which he (Mr. Chettiar) could only interpret as meaning that as ~~xxxx~~ soon as the present irresponsible executive was removed, India would secede from the League; such was the strength of the dissatisfaction in India with Article 16 and other articles of the Covenant.

Mr. Joshi's Amendment.-- Mr. N.M. Joshi moved that for the original resolution the following be substituted:

"This Assembly recommends to the Governor General in Council to convey to the League of Nations India's dissatisfaction that in major political issues it has so far failed to achieve its purpose of bringing about international peace and protecting the interests of smaller nations, to put forward before the League proposals for making it a better and more effective instrument for accomplishing its aims and objects by strengthening the Covenant of the League and otherwise and for India's more effective participation in its work and also recommends to the Government of India to take such steps, as are necessary to secure the acceptance of its proposals by the League."

Sir Syed Raza Ali's Amendment.- Sir Syed Raza Ali moved the following amendment:

- (a) That after the words "Governor General in Council That" the words "unless the League of Nations agrees to reduce India's contribution to 2,00,000 francs with effect from 1941" be inserted;
- (b) that the word "immediate" occurring in the first line be omitted; and
- (c) that all the words occurring after the words "to withdraw from the League" be omitted.

Mr. Abdul Qaiyum's Amendment.- The following amendment was moved by Mr. Abdul Qaiyam:

That at the end of the Resolution the following be added:-  
"and also for the reason that Great Britain has persisted in following an utterly wrong policy with regard to Palestine, in contravention of Article 22 of the Covenant, and in open disregard of the feelings of the Indian Nation in this matter."

General Discussion: Mr. N.M. Joshi!- Mr. Joshi said that he ~~shared~~ shared the dissatisfaction expressed by the mover of the resolution, but that the failure was not of the idea of the League but of the members of that organisation, and disappointment with such failure should not induce despair. While agreeing that on major political issues the League had failed, he held that in economic and social spheres, in the matter of public health, international communications, conditions of women and children, refugees, collection of statistics regarding economic and social matters and, most of all, in bringing into existence a body of international-minded public servants, the League had proved its worth.

Sir Syed Raza Ali.- Sir Syed Raza Ali was opposed to India's withdrawal in view of the international contacts India gained by her membership. All the same, there was a large disparity between the huge contribution she made and the advantages she secured thereby. India should make it clear that her contribution should not be more than 200,000 francs, and if the League hesitated to entertain that proposal, India should withdraw.

Government's Attitude.- Mr. G.H. Spence, Secretary, Legislative Department, indicating the Government's attitude on the question, referred to the new allocation committee which would present its report shortly. This committee, he said, would consider the question of a reduction ~~xxxxxxx~~ of India's contribution. But a reduction as suggested by Sir Raza Ali was not one within practical politics. To ask for a reduction from 49 units to seven or eight was not substantially different from the unqualified demand for withdrawal.

Turning to the original resolution, Mr. Spence asserted that it would be a grave mistake to carry this resolution. Government maintained that leaving the League was to ignore vital considerations. Membership of the League was of value because of its useful technical and humanitarian activities. The present ineffectiveness of the League was due to the world conditions prevailing now, and it was quite possible that with a change in this situation the League might attain universality.

The membership of the League had given India an international status. Government therefore found themselves in closer accord with Mr. Joshi's amendment than with the original resolution or the other amendments.

Dealing with the argument about the paucity of Indians on the League Secretariat, Mr. Spence said that this was being borne in mind by Government. At the same time the position was not as bad as it had been depicted. Apart from two collaborators, there were four permanent Indian employees in the International Labour Office. This did not compare unfavourably with the position of other countries. Further, India was one of the countries in which a branch of the League and another of the International Labour Office were maintained.

Mr. F. E. James.— Mr. F.E. James analysed the criticisms made against the League and suggested that it was unwise to concentrate on the political aspect of that body. He expressed agreement with Sir Raza Ali that India's contribution to the League was out of proportion to her financial resources and that that contribution should be reduced. Mr. James asserted that the Government of India themselves had blown hot and cold with regard to representation in the League. It was wrong for India to be represented at the League by delegates who were not resident in this country and who had ceased to have connections with her. Nor had Government treated the work of Indian representatives there seriously. Nevertheless, what would India gain by leaving the League? As a country outside the League she would not be able to make any contribution to the important epoch of world reconstruction that ~~would be bound to come soon.~~

Voting on Resolution postponed.— Mr. Joshi's amendment was put to vote and declared lost by 57 votes to 43. Voting on the other amendments and the resolution was postponed to 15-2-1939.

(The Hindustan Times 5-2-39).+



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List of More Important  
Publications received in this Office during January 1939.

National Labour Legislation.-

- (1) The Indore Payment of Wages Bill (No. II of 1938).
- (2) The Indore Trade Unions Bill (No. X of 1938).

Conditions of Labour.-

- (1) "Statistical returns under the Workmen's Compensation Act, 1923, for the year 1937" (Orissa).
- (2) "Madras Labour - July 1937-October 1938".
- (3) Questionnaire issued by the Khaitan Committee appointed by the United Provinces Government to enquire into the working of the Sugar-cane Rules and the conditions of labour employed in sugar factories.

Industrial Organisation.-

Annual Report on the working of the Indian Trade Unions Act, 1926 (XVI of 1926) in the province of Bihar for the year 1937-38.

Economic Conditions.-

- (1) Report of the Department of Industries, Assam, for the year 1937-38, by S.L.Mehta, Esq., I.C.S., Director of Industries, Assam.
- (2) Annual Report of the Indian Central Cotton Committee for the year ending 31st August 1938.
- (3) Statistical Tables relating to Banks in India, 1936.

Social Conditions.-

- (1) Report of the Criminal Tribes Committee appointed by the Government of the United Provinces on 28-3-1938.
- (2) Annual Report on the Reclamation Department of the Punjab for the year ending 31st December 1937.
- (3) "Economic Results of Prohibition in the Salem District" (October 1937-September 1938) by P.J.Thomas, M.A., D.Phil. (Oxon.) M.L.C., Professor of Economics, University of Madras.

Co-operation.-

Statistical Statement relating to the Co-operative Movement in India during 1936-37 (Department of Commercial Intelligence and Statistics, India).

Education.-

The General Education Tables for Ajmer-Merwara for 1937-38.

Agriculture.-

- (1) Agricultural Statistics of India, 1935-36, Vol. II.
- (2) Report on the Operations of the Department of Agriculture, Madras Presidency, for the year 1937-38.
- (3) Report on the working of the Department of Agriculture in the Central Provinces and Berar for the year ending 31-3-1938.

Miscellaneous.-

- (1) The Central Provinces and Berar Government at Work (from 15-3-1938 to 15-7-1938) Vol. I - No. 2.
  - (2) The Central Provinces and Berar Government at Work (from 15-7-1938 to 15-10-1938).
  - (3) "The Bihar Government and its Work" Review of the past 18 months, by the Information Officer, Government of Bihar.
  - (4) Proceedings of the meeting of the Standing Finance Committee for Railways Vol. XV, No. 3 (dated 10-12-1938.)
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INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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Report for February, 1939

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## National Labour Legislation.

### The Employment of Children (Amendment) Bill, 1939:

#### Children below 12 not to be employed in Workshops.

#### Central Assembly passes Bill. \*

On 8-2-1939 Sir Muhammad Zafrullah Khan introduced in the Central Assembly the Employment of Children (Amendment) Bill, 1939, which seeks to prohibit the employment of children below 12 years of age in workshops (premises wherein any industrial process is carried on without the aid of power). The text of the Bill is published at pages 24-25 of Part V of the Gazette of India dated 11-2-1939. (A copy of the Bill was sent to Geneva with out minute A.8/232/39 dated 9-2-1939.)

The Statement of Objects and Reasons appended to the Bill points out that the Royal Commission on Labour drew attention to the serious abuses prevalent in many establishments not subject to the Factories Act. In particular, mention is made of the employment of children, often at a very early age, in various offensive, and in some cases dangerous, occupations. The Bill is intended to prohibit the employment of children under 12 on premises carrying on the occupations enumerated in the Schedule, which have been selected either because they are unhealthy or commonly accompanied by exploitation of child labour. Provincial Governments, who have been consulted, are given full power to amend the Schedule.

The Schedule includes: (1) bidi making, (2) carpet-weaving, (3) cement manufacture, including bagging of cement, (4) cloth printing, dyeing and weaving, (5) manufacture of matches, explosives and fireworks, (6) mica-cutting and splitting, (7) shellac manufacture, (8) soap manufacture, (9) tanning, and (10) wool cleaning.

Debate in the Assembly. - The Bill was taken up for consideration on 13-2-1939.

Mr. K. Santanam, while supporting the Bill, criticised its limited scope and stated that employment of children in all occupations, especially in hotels, but excepting domestic services, should have been brought within the scope of the Bill. Under the Bill as drafted, children could be employed in establishments which used power but employed less than 10 or 20 persons under the Factories Act as applied in different provinces.

Mr. N. M. Joshi said that this and other minor Bills intended to carry out the Labour Commission's recommendations were undoubtedly useful, but larger problems like social insurance, reduction of hours, revision of the workmen's compensation law, etc., were more important and required urgent attention. The Government, he complained, had failed to take them in hand. He also referred to the delay in implementing the recommendations of the Labour Commission and suggested

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that if early action had been taken on them, sufficient time would have elapsed for necessary revisions of the age of employment and, instead of 12, it would now have been raised to 15, which in his opinion was the right limit.

Mr. M.S.Aney pointed out that the power given to the provinces to add or omit from the schedule of occupations that would come under the operations ~~that~~ of the Bill, was likely to bring about unfair, and different conditions in the various provinces. He, therefore, suggested that legislation should be ~~so~~ as to provide for uniformity.

Sir M. Zafrullah Khan in his reply, pointed out that the other ~~to~~ important aspects of labour legislation to which reference had been made in the speeches were aspects of which the Government were aware and some of them were under their consideration.

Amendments.— Two amendments were moved by Mr. N.M.Joshi, one seeking to raise the age limit from 12 to 15, and the other to withdraw the power given by the Bill to provincial Governments to make exceptions in the case of dangerous and unhealthy occupations given in the schedule. The first was rejected and the second passed. Another amendment seeking to exempt employment of children in recognised vocational schools, was also adopted.

The Bill was then passed by the Assembly the same day.

(The Statesman, 14-2-1939) ~

Safety in Coal Mines:

The Coal Mines (Stowing) Bill, 1939:

Bill referred to Select Committee by Central Assembly. +

On 8-2-1939 Sir Muhammad Zafrullah Khan, Labour Member, introduced in the Central Assembly the Coal Mines (Stowing) Bill, 1939, which seeks to make further provision for safety in coal mines. The Bill proposes an excise duty on coal and coke raised so as to constitute a fund to grant assistance to owners, agents or managers of coal mines, for stowing operations. The text of the Bill is published at pages 19-23 of Part V of the Gazette of India dated 11-2-1939. (A copy of the Bill was sent to Geneva with our Minute A.8/232/39 dated 9-2-1939.)

According to the Statement of Objects and Reasons appended to the Bill, the Government of India have had under consideration for some time past the question inter alia of devising measures for the protection of miners against the dangers involved in the present methods of extraction in the main coalfields where a stage has been reached at which the continued extraction of the large quantities of coal standing in pillars by ordinary methods is impossible in some

cases and would, in other cases, involve serious danger to those engaged in the work and the likelihood of a great wastage of coal. They accordingly appointed a committee known as the Coal Mining Committee in October, 1936, to inquire into the methods of extracting coal underground in Bengal, Bihar and the Central Provinces and to report on the measures which should be taken to secure the safety of the workers and to prevent avoidable waste of coal. The Committee have advocated the adoption of stowing, i.e., the filling with sand or other incombustible material of the space left by the extraction of coal, to start with, in areas where there is urgent and immediate danger to life or urgent danger of substantial loss of coal. The Committee have recommended that a cess of 8 annas per ton on coal, including soft coke, and 12 annas per ton on hard coke should be imposed, to be used mainly to defray the cost of stowing. The recommendations of the Committee have been examined by the Government of India in consultation with the Provincial Governments and the interests concerned. The Government of India feel that for the present at any rate the main objective of any proposals should be to secure the safety of the worker. Such proposals would incidentally result in a certain amount of conservation but safety should be the primary objective. The Bill is designed to give effect to these proposals.

The Bill was taken up for consideration on 13-2-1939 and referred to a Select Committee the same day. *The Select Committee reported on 18-2-39 & consideration of the amended Bill was taken up on 27-2-39. The report is (The Statesman, 14-2-1939.) published at pages 31-42 of Part V of the Gazette of India dated 25-2-39 +*

Coal Mines Rescue Rules, 1939. +

Attention is directed to pages 191 to 205 of Part I of the Gazette of India dated 11-2-1939 where is published the final text of the Coal Mines Rescue Rules, 1939. The Rules are to apply to the Jharia and Raniganj coal fields; they provide for the formation of a Rescue Stations Committee, and the imposition of an excise duty on coal raised for financing the station, and define the functions of the Station. +

Draft Amendments to Indian Coal Mines Regulations: Provisions  
for greater Safety. +

Attention is directed to page 190 of Part I of the Gazette of India dated 11-2-1939 where is published the draft of certain amendments to the Indian Coal Mines Regulations, 1926. The proposed amendments relate to the tests designed to ascertain the presence, if any,



of inflammable gas in unused workings suspected to contain such gas, Standing Orders regarding withdrawal of workmen from mines in the event of a stoppage of the mechanical ventilation, and the prohibition of naked lights on defective safety lamps.

The draft amendments are to be taken ~~+~~ into consideration on 11-5-1939. +

The Hazardous Occupations (Bleaching and Dyeing) Rules, 1939:

Draft Notification of the Madras Government. -

Attention is directed to page 192 of Part I of the Fort St. George Gazette dated 14-2-1939 where is published the draft of the Hazardous Occupations (Bleaching and Dyeing) Rules, 1939. The Rules are to apply to all textile factories in which bleaching and dyeing processes are carried on and provide that the management should provide rubber gloves to workers engaged in these processes. +

The Hazardous Occupations (Weight Lifting) Rules, 1939:

Draft Notification of the Madras Government. +

Attention is directed to pages 193 to 194 of Part I of the Fort St. George Gazette dated 14-2-1939 where is published the draft of the Hazardous Occupations (Weight Lifting) Rules, 1939. Occupations involving the carrying or lifting of articles by women workers in factories are to be declared hazardous and the Rules prescribe that no woman worker should carry or lift articles weighing more than a third of her weight or 50 lbs. whichever is less. +

Bengal Jute Ordinance, 1938, Withdrawn. +

In view of the fact that the Indian Jute Mills Association, Calcutta, has recently arrived at a satisfactory agreement with the outside mills on the subject of restriction of working hours, working looms etc., with a view to control mill output of jute, the Bengal

Jute Ordinance, 1938 (vide page 4 of our September 1938 report for details), has now been withdrawn. A Notification (No. 560-Com. dated 17-2-1939) to this effect has been published at page 19 of Part I of the Calcutta Gazette Extraordinary dated 18-2-1939. (For details of the agreement between the Jute Mills Association and the 'outside' mills, vide pages 25-27 of this Report under Section: "Conditions of Labour").

Settlement of Trade Disputes in U.P. : Bill on lines  
of Bombay Trade Disputes Legislation to be  
introduced. .

It is understood that the United Provinces Government is contemplating to introduce labour legislation generally on the lines of the Bombay Trades Disputes Act. At present, in the U.P., trade disputes are being decided by the Labour Commissioner who is assisted by the Labour Officer. It is felt that the growth of industrialism in the province is creating new problems, for a proper solution of which suitable legislation and machinery are called for.

(The National Herald,  
1-2-1939).

The Burma Shops Bill, 1939: Bill introduced in House  
of Representatives on 15-2-1939. +

Attention is directed to pages 58 to 59 of Part III of the Burma Gazette dated 18-2-1939 where is published the Burma Shops Bill, 1939, which seeks to regulate the hours of work of shop assistants and commercial employers. The Bill was introduced in the House of Representatives on 15-2-1939 by Mr. Ganga Singh (non-official). It is drafted on the model of the Bombay Shops and Commercial Establishments Bill, 1939 (vide page 3 of our January 1939 report) and provides, inter alia,

for (1) an 8-hour day in shops, commercial establishments, and hotels, restaurants, etc; (2) one hour rest interval; (3) spread-over not exceeding 12 hours per day; (4) 52 holidays with pay and (5) prohibition of children under 12 in employment in establishments covered by the Bill, and limitation of working hours of children between 12 and 15 years to 7 hours per day. +

The Burma Labour Protection Bill, 1939: Bill introduced  
in House of Representatives on 15-2-1939. +

Mr. Ba Hlaing introduced on 15-2-1939 in the House of Representatives Burma, the Labour Protection Bill, 1939. The salient features of the Bill are: (1) the setting up of minimum wage fixing machinery; (2) ensurance of workers' right of association; (3) punishment of employers for victimisation, and (4) grant on full pay of 10 days leave for sickness, 1½ days per week for weekly rest, and 40 days for festivals, etc.

The text of the Bill is published at pages 60 to 61 of Part III of the Burma Gazette dated 18-2-1939. +

The Code of Civil Procedure (Amendment) Bill, 1939. +

Attention is directed to page 52 of Part V of the Gazette of India dated 25-2-1939 where is published the Code of Civil Procedure (Amendment) Bill, 1939, introduced in the Central Assembly on 18-2-1939 by Mr. Kailash Behari Lal.

According to the Statement of Objects and Reasons appended to the Bill, it purports to amend the Code of Civil Procedure, 1908, so as to afford similar protection to a labourer as is enjoyed by an agriculturist in respect of exemption from sale of his house in execution of ~~an~~ a money decree under sub-section (1) of Section 60 of the Code. In justification of the proposed amendment, it is pointed out that to avoid the growing acuteness of the problem of housing of labourers, both in rural and urban areas, it is expedient that the labourer's house also should be exempted from sale in execution of a money decree.

37. 7

The Indian Merchant Shipping (Amendment) Act, 1939.

(Act No. VI of 1939). +

Reference was made at page 5 of our November 1938 report to the introduction in the Central Assembly on 10-11-1938 of a Bill to amend the Indian Merchant Shipping Act, 1923, with a view to authorise deductions from wages towards provident fund contributions. The Bill was taken up for consideration by the Assembly on 6-2-1939.

Debate on the Bill.— Mr. K. Santanam while supporting the Bill, asked the Government what steps they themselves were taking to institute a scheme on the lines of the British National Maritime Board to protect the interests of seamen in general, apart from those protected by the Scindia Company's scheme. He suggested that the Government should give some information on this matter to the House.

Mr. N.M. Joshi urged that the Government of India should see that the rules of the scheme introduced by the Scindia Company were properly drawn up. The rules, he said, should not provide for any qualifying period, but should be such that a man would not lose the benefit of the fund because he left the service of the company after a short period. The management of the fund should be a joint one by employers and employees and the expenses of the management should be restricted to two or two and a half per cent. of the total contributions. He objected to the provision of a qualifying period because it would restrict the freedom of the seaman to seek employment under another company if he were offered better prospects.

Mr. Azhar Ali speaking on the first reading, pointed out that the percentage of deductions should be reduced and suggested that the pay of seamen should be raised so as to make up for the deductions to be made. He also felt that the agreements to be drawn up by the companies ought to be scrutinized by a Government expert on behalf of the employees who could not afford expert legal advice.

Sir Muhammad Zafrullah, replying pointed out that there was no dispute about the provisions of the present Bill but that a few suggestions were made about certain aspects of such schemes which should be borne in mind by the Government when approving them. He was, however, unable to give the positive assurances demanded by Mr. Joshi. He added that the suggestions would however be borne in mind by the Government. The Bill, he emphasised, was a step in the right direction.

The Bill was then passed by the House.

(The Statesman, 7-2-1939).

The Bill was considered by the Council of State on 15-2-1939 and passed the same day; it received the assent of the Governor General on 17-2-1939. The text of the Act is published at page 78 of Part IV of the Gazette of India dated 25-2-1939. †

The Motor Vehicles Act, 1939. (Act IV of 1939). +

Attention is directed to pages 5 to 76 of Part IV of the Gazette of India dated 25-2-1939 where is published the Motor Vehicles Act, 1939, which received the assent of the Governor General on 16-2-1939. The Act comes into force on 1-7-1939 but Chapter VIII (Insurance of Motor vehicles against third party risks) will not have effect until 1-7-1943.

The Act ~~fixed~~ the age of employment of drivers in Section 4 and restricts the hours of work of drivers in Section 65. +

The Workmen's Compensation (Amendment) Bill, 1939:

Bill introduced in the Central Assembly. +

An official Bill was introduced in the Central Assembly on 27-2-1939 to amend the Workmen's Compensation Act, 1923. The Bill seeks to remove doubts raised by conflicting decisions of certain High Courts as to whether, because of the expression "employed on monthly wages" occurring in the definition of "workman" in the Act, a worker whose wages are paid otherwise than by the month or on a monthly basis can, under any circumstances, claim the benefits of that Act. The statement of objects and reasons of the Bill declares ~~that~~ that a worker should be so debarred on that ground alone was never the intention of the Act; to remove these doubts a more formal definition of the ~~x~~ expression "monthly wages" is now proposed. The expression, according to the Bill, means the amount of wages deemed to be payable for a month's service (whether the wages are payable by the month or by whatever other period or at piece rates).

The Bill also contains a provision enabling a workman whose claim has been rejected on the above ground to have the investigation of his claim reopened. +

~~The~~ The text of the Bill is published at page 85 of Part V of the Gazette of India dated 4-3-1939.

The Bombay Industrial Disputes Act, 1938.  
(Act XXV of 1938).

Attention is directed to pages 12 to 52 of Part IV of the Bombay Government Gazette dated 24-2-1939 where is published the Bombay Industrial Disputes Act, 1938 (Act XXV of 1938). The Act received the assent of the Governor General on 13-2-1939.

Conditions of Labour.

General Wage Census, Bombay: Labour Office Report on

Seasonal Factories.\*

The Bombay Labour Office has recently issued a Report on an Enquiry into Wages, Hours of Work and Conditions of Employment in Seasonal Factories in the Bombay Province, ~~which is~~ based on an enquiry forming the second part of a scheme of a General Wage Census of the Bombay Province. (The first part of the scheme dealt with perennial factories and three reports on wages, hours of work and conditions of employment were issued under the first part - the first relating to the engineering industry (reviewed at pages 14-17 of our January 1936 report), the second to the printing industry (reviewed at pages 22-25 of our March 1936 report) and the third to the textile industry (reviewed at pages 16-22 of our June 1937 report).

Census Period, Types of Factories and Numbers of Workers.- Unlike the ~~General Wage Census~~ of perennial factories, the present census could not be confined to a particular date or month, but covered a period of eight months from November 1935 to June 1936. Moreover, it did not cover all the seasonal factories but only a representative sample. The sample taken, was however, a very large one. Thus, out of a total of 646 factories in 1936 employing 38,132 workers 494 factories employing 29,472 workers were covered by the enquiry. The percentage to total of the factories and the number of workers covered comes to about 55 and 79 respectively. The following table shows the total number of factories on the registers and of factories and workers covered by the enquiry.

Type of concern.	Number of Factories on the Registers of the Factory Department.	Number of Factories in 1936*	Number of workers employed	Number of Factories covered by the enquiry.	Number of workers covered.
Gins	306	582	36,510	326	20,041
Presses	219			124	8,283
Gur Factories	63	61	1,546	41	1,074
Rice Mills	3	3	76	3	74
Total	891	646	38,132	494	29,472

\* Annual Factory Report, 1936, pages 31 and 39.

of 1939.  
As 5 or 6d.  
88.

\* Government of Bombay Labour Office - General Wage Census Part II- Seasonal Factories. Report on an Enquiry into Wages, Hours of Work and conditions of employment in *Seasonal Factories of the Bombay Province 1936\**

Ginning Factories: Pooling System.- A somewhat striking feature of the ginning and pressing factories in the Province is the existence of what is ~~known~~ known as the "pooling" system. During the year of enquiry there were 26 ginning pools and 35 pressing pools. "Pooling" is an arrangement entered into by groups of factory owners at particular centres with a view to eliminating competition.

Number of Gins and Size of Factories.- The total number of gins erected in the factories covered by the enquiry was 9,043 of which 6,970 were actually working. Taking the number of gins as the factor, the size of ginning factories varies considerably from five gins to over 60. An analysis of factories according to the number of persons employed shows that out of the 326 factories, 109 or 33.44 per cent. employed between 40 and below 75 persons and the number employing between 20 and 40 and 75 and below 125 was about the same being 92 and 87 respectively. No fewer than 33 factories employed between 125 and below 200 persons. The capital<sup>inv</sup>vested on 238 (for which information is available) of the 326 factories covered was Rs. 10,452,497.

About half of the ginning factories work for 4 to 6 months in the year and nearly 30 per cent. for more than 6 months; 59.67 per cent. of the pressing factories work for 5 to 8 months and in the majority of the gur factories the duration of the season is about 6 months.

Occupational Distribution and Character of Labour Force.- Of the 22,604 persons employed in ginning factories, 74.48 per cent. were workers (30.47 males and 44.01 females), 14.18 per cent engineering staff, 6.61 watch and ward staff and the rest officers and clerical staff.

The labourers in gins are employed either on daily rates of wages or on piece rates or on a contract basis. Muccadams are usually employed for recruiting labour and for supervising their work but in several rural areas labour was reported to be recruited directly by the management. In some cases a member of the staff of the factory was sent out into the adjacent villages to fetch the required number of men and women, and in other cases it was stated that on hearing the factory whistle the labourers of their own accord came to the factory for work. The labourers are mostly illiterate. The female gin coolies are a mixed class of Hindus and Muslims, a large number of the Hindu section belonging to the depressed classes.

Hours of Work, Rest Interval, Leave, etc.- In the vast majority of ginning factories the daily hours of work are ten. Only four factories reported lower than ten hours' working per day and only three that they worked for 11 hours per day. In the case of 59 factories, however, although the daily hours of work were nine the total spread-over was 13 hours. As regards rest intervals, excluding the 59 factories having a relay system, 232 or 71.17 per cent. of the total granted an interval of one hour per day, four an interval of an hour and a half, 27 an interval of two hours while four did not supply accurate information on this point. During the period of the enquiry 63 factories reported that they worked two shifts. None of the factories had any leave rules and the question of granting leave is entirely at the discretion of the management. The weekly closing day in the case of



ginning factories may be any day of the week.

Wages.- The managers of ginning factories are usually men with little education. Their average monthly rate of wages for the whole Province comes to Rs. 42-10-5. The average monthly rate of wages of engineers comes to Rs. 61-13-0, and that for clerks comes to Rs. 19-7-0. In the engineering department the engine driver's monthly wages range from Rs. 18-15-9 to Rs. 32-15-9, fireman's from Rs. 15-0-0 to Rs. 24-10-9, fitter's from Rs. 22-9-0 to Rs. 42-8-5.

The most important occupation, numerically speaking in a cotton ginning g factory is that of gin feeders including relievers. The present enquiry shows that out of the 16,540 labourers employed in these factories no fewer than 7,619 or 46.06 per cent. were gin feeders, out of whom 997 were males and 6,622 females. The daily wages of gin feeders vary from as. 3 to as. 7 in the case of men and, in the case of women, while the maximum limit is the same, in about 10 per cent. of the cases the women get less than as. 3 per day the rate being as. 2 or 2½ as. per day. The most common daily rate for men would appear to be between as. 5 and as. 6 while in the case of women it varies between as. 3 and 5. Next to gin feeders in importance are kapas carriers. Information as regards the daily rates of wages available in respect of 1,449 men kapas carriers and 292 women kapas carriers, reveal remarkable variations, the range being, in the case of males, from annas 4 a day to Re. 1-1-0 per day. Although, however, the range of variation is very great the majority of male kapas carriers appear to be concentrated in the wage groups lying between annas 6 and annas 9 per day. Cotton carriers received from annas 3 to 11. A large number of male cotton carriers however get a daily wage of between annas 6 and annas 7 while in the case of female cotton carriers a considerable number of them are to be found in the frequency group annas 4 to annas 5. Cotton pickers and sweepers received from annas 3 to 7 but the bulk of them are in receipt of a daily wage of between annas 3 and annas 5 while in the case of men a very large majority of them receive a wage of between annas 5 and annas 6 per day. 12,960 workers (57.34 per cent) are paid on a weekly basis and 4,760 (21.06 per cent) on a monthly basis.

Overtime and Bonus.- There is very little overtime working in ginning factories. With one exception none of the factories reported any practice of imposing fines. In ginning and pressing factories there is no regular system of granting bonuses although during holidays such as Diwali or Holi or at the end of the season, if the factory has had a profitable season, something by way of bakshis (presents) is distributed among the ~~workers~~ workers. Out of the 326 factories covered by the enquiry 134 reported that bonus was occasionally granted to some of the workpeople. The payment of bonus is however restricted mainly to the staff who are recruited on a monthly basis or for the season, although in the case of the manual labourers sometimes a lump amount is distributed.

Welfare Activities.- Welfare activities in ginning and pressing factories are almost non-existent. None of the factories reported having a dispensary for treating the workers. As the bulk of the workers in ginning factories either belong to the place where the factory is situated or come from surrounding villages, housing on any considerable

scale is not provided by the owners of such factories to their work-people. In some cases material for erecting huts is, however, provided while in others, particularly in centres in Gujarat, sheds made of corrugated iron are provided in the compound of the factory itself.

Pressing Factories: Number and Distribution of Workers.- 74 or 59.37 per cent. of the 124 pressing factories covered by the enquiry worked for five to eight months in the year. 86.34 per cent of the 8,780 persons employed in presses were workers, (58.77 males and 27.57 females), 8 per cent. in engineering staff, 2.81 per cent in the watch and ward and the rest were officers and clerical staff. Out of the 124 factories covered, 114 or 91.94 per cent. reported that the supply of labour was adequate. The labour is recruited mainly through muccadams and contractors. It is mostly local labour.

Hours of Work, Rest Intervals, etc.- 100 or 87.90 per cent. of the factories covered reported that the daily hours of work were ten. There is no uniformity as regards the rest interval in pressing factories; 96 of them reported that an hour's rest interval was given, while others reported longer intervals. The position as regards leave and weekly rest in pressing factories is similar to that in ginning factories.

Wages.- The average monthly wage of a manager comes to Rs. 49-12-3, of an engineer to Rs. 58-12-7 and of a clerk to Rs. 19-13-1. In the engineering industry, engine driver's monthly wages range from Rs. 20-2-3 to Rs. 30-12-0, fireman's from Rs. 16-0-9 to Rs. 23-14-3, fitter's from Rs. 23-0-0 to Rs. 36-10-8 and oilman's from Rs. 11-5-4 to Rs. 16-3-2. The wages of daily paid workers ranged from below annas 3 in case of woman cotton mixer to annas 11 in case of pallawala.

Gur Factories: Size of Factories.- The size of a gur factory is determined by the number of "pans" in use. In the 41 factories covered by the present enquiry, 209 pans had been set up of which 200 were in use. The most usual number of pans per factory appears to be four, but the majority of cases these factories work for about six months in the year.

Occupational Distribution.- Of a total of 1,124 persons employed in the factories covered by the enquiry, only 75 were women. Of these only 130 belonged to the clerical, engineering and watch and ward staffs, while the number of actual workpeople was 994.

Hours of Work etc.- Owing to the semi-domestic and unorganised character of the industry there is considerable variation between factory and factory in regard to the hours of work and rest intervals. The present enquiry shows that the hours of work ~~xxxxxxx~~ in gur factories vary from 8 to 12 per day, the daily hours of work being 10 in 10 cases and 11 in 9 cases. In five cases they were reported to exceed 11 per day. Rest intervals were reported to vary from no interval at all to an interval of two hours. None of the factories had any regular ~~xxx~~ system for granting leave to the workpeople. The weekly day of rest may be any day of the week.

Wages.- In gur factories except in the case of the supervisory, clerical, engineering and watch and ward staff the rest of the workers are paid on piece-work basis. Among non-process operatives in gur factories engine drivers are the best paid, their monthly wages ranging from Rs. 24-8-0 to Rs. 31-4-4. Oilmen and watchmen get between

Rs. 10-12-10 and Rs. 12-13-11.

The predominant system of wage payment in gur factories is the weekly system. Those paid on a weekly basis are generally persons engaged in unskilled occupations. In gur factories there is no system of paying a cash bonus. Six factories however reported that on festive occasions they distribute small quantities of gur among their workpeople and sometimes supply the workers with cloth for turbans. None of the factories reported either overtime work or night-shift working.

Welfare Work.- None of the gur factories excepting one reported any activities for the welfare of their employees. Only one factory stated that firewood and kerosene oil was supplied free of charge to workers occupying huts near the factory. Very little provision for medical aid is made in gur factories.

Rice Mills.- During the period of enquiry the rice mills covered by the enquiry employed an average daily number of 79 persons, of whom 48 were women and 31 men. Of the 79 persons employed, 70 were ordinary labourers, four mechanics, two belonged to the watch and ward and three to the supervisory staffs. These factories work intermittently throughout the year. The hours of work are nine per day. Friday is observed as the weekly holiday. One of the factories reported overtime working for which the workers were given extra remuneration. None of the factories had any regular system for granting leave although in the case of salaried employees leave with pay from four to 15 days in the year was granted. Fining was not reported by any of the factories. No provision for medical attendance appears to be made. The labour employed being locally recruited no special provision is made for its housing. Speaking generally, male coolies employed in rice factories receive a wage of 7 annas per day while female coolies get 5 annas per day. In the case of 41 coolies the final settlement regarding wages was reported to have been made at the end of the season, while in 22 cases the workers were paid at the end of the week. In nine cases the monthly system of payment was reported.

#### Digboi Labour Dispute: Recommendations of the Court of

#### Enquiry and Government Resolution thereon.

History of the Case.- For several months prior to the registration in August 1938 of the Labour Union of the employees of the Assam Oil Company at Digboi, a section of the employees of the Company had ventilated certain grievances against the Company of varying degrees of seriousness and reality. Shortly before registration, the Union had formulated these grievances and on 27-7-1938 had presented to the Company a list of twelve demands. The Company replied two days later, giving their views on each of the demands and stating that they refused to recognise the Union until they had fuller

information as to the details of its constitution. On receipt of the Company's letter, the Union replied that drastic action would be taken unless the ~~the~~ demands were granted within 14 days. The Company replied that they had asked the Government of Assam to appoint a Court of Enquiry. On 16-8-1938 Government appointed a Court of Enquiry, consisting of Mr. J.C. Higgins, C.I.E., I.C.S., Commissioner, Assam Valley Division as Chairman, and Khan Bahadur Maulavi Sayidur Rahman, M.L.A., and Srijut Omeo Kumar Das, M.L.A., as members. The Court submitted its report to the Government on 7-1-1939.

Recommendations of the Court: Unanimous Recommendations.- The main unanimous recommendations of the Court are briefly summarised below:

1. Recognition of Union.- Preliminary recognition of the Union may be accorded as a conciliatory gesture, and this may be followed by discussions between representatives of both sides regarding necessary amendments to the rules and constitution of the Union and other conditions of recognition.

2. Wages.- The company should consider the possibility of ~~a time-scale for its unskilled and semi-skilled workers~~ and (2) promotion by transfer for employees for whom further advancement are not possible in their own department.

3. Safety of Workers.- The Chief Inspector of Factories should be instructed to examine the adequacy of protection afforded by the welding glasses provided by the Company to its workers and to keep watch on the incidence of occupational diseases, while the company should maintain necessary records of the incidence of such diseases.

4. Other Recommendations.- The company should (a) declare as holidays ~~with pay~~ those religious holidays granted by Government to postal employees, (b) establish works committee or Labour Council, (c) frame service rules, (d) ascertain the present position ~~g~~ regarding the housing of its employees, build sufficient quarters to meet requirements and improve the sanitation in workers' lines, and (e) grant of an efficiency bonus.

In addition to the above unanimous recommendations, Khan Bahadur S. Rahman and Mr. Das have conjointly made a few other recommendations, the more important of which are: (1) the adoption of a 44-hour week (while the chairman favoured the 45<sup>1</sup>/<sub>2</sub>-hour week now current) (2) the grant of full pay (instead of the present system of half-pay), during the first seven days of sick leave, and (3) framing of service rules ensuring security of service. Mr. Das, by himself, has recommended an increase in wage rates for unskilled and semi-skilled labour.

Government Resolution on the Recommendations.- The following is a brief summary of the Government resolution on the above recommendations.

1. Recognition of Union.- It is remarked that the Government has no hesitation in endorsing all the recommendations on which the Court is unanimous. Government however wishes to endorse the claim of the Union for speedy recognition by the Company. The objection of the Company that the members do not perhaps represent a large body of the Company's employees is obviously not tenable and it appears clear that most of the members are actual subscribers. It may be that the rules of the Union are capable of improvements and that the officials of the Union may not be as representative of the general body of workers as is desirable. But trade unions are new to Assam and too much should not be expected at the initial stages of the formation of a union, particularly where the workers in general are in a backward state as regards education and finance and are not acquainted with the working of organisations which may be set up for the protection of their interests. Moreover, in the present state of ignorance of the workers it would be idle to expect that they are capable of forming and conducting trade unions without proper and adequate guidance, at any rate until such time as their lot is improved financially, educationally and socially.

2. Appointment of Labour Commissioner.- Government proposes to consider whether it would not be well to appoint for Assam, as has been done in some other provinces, an officer as Labour Commissioner. His function would be to look into labour problems and to act as a sort of liaison officer between the employer and employed. The existence of such an officer would, it is believed, be welcome to both parties and he would be in a position to advise Government which is ultimately responsible for the contented and peaceful working of industry and labour in Assam.

3. Cost of Living Enquiry.- As regards the minute of Mr. Omeo Kumar Das advocating an increase of wages for unskilled and semi-skilled labour, Government, in the absence of any reliable data as to the cost of living, is unable to come to any conclusion. As regards the cost of living, Government will consider whether it should not undertake an independent examination of this question with a view to ascertaining what is a reasonable wage.

4. Wages.- As to the minute recommending a time-scale for skilled workers, Government expects that, should the Company find a time-scale unsuitable, it will at least take steps to ensure that the prospects of such workers are not unduly blocked for any considerable length of time.

5. Hours of Work.- Government is unable to say anything at present regarding the recommendation for a 44-hour week as the present 45½-hour week for men on daily rates of pay was fixed only early in 1938 and appears to be in advance of that of other employers. Hours of work cannot be dissociated from rates of wages, overtime payments and other factors. Government is nevertheless, prepared to examine the question further if the Union so desires.

(Summarised from pages 5 to 12 of  
the Assam Gazette Extraordinary  
dated 10-2-1939) +

## Strike Statistics of British India for Quarter ending 30-9-1938. +

According to the statistics of industrial disputes in British India for the third quarter of 1938 ending 30-9-1938, published by the Department of Labour, Government of India, there were 105 disputes during the period. The 105 disputes involved 134,000 workers and entailed a loss of 1,550,000 working days. The largest number of disputes occurred in Bengal, where 40 disputes involving 33,773 workers entailed a loss of 413,416 working days. Next comes Bombay with 22 disputes involving 10,758 workers and entailing a loss of 309,372 working days, Madras with 18 disputes involving 18,976 workers and entailing a loss of 2,40,923 working days, Bihar with 8 disputes involving 15,100 workers and entailing a loss of 162,475 working days, the Central Provinces, the Punjab and Sind with 4 disputes each involving 3,524, 4,489 and 572 workers and entailing losses of 269,816, 1,617 and 1,784 working days respectively. The United Provinces with 3 disputes involving 49,497 workers and entailing a loss of 148,727 working days, and Assam with 2 disputes involving 1,414 workers and entailing a loss of 3,392 working days; there were no disputes in Delhi and Orissa.

Classified according to industries, cotton and woollen mills, were responsible for 33 disputes which involved 64,024 workers and entailed a loss of 768,359 working days; engineering workshops were responsible for 17 disputes involving 17,700 workers and entailing a loss of 271,864 working days; jute mills and mines were responsible for 4 disputes each of which involved 14,857 and 8,400 workers and entailed losses of 165,569 and 263,655 working days respectively; other industries were responsible for 50 disputes involving 29,072 workers and entailing a loss of 263,655 working days. (One strike affected 4 industries).

Of the 105 disputes during the quarter under review, 46 were due to wages questions, 33 due to personnel, 3 due to leave and hours of work, 2 due to hours and 21 due to other causes. In 14 disputes the workers were successful, in 28 partially successful, and in 49 unsuccessful. 14 disputes were progressing at the end of the period under report.

## Conditions of Work on Indian Railways, 1937-38.\*

As in previous years, the Railway Board's annual Report on Indian Railways for the year 1937-38 is published in two volumes. Volume I reviews the various aspects of railway working such as general administration, financial results, improvements in, and additions to, rolling stock, improved operating methods, recruiting,

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\* Government of India Railway Department - Report by the Railway Board on Indian Railways for 1937-38, Volume I. Delhi, Manager of Publications 1939. Price Rs. 5-12 or 9s. pp. XVII + 171.

training and welfare of staff and facilities provided for the convenience of the travelling public, Volume II is a compilation of financial and statistical summaries and statements covering the main heads of the capital and revenue accounts and giving statistics connected with the various aspects of railway working. The following information about the conditions of work of employees is taken from Chapter VII-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 1937-38 (upto 31-3-1938) was 692,178 as compared with 687,260 at the end of 1936-37. The total route mileage at the end of the year was 41,076. The following table shows the number of employees by communities on 31st March 1937 and 31st March 1938.

31st March 1937 31st March 1938.

Europeans	2,948*	2,692
Hindus other than depressed classes.	4400,979*	395,381
Depressed classes	90,745*	98,891
Muslims	151,612*	153,794
Anglo-Indians and domiciled Europeans	12,771*	12,843
Sikhs	8,086*	8,114
Indian Christians	17,055*	17,311
Parsis	1,556*	1,555
Other communities	1,508*	1,597
Total	687,260*	692,178

Note:- These figures exclude the staff on loan from the Indian Audit and Accounts Service (Deptt).

\* Represents revised figures due to minor corrections made in the ~~xxxx~~ figures published last year.

§ Excludes Burma Railways which was separated with effect from 1st April 1937.

Cost of Staff.- The total number of staff employed on open line on 31st March 1938 increased by 1,916 as compared with that on 31st March 1937, the number of staff on loan from the Indian Audit and Accounts Service continued to be the same, while the number of construction staff rose by 77. In 1937-38, the wages bill of all Class I Indian railways amounted to Rs. 353,754,886 (for 1,804 gazetted officers, 16 officers on loan from the Indian Audit and Accounts Service, 652,256 non-gazetted employees in both open lines and construction branches) as against a wage bill in 1936-37 of Rs. 352,849,712 (for

1777 gazetted officers, 16 officers on loan from the Indian Audit and Accounts Service, 650,290 non-gazetted employees in both open lines and construction branches); in 1937-38 there was thus an excess of Rs. 905,174 in the wages bill. (Figures for Burma Railways have been excluded).

Recruitment - Indianisation: (a) State-owned Railways.- During the year 30 appointments, 21 by direct recruitment and 9 by promotions, were made to the superior railway services. Of the new staff recruited, 7 were Europeans, 13 Hindus, 4 Muslims, 4 Anglo-Indians, 1 Sikh and 1 Parsi.

(b) Company-managed Railways.- During the year 66 appointments, 47 by direct recruitment and 19 by promotion, were made to the superior services of the Company-managed railways. Of these 10 went to Europeans, 28 to Hindus, 10 to Muslims, 9 to Anglo-Indians, 2 to Sikhs, 4 to Indian Christians, 2 to Parsis and 1 to other communities.

The Indian element in the superior services has risen from 29.41 per cent. on State-managed and 17.74 per cent. on Company-managed Railways in 1925 to 52.53 per cent. on State-managed and 44.39 per cent. on Company-managed Railways in 1938.

Representation of Minority Communities.- In the report for the year 1935-36, it was stated 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 1937-38. During the year under report, the General Managers of State-managed Railways were authorised to make initial recruitment to grades higher than the lowest up to a maximum of 20 per cent. of the vacancies per year in any one group or category of staff subject to the usual communal proportions for direct recruitment to subordinate staff fixed for each railway being observed. The Agents and General Managers of Company-managed Railways were, at the same time, invited to take steps to give effect to this decision.

Improvements in Service Conditions: Hours of Work.- In accordance with the decision referred to in paragraph 82 of the Report for the year 1936-37 the Hours of Employment Regulations were given statutory effect on the Bengal and North-Western Railway, with effect from the 1st October 1937. These Regulations were thus in force on the North Western, East Indian, Eastern Bengal, Great Indian Peninsula, Madras and Southern Mahratta, Bombay, Paroda and Central India and Bengal and North-Western Railways during the period. The question of extending these Regulations to the remaining principal railways, viz., the Assam Bengal, Bengal Nagpur, Rohilkund and Kumaon and South Indian Railways, was examined by the Railway Board in consultation with the Agents and General Managers of those railways but no final decision was reached during the period under review.

Payment of Wages.- The question of speeding up of payments had already engaged the attention of railway administrations, the aim being to ensure that wages were paid within as few days as possible of the close of the wage period to which they related. The Railway



Board sometime ago placed on special duty an experienced personnel officer to examine the question and submit a scheme to ensure prompt payments. According to this scheme, payment of salaries and allowances were made within 7 and 14 days respectively of the close of the month to which they related. So far as fining on railway is concerned, adequate safeguards were provided in the rules to check any abuse, e.g., the power to impose fines was vested in superior officers on most of the railways and persons fined had a right of appeal to higher authority. From this it would appear that Railways had already taken suitable steps to avoid some of the abuses mentioned above even before the passing of the Payment of Wages Act.

The Payment of Wages Act, 1936, applies in the first instance to persons employed in any factory and to persons employed (otherwise than in a factory) upon any railway by a railway administration or either directly or through a sub-contractor, by a person fulfilling a contract with a railway administration. The Act came into force from the 28th March 1937 and entailed considerable additional work generally on all railways and also in the Railway Board's office as it applies in the case of railways to all staff drawing less than Rs. 200 per mensem whether employed in a factory or not, whereas in the case of other industries it applies to only such staff as are employed in "factories" subject of course to the pay limit referred to above. The observance of the provisions of this Act resulted in considerable administrative difficulties especially in the initial stages.

Welfare: (a) Financial Assistance for Education of Employees children.— No change was made in the provisional rules of 1930 on the subject and educational assistance was granted in accordance therewith to employees subject to these rules.

(b) Staff Benefit Fund.— The Staff Benefit Funds established on the various principal railways continued to function during the period under review. As in the previous years grants were made from these funds for the provisions of amenities to and for relieving distress amongst the members or ex-members of non-gazetted railway staff, and their families.

Action on Recommendations of Whitley Commission.— In the Report for the year 1936-37, it was stated that certain recommendations of the Royal Commission on Labour in India concerning railways had yet to be decided, the more important of them being those relating to the establishment of a Joint Standing Machinery for the settlement of disputes. The Government of India, in November 1937, decided to set up, an additional machinery for the prevention of disputes on railways which consisted of the appointment of a Conciliation officer (Railways) and of an Industrial Advisory Board, as an experimental measure, for a period of one year in the first instance. (vide pages 13-14 of our November 1938 report) The Conciliation Officer (Railways) actually took over charge of his duties in December 1937. Certain other minor recommendations of the Royal Commission on Labour affecting railways were also examined during the period under review.

Meetings with 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 November 1937, and the second time in January 1938. The subjects discussed at the meeting held in November 1937 were:—

(1) report of the Indian Railway Enquiry Committee, 1937; (ii) effect of the Railway Board's orders regarding running parcel clerks and crew staff on the Eastern Bengal Railway; (iii) recognition of Unions so far as they relate to State-managed Railways; (iv) extension of Provident Fund membership so far as it relates to State-managed Railways; (v) avenues for promotion of lower paid employees so far as they relate to State-managed Railways; (vi) substitution of contract labour for departmental work so far as it relates to State-managed Railways; and (vii) grievances of the Accounts staff.

At the meeting held in January 1938, the following subjects were discussed:-

(i) revised scales of pay for journeymen and chargemen on the North Western, Eastern Bengal and other State-managed Railways; (ii) policy regarding recovery of alleged overpayments paid to staff on State-managed Railways; (iii) working of the Payment of Wages Act; (iv) accumulation of leave for inferior service staff on State-managed Railways; (v) conciliation and Railway Trade Disputes on State-managed Railways; and (vi) procedure to be adopted in respect of alleged breaches of accepted policy of State-managed Railway Administrations.

The suggestions put forward by the All-India Railwaymen's Federation at these two meetings are under the consideration of the Railway Board.

B.N. Railway Strike: Mudie Report.- Mr. R.F. Mudie, I.C.S., who was appointed to report on matters arising out of the Bengal Nagpur Railway strike of 1936, submitted his report in May 1937. He held that the Unions charge of victimisation was not substantiated, except possibly in two cases, that the Union was unworthy of recognition and that the Agent's action in withdrawing recognition of the Union "as at present constituted and administered" was fully justified. He recommended that recognition should continue to be withheld. Mr. Mudie also came to the conclusion that the working of short time by which the railway administration intended to reduce employment in the Kharagpur area was amply justified. The report was generally accepted by the Government of India. (The report of the Railway Board for 1936-37 was reviewed at pages 17-20 of our February 1938 report).+

#### Indian Labour Problems: Review by General Manager,

##### Tata Iron and Steel Co. +

At the annual dinner of the Mining, Geological and Metallurgical Institute of India, held at Calcutta on 13-1-1939, Mr. J.J. Ghandy, General Manager, Tata Iron and Steel Co., Jamshedpur, dealt with recent trends of Indian labour legislation; the following are relevant extracts:-

### India's Progressive Labour Legislation: Reference to Mr. Butler's

Observations.— Emphasising the point that, comparatively speaking, Indian labour legislation was progressive in character, Mr. Ghandy said: "Nor have Government or employers been unsympathetic towards labour. During the six years, 1932 to 1937, 18 Central and 13 Provincial Acts were adopted, the inspiration for the improvement of labour conditions having come chiefly from the conventions of the International Labour Organisation and the recommendations of the Whitley Commission. Mr. Harold Butler, addressing the annual general meeting of the Employers' Federation of India, held at Calcutta on the 21st December, 1937, said: "As I see the position at the present moment, India has gone further in the matter of labour legislation than any country in Asia" and on another occasion, he stated "..... the conditions of employment in large-scale factories, though capable of further improvement, are in reasonable correspondence with India's present stage of industrial development". Although several provinces have set up labour enquiry committees recently to investigate certain aspects of labour, I personally feel that an All-India Conference of Labour Ministers should be convened at an early date to discuss the formation and composition of a national industrial council, which may work out a uniform labour policy for the entire country, including the States, and thus obviate unhealthy competition between progressive and backward provinces."

Ensurance of Industrial Peace.— ~~This, however, is a very large issue.~~ "Our immediate object is to secure industrial peace, which is so vital to the progress of industrialisation. We appreciate the good work done towards this end by certain Ministers and by Conciliation Boards appointed by Government in some of the strike-affected areas. But Boards, Committees and Tribunals have been set up only when disputes had attained considerable magnitude, when a strike was imminent or actually in existence and when settlement was more difficult and public opinion tended to demand immediate action. As it is in the early stages that assistance of the right kind can be most valuable, more reliance should be placed on the efforts of permanent conciliation officers to bring the disputing parties privately to agreement, than on ad hoc public enquiries."

The Bombay Trade Disputes Legislation.— "It is a matter of gratification that the Bombay Government aims at setting up elaborate machinery for the amicable settlement of Trade Disputes, which should ensure that parties to a trade dispute endeavour to secure a settlement by means of conciliation or arbitration before resorting to a strike or lockout, heavy penalties being provided for any one, employer or worker, who indulges in "illegal" action before trying all the means of peaceful settlement."

The Ahmedabad Trade Conciliation Machinery.— "The remarkable system of voluntary arbitration and collective negotiation which has ensured industrial peace in Ahmedabad for 15 years, shows what can be achieved if there is goodwill and good organisation on the side of employers and of employees, and it seems that legislation along the same lines as proposed in Bombay, including the appointment of Labour Commissioners and Labour Officers in the different provinces, will go a long way towards the prevention of strikes and lockouts."

Need for Better Organisation of Industrial Interests.- "It should however be remembered that mere legislation is not enough. What is required is a development of a sound system of trade unionism on the one hand and an All-India organisation of the employers on the other to facilitate direct negotiations between the two sides. The growth of mushroom unions of an irresponsible nature must be prevented and the provincial Governments should pass legislation at an early date as in Bombay laying down certain conditions which a union must fulfil before it can be registered under the Indian Trade Union Act of 1926 and recognised by the employers."

"That is only one side of the picture. It is also imperative that the existing employers' organisations of an All-India nature should coalesce into a closely knit organisation representative of all the industries in the country, and have branches all over India so as to present a united front to labour organisations."

Promotion of Literacy among Workers.- "Another important factor essential to industrial development is connected with the promotion of literacy, of commercial and technical education, and of industrial research in all its ramifications. The Whitley Commission wrote: "Modern machine industry depends in a peculiar degree on education, and the attempt to build it up with an illiterate body of workers must be difficult and perilous." The percentage of literacy amongst those of over five years of age is only 10 at present, which is an alarmingly low figure. The education re-organisation committee recently set up in some of the provinces to investigate methods of extension of educational facilities and the success that has attended the mass literacy campaign in different provinces, the initiative for which came from the Hon'ble Dr. Syed Mahmud of Bihar, are therefore most welcome at this time.

"Also, the Indian universities should give in their curricula a special place to courses in engineering, metallurgy, commerce and business administration, and an important place to vocational training in the general scheme of education. The number of industrial and commercial institutes should be increased, evening classes started in all important centres, and arrangements made to select yearly an increasing number of technical graduates or apprentices and send them on scholarships to foreign countries for further study or on loans repayable in easy instalments."

(The Tisco Review, Calcutta,  
February 1939 issue).+

#### Appointment of Honorary Factory Inspectors in Madras:

##### Proposal under Consideration by Government. +

The Government of Madras, it is understood, has a proposal before it for appointment of honorary factory inspectors to assist

the Government Factory Inspectors in their work. It is expected that wherever possible local members of the Legislative Assembly and the Legislative Council will be selected.

(The Hindu, 14-2-1939).+

Abolition of Forced Labour and Relief of Rural Indebtedness  
in Kalsia State. .

According to a statement made in the second week of February 1939 by the Dewan of Kalsia State, Punjab, the Government of the State has recently introduced several progressive reforms, the chief of them being the abolition of forced labour in the State. The other reforms include the creation of local boards and reduction in land revenue. In order to give further relief to the peasantry, the Government recently announced its decision to purchase the debts of the peasantry. The State's scheme is to pay up the debts of the peasants immediately and realise the amounts from them in small instalments spread over long periods.

((The Tribune,  
16-2-1939).+

Exaction of Free Labour in lieu of Land Revenue in Forest  
Villages in Assam: New Rules of Assam Government. +

By Notification No. 880-G.J. dated 6-2-1939, the Assam Government has published revised rules for free labour in lieu of land revenue by forest villages and villages within three miles of reserved forests in Assam; the rules are reproduced below:

1. (a) The number of day's free labour to be rendered by forest villagers will henceforth be reduced from  $\frac{1}{2}$  10 to 5, without any reduction in the quantity of forest produce removed free of royalty under the rule.

(b) In all places where forest villagers wish to pay land revenue at ordinary khiraj rates in lieu of supplying free labour, this should be allowed.

(c) The general principle is that villagers who render free labour should be employed as much as possible in the vicinity of their villages. Those who are willing to give free labour, whether forest villagers or persons other than forest villagers, should not ordinarily have to travel more than five miles from their villages for their work in cases where free labour is given. If they are so required for any special reason, they must be paid wages at the rates locally current, not exceeding ~~ix~~ six annas per diem for each day of work.

(d) They must not be engaged on such work as construction of latrines or ordinary work of domestic servants in the household of any forest officer; and

(e) The strictest attention should be paid to see that so far as possible they are not disturbed in the midst of the cultivating season or during the actual reaping season.

2. The concession granted to Government raiyats in the case of Unclassed State forests as regards the extraction of forest produce ~~for~~ for domestic use without payment of royalty should be extended to Reserved Forests in the case of villagers living within three miles of any Reserved Forest, subject to the condition that they first obtain free permits. In cases where such villagers at present give 10 days free labour to the Forest Department, in future they will give only 5 days and in cases where such villagers give 8 days free labour they will only give 4 days. For any days' work in excess of this, they will be paid at the rates locally current not exceeding six annas per diem.

The Notification is published at page 202 of Part II of the Assam Gazette dated 8-2-1939. +

Agreement reached between Indian Jute Mills Association

and "Outside" Mills on Hours of Work: Bengal Jute

Ordinance Withdrawn. +

References have been made in the earlier reports of this Office to the obstructionist tactics adopted by a group of small jute mills in Bengal to frustrate the efforts of the Indian Jute Mills Association to effect a working line agreement between all jute mills designed to control jute output, and to the promulgation in consequence of the Bengal Jute Ordinance, 1938, in September 1938 (vide pages 6 to 7 of our September 1938 Report). Even after the promulgation of the Ordinance, the Association continued its negotiations for reaching an understanding with the "outside" mills; as a result, an

agreement was concluded towards the middle of January 1939. The salient features of the agreement are summarised below.

Agreement Period to Cover 5 years.- The agreement is to cover a period of 5 years and is to be in force for another year subject to the condition that, if at least 51 per cent. of the signatories are in favour of such a step they can terminate it by giving six months' notice. The agreement is to commence from 15-3-1939 or such date as may be notified, by the Committee of the Association. During the period mentioned above no provision of the agreement is to be modified, suspended or varied or cancelled except the provisions regarding the number of working hours.

Terms of the Agreement: (1) Hours of Work.- During the period of the agreement the total production of all signatories shall be confined to a minimum of 40 hours and to a maximum of 54 hours. Whilst 40 hours will be the minimum the Committee shall have the power to recommend an increase over the now accepted maximum. But this will be done only in exceptional circumstances such as an extraordinary cycle of prosperity or war or to meet the danger of new mills or such other unforeseen circumstances; and the increase is conditional on 51 per cent. of the members agreeing to it. The present agreement is for a 45 hour week. Any proposal to reduce the number of working hours will be circulated at least one month before the proposed change is to be effected. But no reduction in the working hours can take place within the first three months of the agreement. Subject to the provision regarding the maximum of 54 hours an increase in the number of working hours can be effected provided a special meeting of the Association approves of it by at least a 51 per cent. majority of the total voting strength. No period of notice is provided for. An exception has been made in the case of those whose total complement of looms does not exceed 220 looms. Such concerns shall be allowed to work 72 hours per week.

(2) Loom-Hours fixed.- A special feature of the agreement is the provision regarding loom hours. The total number of hours that a signatory shall be entitled to work will be the number of hours allowed under the agreement multiplied by the total number of its looms. A single mill can work its machinery double or even triple shift, provided the total number of loom hours remains the same or, if there are groups, they can close down one concern and work the other for the number of working hours to which they are entitled.

(3) Increase of Loomage Prohibited.- During the period of the agreement no signatory shall be allowed to carry out any extensions or to acquire any interest directly or indirectly in any other jute manufacturing concern.

(4) Penalties.- The rules and regulations of the Association will be a part of the agreement. The essential features of the regulations are the provisions regarding the penalties to be imposed in case of breaches of any provision of the agreement and the provision for boycott of those placed on the disapproved list. A very

deterrent penalty is provided for any breach of the agreement by the signatories. Not only will the security deposit of Rs. 100 per loom to be maintained with the Association by every signatory be liable to forfeiture, but every signatory to the agreement will be entitled to sue the party in breach for damages. Such damages shall be limited to Rs. 50 per loom under the management of the party claiming damages but the total amount of damage is not to exceed the sum of rupees fifty lakhs.

(Summarised from Indian  
Finance, Calcutta, dated  
14-1-1939).\*

Bengal Jute Ordinance Withdrawn.- In view of the conclusion of the above agreement, the Bengal Government has withdrawn the Bengal Jute Ordinance, 1938. (vide page 19, Part I, Calcutta Gazette Extraordinary dated 18-2-1939).+

Settlement of Trade Disputes in Textile Industry in French

India: New Rules Announced.+

The Government of French India has passed orders approving the proposal for settlement of textile labour disputes by the parties themselves directly without the intervention of a third party. For this purpose representatives from each department of the textile industry would be elected to represent grievances to the employers concerned. Rules for the elections prescribing certain conditions are published in a recent issue of the French-India Government Gazette.

Workers' Committee to represent Grievances.- Election of delegates will be held in each department of each mill and one representative and a supplementary representative will be elected from among the labourers. Each department will be divided into sections consisting of 360 workers and more, and two delegates will be elected for each such section. The elections will be held annually. Both men and women aged 18 and with one year's service to their credit will be eligible for voting. The candidates seeking elections as delegates should be the Departmental Maistries with five year's service and must be past 30 years of age.

The orders passed, it is stated, are compatible with the French India Labour Code. Labourers and those possessing the right to vote, who break the electoral rules and conditions, it is stated, would be dismissed from the services of the mills.

(The Hindu, 3-2-1939).+



Report of Bombay Labour Disturbances Enquiry Committee:  
Police Firing on Strikers Justified. +

Reference was made at page 20 of our November 1938 report to the one-day strike organised by the Bombay labourers on 7-11-1938 to demonstrate against the Bombay Trade Disputes Bill, the acts of violence of the strikers which led to police firing, and the appointment of a Committee of Enquiry with the Hon'ble Mr. Justice H.J. Kania as Chairman to go into the disturbance. The Committee has recently submitted its report to the Government; a brief summary of its main findings is given below:

Absence of Leaders to control Strike.- After reviewing the events of the strike day, the Committee remarks that the absence of the principal labour leaders to guide and control the volunteers and strikers on the 7th November in their activities from 9 a.m. onwards was clearly noticeable. "It looks as if, after inciting the workers by their inflammatory speeches within a week of the strike, they conveniently absented themselves."

Firing by Police Justified.- The Report reviews in detail the evidence with regard to firing by the police which took place near the Elphinstone Mill in the morning and in the neighbourhood of the Spring Mill in the evening and after an exhaustive discussion of all the circumstances, the Committee says: "In our opinion, the firing resorted to by the police was entirely in self-defence, and if they had not done so, they would have been in imminent danger of their lives. The attitude and actions of the crowd were solely responsible for the firing. We are of opinion that the ultimate responsibility for the disturbances at the Elphinstone Mill, which resulted in firing and consequent casualties, must rest on the members of the Council of Action, who, by their intensive propaganda invited the illiterate workers to resort to violence to make the strike a success."

(Summarised from the  
 Communique issued by  
 the Director of  
 Information, Bombay).+

Working Class Cost of Living Index Numbers (for) various  
Centres in India during December, 1938. +

The cost of living index number of working classes in various centres of India registered the following changes during December 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 December 1938 declined by 2 points 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 December 1938 remained stationary at 72; for 1937 the average was 75.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during December 1938 rose by 3 points to 74. The average for 1937 was 73.

Nagpur.- The index number (base: January 1927) of the cost of living in December 1938 was stationary at 61.

Jubbulpore.- The index number (base: January 1937) of the cost of living in Jubbulpore in December 1938 remained stationary at 57.

(Extracted from the Monthly  
Survey of Business Conditions  
in India for December 1938)..

Demand for Abolition of Forced Labour in Imphal State, Assam.

At the third session of the Kuki Association Conference, held recently at Imphal (a small State in Assam), under the presidency of Mr. Teba Killong, of Senpangjal, a resolution calling upon the State authorities to abolish pathang and begar - two forms of compulsory forced labour - was passed.

(The Statesman 19-2-1939).

Enforcement of Conventions.Appointment of Chief Inspector of Boilers in Orissa. +

Attention is directed to page 34 of Part I of the Orissa Gazette dated 17-2-1939 where is published a Notification (No. 1060-Com. dated 14-2-1939) by which the Chief Inspector of Boilers in Bihar has been appointed the Chief Inspector of Boilers for the province of Orissa also. Boilers in Orissa, even after the separation of the Province from Bihar, are being inspected by the Inspector of Boilers, Bihar, stationed at Jamshedpur.

It may be pointed out that at present there is also a common factory inspection staff for the two provinces..+

## Workers' Organisations.

### Progress of Trade Unionism in India, 1936-37. \* +

Registered and Unregistered Trade Unions.— As in previous years the statistics accompanying the note relate only to trade unions which (a) are registered under the Indian Trade Unions Act, 1926, and (b) have submitted returns. Registration under this Act with the consequent submission of returns, is not compulsory. According to the Bombay Labour Gazette for May 1938, there were, in Bombay on the 1st March 1938, 120 unions ~~with~~ with a membership of 108,587 of which only 51 with 92,998 members were registered.

Statistics of Unions and Membership.— The number of registered trade unions increased in all provinces except Bihar and the United Provinces where there was no change. As in previous years, the group containing the largest number of unions was that of unions with a membership of between 100 and 299.

The total membership of the unions which submitted returns was 261,647, as against 268,326 in the previous year. This represents an average membership of 1,145 per union during 1936-37, as against 1,309 during the previous year. There were decreases in recorded membership in Burma, the Central Provinces and Berar, Madras, the Punjab and the United Provinces. There were increases in the number of members in Ajmer-Merwara, Bengal, Bihar, Bombay, Delhi, Orissa and Sind. The total income of unions for the year fell from Rs. 5,28,712 to Rs. 4,88,431, but the balance in hand, rose from Rs. 5,87,092 to Rs. 6,22,610.

Organisation of Women Workers.— The number of women who are members of registered trade unions increased during the year under report from 7,309 in 1935-36 to 9,025. The figures for 1936-37 amount to 3.4 per cent. of the total membership of the trade unions which submitted returns as compared with 2.7 per cent. for the previous year.

General and Political Funds.— The total income fell from Rs. 528,712 to Rs. 488,431 while the balance in hand rose from Rs. 587,092 to Rs. 622,610. The average income for 1936-37 was Rs. 2,123 per union and Rs. 1-13-11 per member, as compared with Rs. 2,591 and Rs. 2-2-9 respectively in 1935-36. As in the previous year, the disparity between the actual income from subscriptions and that which would have accrued on the basis of the prescribed membership rates was often marked.

Withdrawals and Cancellations.— 24 unions ceased to exist or had their certificates of registration cancelled during the year (9 in Bengal, 7 in Bombay, and 2 each in Burma, the Central Provinces and Berar, Madras and the Punjab).

General.— Appeals against the orders of Registrars were few. In Madras, an appeal filed in the District Court, Trichinopoly, by the South Indian Railway Workers' Union under section 11 of the Act against the orders of the Registrar issued under section 10(b) was

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\* Note on the working of the Indian Trade Unions Act, 1926. For the year 1936-37 together with Statistics for that year. Printed by Manager, Govt. of India Press, New Delhi, 1939. price as. 9/ or 10d. pp 6.

pending at the end of the year. The Madras Government Press Workers' Union moved the High Court to declare the registration of a rival union invalid, but the petition was dismissed.

Of special importance to unions during the year was the holding of first elections under the Government of India Act, 1935, to fill seats allotted to trade unions in the Provincial Legislative Assemblies, and the recognition of unions for the purpose.

(A copy of the 'Note on the Working of the Indian Trade Unions Act, 1926, during the year 1936-37' was forwarded to Geneva with this Office's Minute D.1/293/39 dated 16-2-1939).

(The Note on the Working of the Indian Trade Unions Act during 1935-36 was reviewed at pages 56-57 of our August 1937 Report).+

Recognition of Railway Unions: Conditions formulated  
by the S.I. Railway Administration.+

The following are the terms and conditions under which the administration of the South Indian Railway has accorded recognition to the South Indian Railway Labour Union:

Rules of the Union to Secure Approval; Scrutiny of Accounts and Registers.- 1. The Union shall supply for the information of the Agent and General Manager a copy of the rules of the Union and inform him of any alterations, additions or amendments that may be made thereto from time to time and approved by the Registrar.

2. It shall be a condition of recognition of the Union that their rules shall be approved by the Administration. Recognition may be withdrawn at the discretion of the Administration.

3. The South Indian Railway Administration will require that copies of the annual accounts of the Union and list of members should be supplied to the Administration by the Union, and may also require and be given from time to time inspection of the registers of the Union and other records.

Method of Representation of Class and Individual Grievances.- (a) All representation from the Union must be through the Central Executive Committee and should be addressed to the Agent and General Manager direct. Replies will be sent in the same way.

(b) Normally all representations must concern the interests of a class of employees. The Agent and General Manager (when satisfied that proper investigation of the merits has been made by the Union) is also prepared to consider cases of individuals. As so much depends on the nature of the representation, he cannot guarantee to take up each individual case that may be placed before him. In the ordinary course, however, he would be prepared to have enquiries instituted if the case appears to warrant such a procedure. Correspondence in such cases must be sent through the Central Executive Committee to the Agent and the General Manager direct.

(c) Representations from Branch Unions must be made only through the Central Executive Committee.

(d) All representations must be submitted in writing to the Agent and General Manager. Should it be mutually agreed that a deputation is desirable, the Agent and General Manager will meet the deputation of representatives of the Union.

Union Activities not to interfere with Railway Duties.- Recruitment or enrolment of members in the Union and meetings of the Union or investigations in connection therewith must be carried out by the Union in such a manner as not to interfere with the duties of Railway employees.

Quarterly Meetings.- The Agent and General Manager will have quarterly meetings with the Central Executive Committee. A typed statement of the subjects to be discussed should be submitted to the Agent and General Manager not less than 20 days prior to the date of the meeting together with a brief memorandum on the subjects to be so discussed.

Leave and Passes.- (a) Leave, passes and privilege ticket orders to officials of the Union for attending meetings or conducting the affairs of the Union may be granted to the extent to which they may be due under the Rules, but not as of right, and only at the convenience of the South Indian Railway Administration. No addition will be made to the amount of leave or number of passes and privilege ticket orders for which an employee is eligible specifically to allow him to attend meetings of the Union or transact its business, except so far as is provided for in clause (b) below.

(b) Members of any deputation called to interview the Agent and General Manager will be allowed special passes from their headquarter station to the place of meeting and ~~xxxx~~ back, special casual leave also being granted for the period of travel from the headquarter station to the place of meeting and back, including the days of the meeting. Neither the passes nor the leave will count against the privilege passes or the annual leave respectively admissible under the Rules.

(Extracted from a copy of  
"Terms and Conditions of  
Recognition of the S.I.  
Railway Labour Union" for-  
warded to this Office by the  
South Indian Railway Adminis-  
tration). +

Attention is directed in this connection to pages 12 and 15 of our January 1939 report where reference is made to the announcement of the Agent and General Manager of the Bengal Nagpur Railway that he would shortly appoint a Joint Committee consisting of representatives of the B.N. Railway Administration and the B.N. Railway Indian Labour Union to discuss and draw up the terms and conditions of recognition of the

Recognition of the E.N. Railway Union: Joint Committee's  
Recommendations.

Reference was made at pages 12 to 13 of our January 1939 report to the announcement of the Agent and General Manager of the Bengal Nagpur Railway that he would shortly appoint a Joint Committee consisting of representatives of the E.N. Railway Administration and the E.N. Railway Indian Labour Union to draw up the terms and conditions of recognition of the Union. In pursuance of this announcement a Joint Committee of six representatives of the Railway Administration and seven representatives of the Union, with Mr. R.P. Jennings (Administration representative) as Chairman of the Committee, met on 21-2-1939 and drafted the terms of recognition of the E.N. Railway Indian Labour Union.

The main features of the terms are: (1) provision of a channel of representation between the Union and the Administration with regard to (i) a class or group of employees and (ii) individual grievances; (2) facilities for Union officials to attend duly constituted meetings of the Union or to meet officers of the Railway when called for; and (3) maintenance of classified and up-to-date membership records in all the branch offices of the Union and enforcement of a rule to the effect that members cannot be in arrears for more than a specified period.

It is understood that there will be another joint meeting at Kharagpur early in March 1939 when the channel of representation with regard to the employees in the Kharagpur Workshops will be discussed. After this discussion, the Agent and General Manager is expected to communicate his decision to the Union.

(The Indian Labour Journal,  
26-2-1939).

Union.

Freedom of Association of Workers in Assam Tea Gardens: Government  
Convenes Meeting of Employers and Workers to  
consider ~~the~~ Problem. +

According to an Associated Press message from Shillong, the Assam Ministry, at the instance of the Congress Coalition Party of the province, convened towards the middle of February 1939 a conference of the representatives of the tea industry and labour to consider the Assam Tea Estate Labourers' (Freedom of Movement) Bill recently introduced in the Assam Legislative Assembly by Mr. O.K. Das.

Objects of the Bill.- Mr. Das's Bill seeks "to protect the legitimate rights of free movement and citizenship of tea estate labourers in Assam" and to penalise tea garden authorities or officers for causing obstruction to the movements of the labourers or for preventing outsiders from visiting or ~~convening~~ with the labourers when not at work.

Employers agree to concede Freedom of Movement.- Discussion at the conference, it is understood, resulted in a mutual understanding to the effect that no obstruction would be put in the way of friends and well-wishers of the labourers organising meetings or conducting any campaign for their welfare in tea garden areas, nor would the labourers be prevented from attending such meetings in or outside the gardens. Mr. Hockenull and other representatives of the planting interests, it is further understood, agreed that the garden authorities could have no objection ~~in~~ to outsiders entering the estates with the necessary permission to carry on activities conducive to the moral and economic welfare of the labourers. They also agreed to the holding of meetings in the tea gardens, provided permission was obtained from the garden authorities. There was no bar, they contended, to the labourers attending meetings held in or outside the gardens.

Bill not Pressed.- Now that the main object of the Bill has been conceded by the representatives of the tea industry, the mover, it is understood, will not pursue it at the next session of the Assembly, but will watch how the planting community reacts to the attempts at carrying on temperance and other welfare work in the tea gardens.

(The Hindustan Times,  
 16-2-1939). +



## Economic Conditions.

### Budget of the Government of India, 1939-40. +

The Budget of the Government of India for 1939-40, excluding the Railways, was presented in the Legislative Assembly on 28-2-1939 by Sir James Grigg, the Finance Member. An  $\frac{1}{2}$  increase of cent per cent in the tariff duty on imported raw cotton, a reduction in the rate of excise duty on "khandsari" sugar and the introduction of a "slab" system of income tax are the salient features of the Budget.

1939-40 Budget.- The financial position for 1939-40 is as follows:

Revenue	...	Rs. 827 millions
Expenditure	...	Rs. 826.5 ,,
Surplus	...	Rs. .5 million

Revised Estimates, 1938-39.- The revised estimates for 1938-39 show a net deterioration of Rs. 29.2 millions in revenue and this was more than accounted for by the severe fall in customs revenue due to economic recession; the reduction is estimated at Rs. 36.7 millions. Under expenditure there is a net diminution of Rs. 1.8 millions made up of a reduction of Rs. 11.8 millions in the Civil estimates mainly due to the special economy measures, counter-balanced by an increase of Rs. 10 millions for the Defence Services. The result is that instead of realising a surplus of Rs. .9 million there is a deficit of about Rs. 26.5 millions.

Problems of the Future.- In concluding his Budget speech Sir James said: "The political outlook has many menacing features both in India and outside. Many difficult problems face those responsible for the conduct of affairs in India and elsewhere. For India as for the rest of the world there is no hope save in a release of the stresses which operate between race and race and between community and community. If that release can take place India will not only be more prosperous in itself, it will also share in the very much increased prosperity of the world at large and in both cases the potential growth of economic welfare is almost limitless. ... Without political reconciliation, Central and Provincial Governments alike in India must fail in the great task allotted to them of raising the standards of life of the people."

(Summarised from the Speech of the Finance Member published at pages 71 to 84 of the Gazette of India Extra-ordinary dated 28-2-1939). +

The Railway Budget 1939-40.- The Railway budget for 1939-40 was presented in the Central Assembly on 14-2-1939 by Sir Thomas Stewart, Communications Member of the Government of India. The Budget revealed a surplus of Rs. 20.5 millions for 1938-39 and Rs. 21.3 millions for 1939-40. From the 1938-39 surplus, Rs. 20 millions are to be transferred to Central Revenues.

( The Statesman 14-2-1939 ).

The U.P. Employment Tax Bill, 1939: Bill introduced  
on 24-2-1939..

The Premier of the United Provinces introduced in the local Legislative Assembly on 24-2-1939 the U.P. Employment Tax Bill, 1939, reference to which was made in the Budget proposals for 1939-40. The text of the Bill is published at pages 23 to 28 of Part VII of the U.P. Gazette dated 4-3-1939.

According to the statement of objects and reasons, the Government consider it expedient to increase the revenues of the Province to finance the various schemes of rural, education, medical and industrial development including extension of the policy of prohibition. The object of the Bill is to levy a tax on employment as one of the measures which the Government have decided to adopt for this purpose. The Bill proposes a graduated tax on employees receiving over Rs. 2,500 per annum ranging from Rs. 90 (for incomes between Rs. 2,500 and Rs. 3,500 per year) to Rs. 32,000 (for incomes over Rs. 300,000). Persons employed in military, naval and air forces have been exempted..

Provincial Budgets 1939-40: Expenditure on Social Welfare.

During the period under review, budgets for the ensuing year, 1939-40, were presented by the various provincial Governments. The more important provisions for industrial and social purposes made in the provincial budgets of Bombay, the U.P., Bihar, Orissa and Madras are noticed below:

**Bombay.**- Even at the risk of losing Rs. 14 million by way of excise revenue, the Bombay Government has decided to extend prohibition to the city of Bombay, Salsette and Trombay Islands. By levying a tax on urban real property and petrol, large sums are raised for expenditure on rural development purposes and increase of the pay of inferior government servants. In addition to the increment of Rs. 2 per month already sanctioned on 1st April 1938 to inferior Government servants entitled to old rates of pay, the Government has sanctioned a further increment of Rs. 1 per month from 1st of April 1939. Under the programme of rural economic development, the Government makes provision for further advances in scientific farming on a co-operative basis, co-operative marketing and co-operative cottage industries. A sum of Rs. 4.5 millions is earmarked for recurring expenditure on rural reconstruction and rural education. Among allotments under the head 'Education', mention may be made of the grant of Rs. 95,000 recurring and Rs. 85,000 non-recurring for opening schools on the basis of the Wardha Scheme in three divisions of the Province. (The Times of India, 15 and 17-2-1939).

**United Provinces.**- In his speech introducing the budget, the Premier declared: "Almost the whole of expenditure whether incurred last year or this year which now exceeds the amount actually spent in 1937-38 by nearly Rs. 1,25,00,000 was directed towards the relief of the poorer classes and promoting remunerative and progressive objects designed to raise the social and material level of the general mass of the people." The Premier in his statement also says that the Government has accepted the scheme of 'basic' education and has made liberal provision therefor. A sum of Rs. 250,000 is set apart for 'basic' education and a new college is to be set up for training teachers in this line. A sum of Rs. 1 million is set apart for expenditure on adult education and extension of literacy. Besides establishing more libraries and reading rooms, plans are also made for educating the masses through the agency of the cinema and the radio. A sum of Rs. 10,000 is allotted for scholarships for harijan (depressed class) students. Further, the Government is paying special attention to the question of jail reform, reclamation of criminal tribes (in connection with which the Government has decided to denotify all the tribes), and improving the condition of the service of inferior Government servants by giving them relief in the matter of leave and pension rules and by introducing higher scales of pay. The minimum pay of jail warders and police constables has been raised to Rs. 15. By an employment tax on salaries of Rs. 2,500 or more per annum, a sum of Rs. 1,200,000 will be raised, and this will be utilised for increasing the salaries of inferior Government servants. Under the rural reconstruction, plans are included for the introduction of co-operative farming, reclamation of 'usar' lands, and the organisa-

tion of provincial co-operative banks. For improving cottage industries also several steps are being taken. By the opening of 379 new seed stores and by doubling the admission of students into the agricultural college, it is hoped to give a new impetus to agriculture. As regards prohibition, the Government has decided to extend the "dry" area to four more districts (in the previous year two districts were declared dry).

(The Leader, 26-2-1939).

**Bihar.-** In the Bihar Budget a provision of Rs. 625,000 recurring and Rs. 31.2 millions non-recurring is made for social purposes. These include assistance to the co-operative movement, extension of prohibition, flood prevention schemes, electrification projects, increased medical relief, and education expansion. It is proposed to raise the annual total provision of Rs. 180,000 for mass literacy work by another Rs. 40,000 yearly for a period of 3 years. Under this programme, come the establishment of a military school at Ranchi, the introduction of compulsory primary education, and the popularisation of the Wardha Scheme. A sum of Rs. 15,000 is set apart for the education of "aboriginal" tribes; Rs. 10,000 is set apart for scholarship for aboriginals and Rs. 2,160 for scholarships for harijans. (The A.B. Patrika 21-2-39).

**Orissa.-** A special feature of the Orissa budget is that a sum of Rs. 500,000 has been set apart for a village development scheme. Other items of interest from the social view-point are Rs. 77,505 for opium prohibition in Balasore, and Rs. 100,000 for removal of illiteracy. Under the educational programme come extension of primary and girls' education and increase of the number of libraries; the expenditure on these heads total up to Rs. 2,705,000. For public health the allotment is Rs. 30,000 and for medical aid Rs. 913,000. Under agriculture and industries, the proposed schemes include the introduction of new method of coconut cultivation, establishment of a new match-factory, provision of additional facilities for 'gur' production and paper making, and improvement of the cottage spinning industry. (The A.B. Patrika, 26-2-1939).

**Madras.-** Owing, chiefly to lack of funds, the Madras Government has not been able to take up many new schemes. Yet it has decided to incur a net expenditure of Rs. 3,550,000 for more urgent measures in the social sphere. Among these, the most important is the extension of prohibition (already in force in three districts last year) to North Arcot, thus making one-fifth of the Province 'dry'. To reduce the incidence of rural indebtedness, a sum of Rs. 7,500,000 is set apart for agricultural loans. Harijan students are exempted from school fees. The scheme for settling labour disputes already adopted in the previous year is to be continued. The Government is also contemplating a cut in the salary of the higher grades of Government servants. (The Hindu, 20-2-1939).+

The Control of Coastal Traffic of India Bill, 1939:  
Uneconomic Rate-war between Shipping Companies to  
be prevented. +

Attention is directed to pages 46 to 47 of Part V of the Gazette of India dated 25-2-1939 where is published the Control of Coastal Traffic of India Bill, 1939, introduced in the Central Assembly on 18-2-1939 by a non-official member.

The Bill, according to its Statement of objects and reasons, is intended to remove a possible impediment to the growth and development of the Indian mercantile marine. There is no question of any discrimination between British and Indian shipping. Past experience, however, shows that a well-established powerful company engaged in coastal traffic can easily put a new venture out of action by unfair competition, e.g., rate-cutting, grant of rebates, etc. The fear of unfair competition deters Indian capital being invested in coastal shipping. By this Bill, power is given to the Governor General in Council, when he is satisfied that unfair competition exists, to fix minimum rates of fare and freight or to prohibit the grant of rebates or other concessions which are calculated to reduce such minimum rates. Contention of any rule prescribed by the Governor General in Council or any direction given by him with regard to the grant of concessions is made punishable with fine or refusal of entry to an Indian port. +

Employment and Unemployment.Relief of Old and Indigent People: Mysore Government'sScheme of Cash Allowances.

The question of making suitable provision out of the Chattram (Charitable Boarding Houses), Saving Fund ~~for~~ the grant of relief to ~~the~~ needy persons throughout the State has been engaging the attention of the Government of Mysore for some time past. As early as in 1926, the Government had sanctioned the abolition of certain chattrams in the State and directed that the savings from those so abolished might, among other ~~things~~ <sup>purposes</sup>, be utilised towards the maintenance of homes, or for the relief of the aged and the infirm who had none on whom they could depend for maintenance and support. In giving effect to the above object, the Fund has been hitherto utilised for making grants to organised institutions and homes for the aged and the infirm, and no provision~~s~~ has been made for affording relief to the infirm and indigent individually.

The scheme now under consideration of the Government proposes to give help to the poor in all parts of the State. An examination of the income and expenditure of the Fund shows that there is scope for utilising a part of the income of the fund for this purpose. Instead of giving doles of rice and ragi as is being done in Mysore City, the Government feels that it would be easier to give cash to each grantee, at the rate of Rs. 3 per mensem, the selection of the persons eligible for the grant of such doles being made in each district by a committee of officials and non-officials set up for the purpose.

Cash allowances, it has been decided, are to be paid to 140 persons, 25 each in the districts of Pargalore and Mysore, and 15 in each of the other districts.

(The Hindu 8-2-1939). +

Apprenticeship of Bengalees in Firms Supplying Stores:Bengal Government's Instructions to GovernmentDepartments. +

According to a press-note issued on 22-2-1939 by the Government of Bengal, representations were received by it that many firms supplying stores to the various Departments of the Government, although located in the province, do not offer adequate training facilities to Bengalee apprentices, with the result that there has been <sup>a</sup>growing volume of opinion that these firms do not deserve the patronage they have been receiving so long. The Government has recognised that such apprenticeship will go some way towards meeting the present unemployment problem. Instructions have, therefore, been issued that, when any department or subordinate offices under them purchase stores from local firms, they should insist on those firms affording proper facilities for practical training, both in their offices and in their factories, to Bengalee apprentices.

(Press note dated 22-2-1939  
issued by the Director of  
Public Information, Bengal).+.

Working of the Employment Bureau, Punjab, during 1937-38.\*

The annual report on the Department of Industries, Punjab, for the year ending 30-3-1938, which inter alia reviews the working of the Employment Bureau, Punjab, states that the Bureau continued to function during the year. The Bureau was established in August, 1936, for the dual purpose of recording the statistics of unemployment among educated

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\* Report on the Department of Industries, Punjab, for the year ending 31st March, 1938. Lahore 1938. Price annas 4. pp 48 + xviii.

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classes and persons with technical and professional qualifications and of bringing together the employers and the unemployed. It is stated that unfortunately the response from the unemployed for the registration of their names with the Bureau and from factory owners and other employing agencies to refer their personnel requirements to the Bureau was poor and disappointing. Further measures in this behalf, it is reported, have been held up pending the publication of the report of the Unemployment Committee which made an extensive study of the problem..+



Social Conditions.The Opium (Orissa Amendment) Bill, 1939: Bill proposed  
to be introduced. +

Attention is directed to pages 2 to 8 of the Orissa Gazette (Extraordinary) dated 13-2-1939 where is published the Opium (Orissa Amendment) Bill, 1939 - which is to be introduced in the Orissa legislature shortly.

The statement of objects and reasons points out that the scheme of prohibition of opium which has just been introduced in the district of Balasore is likely to increase the number of cognizable offences and thereby throw additional work on the police. It has been ascertained that the existing police staff in the district will not be able to cope with the volume of extra work likely to be thrown upon them. As the present law stands, the Excise officers have been vested with the powers to search, seize and arrest under sections 14 to 18 of the Opium Act, 1878, but only Police officers have been empowered to investigate offences under section 20 of that Act. The objects of the present Bill is to amend section 20 of the Opium Act, 1878, as to empower excise officers also to investigate offences..

Public Health.State of Nutrition in North India: Findings of NutritionAdvisory Committee.

The results of certain investigations on the state of nutrition of the people of India undertaken under a scheme approved by the Nutrition Advisory Committee of the Indian Research Fund Association have recently been published.

Method of Investigation.- Four types of communities in different areas in India were selected for diet and clinical surveys, namely, industrial workers in Assam (the coolie class), the middle class agriculturists in Bengal, the well-to-do Calcutta households, and a mixed middle class community in Ferozepore, Punjab.

Findings of Investigation.- The diet of the Assam coolies was found to be poor in total calories, in total proteins, in fat, in calcium, in vitamin A and in carotene, also to a lesser degree in vitamin C and in iron. Most of the families took no milk. Conditions were somewhat better among the middle class agricultural group, though the fat and the animal protein consumption was low. The diet of well-to-do people in Calcutta was almost as good as that recommended in the European standards.

Examination of Children.- Together with diet surveys, the children were examined for height, weight and deficiency diseases. The heights and weights of the Assam children were much below those of the well-to-do group in Calcutta; those of the rural children were midway. While the absolute gain in weight per year was somewhat greater in the Calcutta children, growth expressed as a percentage increase in body-weight per year was actually greater in the labouring class in Assam. In spite of the poor diet, the growth impulse appeared to be as good amongst this class as among the well-to-do. They had also probably a greater proportion of muscle tissue per unit of body-weight than the better-off group.

Deficiency in Quality and Quantity of Diet of Assam Coolies.- These surveys show that Assam coolies live on a qualitatively and probably quantitatively inadequate diet. To a lesser extent it is also true of the agricultural community in Barasat, Bengal, yet the inherent vitality as judged by the percentage rate of growth and grip per lb. body-weight appeared to be good. Definite signs of vitamin A deficiency in the diet were seen only in Assam; the rural area in Bengal and Calcutta did not show them. Malocclusion of teeth, of which the cause is obscure, was most common among the Assam children (23.2 per cent) and least in Calcutta (8.0 per cent). On the other hand the incidence of enlarged tonsils was greater among the well-to-do (42.3 per cent) and least among the coolies (12.8 per cent). Malnutrition was found amongst 38.7 per cent. of boys in Assam, 23.8 per cent in rural Bengal, and 16.5 per cent. in Calcutta. These figures, however, fell with the rise in economic status.

The average number of children alive per family was 1.8 in Assam, 3.5 in rural Bengal, and 4.2 in Calcutta. In none of the groups were children sent away elsewhere; indeed in Assam they obtained industrial employment from the age of seven.

Higher Nutrition Standards in Punjab.- The families surveyed in Ferozepore, Punjab, included Hindus, Muslims, Sikhs of the artisan class and a small group of sweepers. The diet of this mixed group was almost as good as that of the well-to-do people in Calcutta in calories, proteins and fat. Even the sweeper class were on a much better diet than the Assam coolies. Their main cereal was wheat and the quantity of milk available for consumption was about 8 ozs. per head per day. In spite, however, of their better diet, particularly in calcium, the incidence of caries was over 50 per cent. The number of those with enlarged tonsils was also high. The average heights and weights of the children were above those of the Assam and rural Bengal groups.

Intake of more Vegetables Recommended.- An increase in the cultivation of green vegetables and consumption of "dals" among the poorer classes would be a cheap and simple expedient at least to prevent the appearance of xerophthalmia.

(Indian Information Series,  
New Delhi, 15-2-1939)..

Women and Children.Care of Destitute Children in Bombay: Proposed Village Colony  
At Chembur.

The Hon'ble Mr. K.M. Munshi (Home Minister, Bombay), Vice-president of the Children's Aid Society, Bombay, directs attention in a recent press statement to the need for increasing the accommodation provided for destitute and delinquent children taken up under the Bombay Children Act, 1924, in Bombay and some parts of the province, ~~are entirely in-adequate~~ and the new plans formulated by the Society in this connection.

Chembur Village Colony.— The new colony set up at Chembur, a suburb of Bombay, will provide accommodation for surplus children, who will be trained there under village conditions in school studies and workshop practice. At the end of three years, boys showing special aptitudes will be further trained in city institutions. The colonists will be trained in crafts and agriculture so as to enable them to make a living on a village scale; when a batch is properly trained it is proposed to transfer it to a district  $\phi$  in the province.

Advantages of Scheme.— This scheme will have the following advantages; (a) it will give accommodation to a larger number of destitute and delinquent children than is at present possible; (b) it will discourage traffic in children now going on in the city for the purposes of beggary and prostitution; (c) it will train the children in such a way as to bring them up as useful citizens ready to be absorbed in the city or in the villages, according to their aptitudes, and (d) it will, when complete, send a large number of well-equipped and trained agriculturists for useful work in the villages.

(The Times of India,  
22-2-1939). +

Education.Basic Craft Education in Bombay: Government appointsAdvisory Committee..

The Government of Bombay has appointed an Advisory Committee with Mr. N.D. Parikh of the Sabarmati Ashram, Ahmedabad, as Chairman for organising and introducing basic education in the province of Bombay in accordance with the Wardha Scheme (vide pages 33 to 34 of our January 1938 Report for details).

The functions of the Committee will be to advise Government - (1) on questions relating to the training of primary teachers and supervisors selected for schools which will impart education under the new scheme; (2) on all matters regarding the location of the basic craft schools which are proposed to be started in certain compact areas in Gujarat, Maharashtra and the Karnatak with effect from June 1939; (3) on questions relating generally to the courses of study to be introduced in the basic craft schools and particularly to modifications if any that may be required to suit ~~local conditions~~ in the syllabus of studies prepared by the Zakir Hussein Committee for imparting basic craft education in the primary schools; (4) on any other matters that may be referred to the Committee in connection with the scheme.

*Summarised from*  
(Communique dated 8-2-1939  
issued by the Director of  
Information, Bombay)..

Agriculture.The Usurious Loans (Amendment) Act Bill, 1939.

Attention is directed to pages 53 to 54 of Part V of the Gazette of India dated 25-2-1939 where is published the Usurious Loans (Amendment) Bill, 1939, introduced in the Central Assembly by Mr. K. Chaliha on 18-2-1939. The Bill seeks to limit the prevailing high rates of interest in rural areas to reasonable rates and save the masses from exploitation by money-lenders. It is pointed out in the statement of objects and reasons that legislation on these lines has been <sup>already</sup> adopted in certain provinces, but that in a matter like this uniformity is greatly needed.

Migration.Indians Abroad: Pandit Kunzru's Statement.

Pandit Hirday Nath Kunzru, President, Servants of India Society, who headed the Indian Delegation to the second British Commonwealth Relations Conference held in Australia in September 1938, returned to India on 26-1-1939 after studying conditions of Indians in Ceylon, Fiji and Malaya, and visiting, in addition, Australia, New Zealand, China and Japan. On his return, Pandit Kunzru issued a statement to the press on the condition of Indians in the countries he visited; relevant extracts from the statement are given below:

Indians in Fiji. - The problems relating to Indians in Fiji were considered by an All-Fiji Indian Conference presided over by me in November last. The Indians are deeply concerned with regard to the renewal of leases of agricultural land held by them from Government or the Fijian Chiefs, which are about to expire, the education of their children which, in spite of their keenness, is in a more backward condition than that of Fijian children, and the status of their community which occupies a low position even in the subordinate civil service and is made to feel its political inferiority in more ways than one. The organisation of labourers which has a vital bearing on their future and in which they are beginning to take interest is virtually impossible at present as both the labourer who absents himself from work and the man who induces him to do so can be punished with fine and imprisonment. The whole community keenly desires that an Agent of the Government of India should be appointed in Fiji, and strongly feels that the absence of such an officer is a serious handicap to it in its efforts to raise the position both socially and politically. The matter is one of cardinal importance and should receive the immediate attention of the Government of India. Owing to the distance of Fiji from India, an Agent of the Government of India is even more necessary ~~from~~ there than in Ceylon and Malaya. Considering the class of Indians that emigrated to Fiji, the progress that they have made is a tribute to their self-reliance and enterprise and reflects great credit to their mother country also, but they have arrived at a stage when questions relating to their future require very serious and sympathetic consideration. The status of Indians in Fiji would virtually determine the status of Indians in the Pacific.

Indians in <sup>Malaya</sup> Fiji. As regards Malaya, the fundamental questions affecting the Indians there do not seem to be different from those exercising the minds of the Indians in Fiji. They relate both to the welfare of the labourers and the status of the Indian community. I understand that the plantation managers themselves were not in favour of reducing the wages of the labourers, but their hands were forced by the absentee proprietors in London. They had to carry out the orders of their Boards of Directors who appear to care only for the

dividends realised from the estates. I have also been told that when the Government of India asked for a postponement of the decision in order that the question might be fully discussed, the officials, regarding the proposal as an attempt at dictation by the Government of India and resenting its intervention, joined the planters in opposing the suggestion.

Results of Unrestricted Emigration in the Past.- The main cause of the present trouble, however, is the excessive emigration to Malaya that took place three or four years ago. It inevitably weakened the position of the labourers and made the planters masters of the situation. It is obvious from this that it is absolutely necessary in the interests of labour that emigration from India should be carefully controlled. This cannot be done so long as officers of another Government are allowed to recruit labour or stimulate its emigration. It is essential, therefore, in my opinion that the Government of India should end the present system as soon as possible and make itself directly responsible for regulation of emigration. This observation applies not merely to Malaya, but also to Ceylon. I have no doubt that the labourers would be happier and the Government of India would be more respected than is the case at present if emigration were ~~by its own officers and~~ <sup>controlled</sup> not by external agencies.

Education of Workers' Children and Labour Organisation.- The ~~education of children on the rubber estates~~ and the organisation of labour are two other important matters that require the earnest attention both of the Government and the people of India. It is idle to expect that the estate schools will be of a uniformly good standard or will be continuously improved so long as the Government of Malaya does not take them over and bear the responsibility of educating the children of the labourers. The establishment of trade unions is theoretically possible, but there is no trade union law. There is an Act known as the Societies Enactment which applies to all societies. It makes the registration of a society in a State, whether Federated or Unfederated, and also in part its dissolution dependent, on the will of the British Resident. Apart from this, the formation of trade unions is regarded with disfavour even in the Stratis Settlements. The Government of India should see that Indian labourers who are allowed to emigrate to other countries are not in a worse position in respect of the right of association than in their own country. The Indian labourer must be enabled to feel that he is a free human being.

Apart from the absence of trade unions there is another factor which militates against the development of a spirit of independence among the Indian labourers. Unlike the Chinese labourers, they live on the estates where they are constantly under the control of the employers and are cut off from the outer world. However good the quarters provided for them may be, they can never feel that they are free in any way to regulate their actions. So long as the present arrangements last it will be a task of extraordinary difficulty to enable them to acquire a sense of freedom and to realise that they



can improve the conditions under which they live by co-operation among themselves.

Status of Indians.- There are other questions also which will require consideration, but it must be borne in mind that they cannot be solved satisfactorily, independently of the status accorded to the Indian community in general. Questions relating to Indian labour and our national status are closely interlinked. Such questions as the rights of citizenship, employment in Government services and the provision of facilities for obtaining education of all grades may seem to concern the upper classes only, but they have an important bearing on the position of the Indian labourer. So long as the higher class Indian is treated as an unwanted immigrant, the labourers who are his countrymen will also suffer from the stigma of inferiority attaching to their country. On the other hand, the recognition of the status which the better class Indian is entitled to will have a highly beneficial effect on the Indian labourer and lead to a change in the angle of vision from which questions relating to him are looked at.

(The Servant of India,  
2-2-1939). +

The Reciprocity Bill, 1939: Bill introduced in  
Central Assembly. +

Attention is directed to pages 49 to 50 of Part V of the Gazette of India dated 25-2-1939 where is published the Reciprocity Bill, 1939, introduced in the Central Assembly on 18-2-1939 by Mr. G.V. Deshmukh. The Bill makes provisions in regard to entry, residence, the acquisition, holding or disposal of property, franchise, the holding of public office, or the carrying on of any occupation, trade, business or profession in British India by persons domiciled in the British Possessions on a basis of reciprocity. The Bill is inspired by the desire to ~~remove~~ remove the disabilities suffered at present by Indians in certain British Colonies and lays down the principle that wherever equality cannot be ensured, reciprocity should be enforced. +

The Overseas Indians' Reciprocity Bill, 1939. +

Attention is directed to pages 56 to 58 of Part V of the Gazette of India dated 25-2-1939 where is published the Overseas Indians' Reciprocity Bill, 1939, introduced in the Central Assembly by Mr. Mohan Lal Saksena on 18-2-1939. The Statement of Objects and Reasons

appended to the Bill directs attention to the various disabilities of Indian Settlers in foreign countries, especially in British Dominions and Colonies and suggests that reciprocal measures should be adopted against nationals of countries treating Indians unfairly. +

Negotiations for Resumption of Emigration of Indian Labour  
to Malayan Plantations: Government of India's Views  
to be placed before Malayan Government. +

Reference was made at page 39 of our January 1939 report to the visit to India of two delegations, one official and the other non-official, from Malaya to discuss with the Government of India the resumption of emigration of Indian labour to Malaya and to settle the conditions of such resumption.

Views of Non-Official Delegation.- The non-official delegation sent by the ~~Central Indian Association~~, Malaya, have demanded inter-alia that before resumption of emigration, the Government of India should get a guarantee from the Malayan Government about citizenship rights being accorded to Indian labourers, and rights of entry and citizenship being accorded to Indians of the non-labouring classes.

Result of Negotiations.- The discussions between the official Malayan delegation and the Government of India began during the last week of January 1939. The first question that came up for discussion, it is understood, was that of wages. The Government of Madras, which is vitally concerned in the present conference, is reported to have pressed the view that the standard minimum wage should be 50 cents for males and 40 cents for females, with the proviso that as the rubber industry's position improves labourers should be given a share in the increased yield of the industry. It was also urged that the family unit should be an important factor in settling the rates of wages for Indian labourers. The Madras Government also seems to have pressed for a settlement of a few other problems like citizenship rights before agreeing to resumption of emigration. Members of the Standing Emigration Committee of the Central Legislature, who ~~are~~ were associated with the present discussions were also understood to be of the same opinion. The Government of India has also endorsed in full the demands of the Madras Government.

(The Statesman, 6-2-1939).

The negotiations came to a close on 11-2-1939. The results of the negotiations are to be considered by the two Governments.

Official Statement on Trend of Negotiations.- An official indication of the trend of the Indo-Malayan talks was given in the Central

Assembly on 16-2-1939 at question-time by Sir G.S. Bajpai, Secretary Education, Health and Lands Department. In reply to an interpellation, Sir Girja Shankar Bajpai stated that certain proposals for a recalculation of standard wages in Malaya, partly on a fresh basis and partly with reference to changed circumstances, were made by the Government of India delegates to the Malayan delegation. The Malayan delegation were at first unwilling to consider these proposals, but subsequently offered to place them before the Malayan Government for examination, on their return to Malaya. In view of the desirability, from the Indian point of view, of exploring the possibility of settling certain other outstanding questions as well, in particular those relating to the status of Indians in the Malayan States and the provision of adequate educational facilities for Indians of all classes, advantage was taken of the presence of the delegates to discuss these as well. The Malayan delegation undertook to have the suggestion of the Indian representatives on these points also examined by their Government. Further negotiations are to be continued by correspondence.

(The Statesman, 17-2-39)-

General.Appointment of Mr. M.S.A. Hydari as Secretary, Labour  
Department, Government of India. +

It is announced that, consequent upon the appointment of Mr. A.G. Glow, I.C.S., to succeed the Hon'ble Sir Thomas Stewart, as Member of the Executive Council in charge of the Department of Communications, Mr. M.S.A. Hydari, I.C.S., is appointed Secretary to the Government of India, Department of Labour, with effect from April 1, 1939.

Mr. Hydari has been Agent of the Government of India in Ceylon, and Secretary to the Imperial Council of Agriculture Research; he has also acted as Secretary to the Government of India, Department of Labour.

(The Statesman, 21-2-1939).

Re-election of Mr. S.C. Bose as Congress President and  
after: Resignation of Rightist Working Committee  
Members. +

Reference was made at pages 43 to 44 of our January 1939 report to the election for a second term (1939-40) of Mr. Subhas Chandra Bose as the President of the Indian National Congress against the wishes of several leading members of the Congress Working Committee, as also of Mahatma Gandhi. Soon after the announcement of the result of the elections, twelve members (out of fifteen, including the President) of the Working Committee expressed their desire to resign from the Committee for two reasons. First, Mr. Bose had accused these members of "conspiring with British Imperialism with a view to accepting Federation". In view of the popular attitude of unqualified opposition to the Federation as contemplated in the Government of India Act, 1935, this was a serious charge against responsible leaders of the Congress, and Mr. Bose has so far not taken steps to substantiate his allegations or withdraw them publicly as demanded by the right wing leaders. In the second place, since the Working Committee has to draft the official

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resolutions to come before the Congress session to be held from 10-3-1939, the twelve members felt that, in view of the clearly leftist leanings of the President, they would leave the field clear for him to formulate his policy unhampered.

Consequently, twelve members of the Working Committee, led by Sardar Vallabhai Patel, resigned on 22-2-1939. Pandit Jawaharlal Nehru, another member, intimated his resignation in a separate letter.

The resignation of Pandit Jawaharlal Nehru has come as a blow to socialist hopes which centred largely on Pandit Nehru's co-operation with the Working Committee which Mr. Bose will be forming.

The resignations have been accepted. The only member, excluding the President, who has not resigned is Mr. Sarat Chandra Bose, a brother of the President. (The Times of India, 24-2-1939).

The 52nd Session of the Congress will open at Tripuri, Central Provinces, on 10-3-1939. It is difficult to predict what direction Congress policy will take. The rightists have a majority, but it is not certain whether they will press a "no confidence" motion against President Bose. +

## Constitutional Reform in Indian States:

### Mahatma Gandhi's Intervention.

Since the last several months sustained agitation is being carried on in several Indian States, notably Mysore, Travancore, Jaipur, Rajkot, etc., for reforming the administrations concerned and increasing the association of the subjects with the Government. The movement, being a democratic one, will, if successful, have favourable reactions on labour and social conditions in the States.

A new and important turn was given to the freedom-movement in the States by Mahatma Gandhi's decision, announced in the last week of February, to intervene in the Rajkot struggle which had started in the middle of 1938, and which, it was understood, was terminated as the result of a settlement reached between the Ruler of the State and Sardar Vallabhbhai Patel on 26-12-1938. According to the settlement, the ruler had agreed to set up a Committee consisting of three officers of the State and seven State subjects, the latter to be chosen by Sardar Patel, to recommend a scheme of reforms giving "the widest possible powers" to the people, consistently with the Ruler's "obligation to the Paramount Power" and his "prerogatives as a Ruling Chief". The understanding was that the Ruler would implement the recommendations of the Committee which was to be set up immediately. The Ruler, however, later repudiated the agreement, and announced his decision to allow the subjects only four representatives, instead of seven originally agreed upon. To find a way out of the ensuing deadlock, Mahatma Gandhi at the end of February visited Rajkot in person. Failing his efforts to induce the Ruler to honour his pledge, he announced his decision to fast unto death ~~from~~ unless the Ruler changed his attitude. The fast which began on the 3rd March precipitated a major crisis, which has, however, now been solved by the personal intervention of the Viceroy. The fast was terminated on the 7th March on the conditions that the points in dispute will be referred to the Chief Justice of India for adjudication and that his decisions will be enforced.

Mahatma Gandhi's personal intervention in the States question and the results achieved are likely to produce serious repercussions. First, the Congress will now be committed to a greater extent than before to the policy of working for reform of State administrations, and secondly, the reform <sup>movements</sup> in the various States are likely to be intensified.

List of more important publications received in this  
Office during February 1939.

Conditions of Labour.-

- (1) The Tata Iron and Steel Co., Ltd., Welfare Report for 1929-1933.
- (2) Replies of Mr. Ambalal Sarabhai in his personal capacity to some of the questions set by the Textile Labour Enquiry Committee, Bombay.
- (3) General Wage Census: Part II - Seasonal Factories. Report on an Enquiry into Wages, Hours of Work and Conditions of Employment in Seasonal Factories of the Bombay Province, 1936. Prepared by the Labour Office, Government of Bombay. 1939.
- (4) Report by the Railway Board on Indian Railways for 1937-38, Vol. I. Government of India, Railway Department (Railway Board).
- (5) Report by the Railway Board on Indian Railways for 1937-38, Vol. II - Statistics. Government of India, Railway Department (Railway Board).

Industrial Organisation.-

- (1) Report of the Indian Employers' Delegation to the 24th Session of the I.L. Conference held at Geneva in June, 1938. Published by the Employers' Federation of India, Patel House, Churchgate Street, Bombay. (Copies of the same report published by the Federation of Indian Chambers of Commerce and Industry, New Delhi, and the All-India Organisation of Industrial Employers, New Delhi, have also been received).
- (2) Proceedings of the Annual General Meeting of the Associated Chambers of Commerce of India, held in Calcutta on the 19th and 20th December, 1938.
- (3) Report on the Working of the Indian Trade Unions Act, 1926, for the year 1936-37, together with Statistics for that year. Government of India.
- (4) Annual Report on the Working of the Indian Trade Unions Act, 1926, in C.P. and Berar for the year ending 31-3-1938.
- (5) B.N. Railway Indian Labour Union: Annual Report for the years 1937-38 and 1938-39.
- (6) Speech by Mr. S.M. Ismail, Industrial Engineer and Safety Inspector, Tata Iron and Steel Co., Ltd., Jamshedpur, delivered at the 17th General Meeting and Conference of the B.N. Railway Indian Labour Union held on 27, 28 and 29-1-1939 at Kharagpur.

Economic Conditions.-

- (1) Report of the Central Board of Directors of the Reserve Bank of India for the year ended 31-12-1938: To be presented to the Shareholders at the 4th Annual General Meeting to be held at Madras on 6-2-1939.
- (2) Speech of the Hon'ble Mr. A.S. Latthe introducing the Budget Estimates for 1939-40. *Bombay.*

- (3) Government of Bombay: Civil Budget Estimates for the year 1939-40.
- (4) Government of Bombay: Budget Memorandum for 1939-40.
- (5) Speech of the Hon'ble Mr. Anugrah Narayan Sinha, Finance Minister, Bihar, in introducing the Budget of 1939-40.
- (6) Government of Bihar: Civil Budget Estimates for the year 1939-40.
- (7) Government of Bihar: Financial Statements for the year 1939-40.
- (8) Speech of the Hon'ble Mr. Manohar Lal, M.A., Bar-at-Law, Finance Minister, Punjab, introducing the Budget Estimates of the Punjab for the year 1939-40 in the Punjab Legislative Assembly.
- (9) Report of the Department of Industries, Madras, for the year ending 31-3-1938.
- (10) Report of the Department of Industries, Punjab, for the year ending 31st March, 1938.
- (11) Report on the Maritime Trade of Orissa for the year 1937-38.
- (12) General Report on Nine Enquiries into the Village or Extra-Factory Consumption of Cotton in India, 1933-36. Published by Indian Central Cotton Committee, Bombay.

#### Public Health.-

Annual Public Health Report of Delhi Province for the year 1937. Compiled by the Chief Health Officer, Delhi Province.

#### Maritime Affairs.-

Administration Report of the Karachi Port Trust for 1937-38.

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- (1) 18 Months of Provincial Autonomy in the Punjab - A review of the administration of the Punjab from April 1, 1937, to September 30, 1938. Published by the Director, Information Bureau, Punjab.
- (2) The Seva Samiti Central Head Office, Allahabad - Annual Report, 1937-38.

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INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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Report for March 1939.

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

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National Labour Legislation.

The Madras Maternity Benefit (Amendment) Bill, 1939. ✓ +

Attention is directed to pages 79 to 80 of Part IV of the Fort St. George Gazette dated 7-3-1939 where is published the text of the Madras Maternity Benefit (Amendment) Bill, 1939, which the local Government proposes to introduce shortly in the provincial Legislature.

The statement of objects and reasons points out that some factory owners in the Province evade their obligations under the Madras Maternity Benefit Act, 1934, by dismissing women workers at the very first signs of pregnancy. Under section 8(2)(a) of the Act, no notice of dismissal given without sufficient cause to a woman worker within a period of three months before her confinement, can deprive her of the maternity benefit to which she would have been otherwise entitled. To make the protection conferred by the section effective, it is proposed to extend this period from three to five months.

The Bill also makes a woman worker eligible for maternity benefit if she has been employed in any factory or factories of the employer concerned for not less than 240 days within a period of one year immediately preceding the date on which she gives notice of her intention to claim maternity benefit. This is to give statutory force to the present executive order that the qualifying period of nine months under an employer to claim maternity benefit from him should include authorised leave and any unauthorised leave up to a total period of 14 days succeeded by re-employment. The new proviso also makes it clear that the maternity benefit is admissible in cases where a woman worker has worked in different factories of the same employer. +

The U.P. Maternity Benefit Rules, 1939. ✓ +

Attention is directed to pages 43 to 47 of Part I-A of the Government Gazette of the <sup>United Provinces</sup> ~~U.P.~~ dated 11-3-1939 where is published the U.P. Maternity Benefit Rules, 1939, made under the U.P. Maternity Benefit Act, 1938.. +

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The Draft Ceylon Maternity Benefit Ordinance, 1938. ✓

The Government of Ceylon published in September 1938 the draft of a proposed Maternity Benefits Ordinance for general information. The salient features of the Draft Ordinance are summarised below:

Principal Provisions: Scope of Application.- The object of the Bill is to make legal provision for the payment of maternity benefits to women workers in any shop, mine, estate, or factory where at least ten persons are employed. No woman will be entitled to maternity benefit unless she has been employed for a period of at least nine months under the employer from whom she claims such benefit.

Benefit Period: Two Weeks before and Four Weeks after Confinement.- An employer is not permitted to give a woman worker employment at any time during the period of four weeks immediately following the date of her confinement. During these four weeks, the employer must pay the woman worker maternity benefit at the rate of fifty cents a day. In addition, the employer must pay the woman worker fifty cents for each day during the period of two weeks immediately preceding the day of her confinement; but if she works on any day during that period she loses all benefit for that part of that period which precedes that day. The maximum period for maternity benefit is six weeks, two weeks before and four weeks after confinement.

Protection against Dismissal, Contracting out, etc.- An employer cannot avoid the obligation to pay maternity benefit by dismissing the woman; nor can he enter into an agreement to avoid the statute as such an agreement of "contracting-out" is declared to be null and void. Besides, an employer who contravenes any provision of the Ordinance is guilty of an offence punishable with a fine. Prosecutions, however, cannot be instituted except by the Controller of Labour or with the written sanction.

(Summarised from a copy of the draft Ordinance forwarded to this Office by the Controller of Labour, Ceylon.)

A copy of the draft Ordinance was forwarded to Geneva with this Office's minute A<sub>8</sub>/525/37 dated 23-3-1939. ✓

Draft Amendments to Orissa Factories Rules: Exemptions to Hours of Work Provisions in Factories Act. ✓

Attention is directed to pages 104 to 111 of Part III of the Orissa Gazette dated 17-3-1939 where is published the draft of certain rules which the local Government intends making under the Factories Act. The proposed rules relate to exemptions from the provisions regulating hours of work. ✓

The Bombay Industrial Disputes Act, 1938: Date of  
coming into Force and Appointment of Conciliators. ✓ +

Attention is directed to pages 418 to 419 of Part IV-A of the Bombay Government Gazette dated 16-3-1939 where are published Notifications (Nos. 2847/34/1 to 2847/34/5 dated 14-3-1939) which announce (1) the date of the coming into operation of the Bombay Industrial Disputes Act, as 1-6-1939 for certain sections and 1-8-1939 for the other sections; (2) the extension of the Act to the cotton textile industry; (3) the areas which are declared to be 'local areas' under clause (18) of Section 3 of the Act; (4) the names of the "conciliators" for local areas; and (5) the name of the Registrar of Unions.

The Bombay Industrial Disputes Rules, 1939, are published at pages 439 to 462 of Part IV-A of the Bombay Government Gazette Extraordinary dated 23-3-1939. +

The Sind Trade Unions' Recognition Bill, 1939, introduced  
on 28-1-1939. ✓ +

Attention is directed to pages 109 to 112 of Part IV of the Sind Government Gazette dated 16-3-1939 where is published the Sind Trade Unions' Recognition Bill, 1939, introduced in the local Legislature on 28-1-1939 by Mr. N.A. Bechar. The Bill seeks to make it obligatory for employers to accord recognition to registered trade unions. +

The (Sind) Prevention of Free or Forced or Compulsory  
Labour Bill, 1939. ✓ +

Attention is directed to pages 113 to 114 of Part IV of the Sind Government Gazette dated 16-3-1939 where is published the (Sind) Prevention of Free or Forced or Compulsory Labour Bill, 1939, introduced in the local Legislature on 28-1-1939 by Mr. N.A. Bechar. The statement of objects and reasons refers to the I.L. Convention regarding forced labour and states that the Bill seeks to make forced labour an offence

punishable with imprisonment or fine. Impressed labour provided for in the Indian Forest Act, 1927, and the Bombay Irrigation Act, 1879, ~~but~~ is permitted provided adequate wages are paid for such labour. + ✓

The Sind Minimum Wages Bill, 1939. ✓ +

Attention is directed to pages 115 to 116 of Part IV of the Sind Government Gazette dated 16-3-1939 where is published the Sind Minimum Wages Bill, 1939, introduced by Mr. N.A. Bechar in the local Legislature on 28-1-1939. The rates of minimum wages suggested are as .12 per day for adult males and as .10 per day for women workers and workers up to the age of 18 years; the rates of piece work are to be so adjusted that such workers will receive at least the minimum rates specified above. +

The Sind Workers' Provident Fund Bill, 1939. ✓ +

Attention is directed to pages 117 to 120 of Part IV of the Sind Government Gazette dated 16-3-1939 where is published the Sind Workers' Provident Fund Bill, 1939, introduced by Mr. N.A. Bechar in the local Legislature on 28-1-1939. The Bill seeks to make it obligatory for permanent employees in factories, tramway or motor omnibus services, docks, wharves and jetties and in inland steam-vessels, getting wages above Rs. 20 per mensem, to contribute 6<sup>3</sup>/<sub>4</sub> per cent. of their wages towards a provident fund; employers are to contribute an equal amount. A worker should have put in at least fifteen years of service to entitle him to receive his share of the employer's contribution. + ✓

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The Ajmer-Merwara Factories Rules, 1939.

Reference was made at page 6 of our December 1938 report to the Draft Ajmer-Merwara Factories Rules, 1938. The final text of the Rules is published at pages 204 to 226 of Part II-A of the Gazette of India dated 25-3-1939. .

The Indore Payment of Wages Act, 1939: Act comes  
into force on 1-4-1939.

References were made at pages 9 to 10 and 1 of our March and October 1938 reports respectively to the Indore Payment of Wages Bill, 1938. (A copy of the Bill was sent to Geneva with our Minute A.8/750/38 dated 28-4-1938 and the Select Committee's report thereon with our Minute A.8/63/39 dated 12-1-1939). The Bill as passed by the State Legislature has received the assent of the Maharaja and is coming into force on 1-4-1939. .

(The Times of India, 23-3-39).

The Hyderabad Maternity Benefit Bill: Legislation  
to be introduced.

The Government of the Hyderabad State, it is understood, will be introducing a Maternity Benefit Bill at the forthcoming meeting of the State Legislative Council. Under the existing practice women employed as labourers in certain industries such as the bidi-making industry and the spinning and weaving industry are exempted from work during the period immediately preceding and following the birth of the child, but they are not entitled to wages. The present Bill entitles them to draw seven weeks' wages during the period of such absence at the rate of eight annas per day. The period of absence will be three weeks before maternity and four weeks following it. .

~~The Bill also lays down~~



The Bill also lays down that if a woman dies during the period of maternity leave, benefit will be paid only up to the date of her death and that if any employer dismisses a woman employee at the approach of such period of absence, such dismissal will be invalid and will not deprive her of the maternity benefit. (The Hindustan Times, 20-3-39).

According to the latest annual report on the administration of factories in the State, 10,647 were women out of a total labour force of 32,493. +

7

Conditions of Labour.

Extension of Factories Act to Smaller Factories: Objections  
of Merchants' Chamber, U.P. ✓

Reference was made at page 1 of our January 1939 report to the proposal of the U.P. Government to extend the Factories Act to all power-factories employing 10 persons or more. The U.P. Merchants' Chamber, Cawnpore, has made the following criticisms on the proposal.

The operation of the Factories Act entails elaborate legal obligations on industrial establishments which it would not be easy for small establishments always to lawfully carry out. Apart from the serious complications in the administration, the small factories, once brought under the provisions of the Factories Act, will find it difficult to face competition with the larger undertakings in the trade. At a moment when the Provincial Government is evincing anxiety for the development of small-sized industries, the draft order, if given effect to, will seriously run counter to the pursuit of such a policy. It was only with a view to prevent the exploitation of child labour in power factories that the Central Government examined a proposal for the extension of the Factories Act to the small power-factories. Enquiries by the Chamber have revealed that there ~~are~~ no important small-sized power factories which employ child labour. If the U.P. Government is considering the reform with a view to prevent the exploitation of child labour, this reform is uncalled for in view of the limited number of children employed in small power-factories.

(The Hindustan Times,  
3-3-1939)..

Immediate Labour Programme of Madras Ministry: Legislation  
regarding Payment of Wages, Debt Relief and Unemployment  
Insurance. ✓

The Government of Madras, it is understood, have under active consideration several measures for the amelioration of industrial labour in the province. It seems to be the opinion of the Government that so far as the settlement of industrial disputes is concerned the arrangement obtaining now is beneficial to all parties and that therefore no additional legislation is necessary for the purpose.

The feasibility of weekly payment of wages is stated to be carefully examined by the Department of Labour and Industries. The problem of liquidating indebtedness among industrial workers has been examined

and legislation somewhat similar to the Agricultural Debt Relief Act is expected to be introduced.

The Government is also contemplating the introduction of a scheme of unemployment insurance. It is further learnt that it will be introduced as an experimental measure on co-operative lines in the textile industry.

(The Labour Times, Madras,  
March, 1939). +

Views of Workers' Interests.- An informal meeting of the Premier and Labour Minister with representatives of labour to discuss the proposed legislative programme of the Government was held on 19-3-1939. Labour leaders are understood to have put forward a number of suggestions regarding the lines on which the legislation should be drafted. Discussing machinery for dealing with industrial disputes, they stressed the need for setting up a permanent machinery and indicated the policy which should govern settlement of disputes. The need for including social insurance and employment exchanges in the legislative programme was also stressed.

The Premier is reported to have informed the labour leaders that his Government would consider favourably their views and bring in suitable legislation at an early date.

(The Hindu, 19-3-1939)

Views of Employers' Interests.- Representatives of employers' interests also met the Labour Minister in the last week of February 1939 to discuss Government's labour policy. On the question of settlement of industrial disputes, the necessity for attempting settlement before the disputes had developed into strikes or lock-outs was stressed. In order to achieve this, the representatives urged the appointment of a sufficient number of Labour Officers.

The Labour Minister pointed out that it was the Government's policy to settle disputes before they had developed into strikes or lock-outs and that the appointment of more Labour Officers was already engaging the attention of the Government.

(The Hindu, 28-2-1939).

Settlement of Industrial Disputes in U.P.:  
Enactment on lines of the Bombay Industrial Disputes Act, 1938,  
Contemplated. +

Reference was made at page 5 of our February 1939 report to the intention of the Government of the United Provinces to introduce in the local Legislature legislation on the model of the Bombay Industrial Disputes Act, 1938. According to the Cawnpore Correspondent of the Times of India, the U.P. Government proposes to introduce the measure in April, 1939. It is understood that the proposed U.P. Bill differs from the Bombay Act in the provisions dealing with the registration of unions and compulsory arbitration. The U.P. Government is stated to have taken advantage of the criticism of the Bombay Act by labour and other interests and has tried to frame its Bill in such a way as to ensure its smooth passage through the Legislature.

(The Times of India, 14-3-1939) +

Amalgamation of Factories and Boilers Inspectorate in Assam:  
Recommendation of Retrenchment Committee. +

It is understood that a Retrenchment Committee appointed some time back by the Government of Assam has suggested that the now separate Inspectorates of Factories and Boilers <sup>in Assam</sup> might be amalgamated.

(The Amrita Bazar Patrika, 2-3-1939.) +

Forced Labour in Simla States. .

At a public meeting held under the auspices of the Himalaya Riyasti Praja Mandal, at Simla in the third week of March 1939, Pandit Padam Dev, Secretary, Arya Samaj, Simla, and President of the Mandal, who was in the Chair, strongly criticised the Rulers of the Simla States for not abolishing forced labour in their States. He declared that several systems of forced labour such as 'athwara',

'begar', 'choubandi', etc., were prevalent in these States, and traced their incidence. A resolution condemning the Rulers' failure to abelish forced labour and other grievances of their subjects was passed by the meeting.

(The National Call, 20-3-1939).-

Statistics of Trade Disputes in India;  
Scheme of Government of India for Collection of  
Accurate and Comprehensive Data. -

According to the Special Correspondent of the Hindu in New Delhi, the Government of India has now under consideration the question of improving the form of statistical returns supplied by Provincial Governments regarding the nature and duration of industrial disputes and the manner of their settlement. In view of the fact that, since the introduction of Provincial Autonomy, resort to the Trade Disputes Act has become more frequent in addition to the large number of settlements of disputes through official mediation of an infernal character or through machinery provided by provincial legislation, full details and statistical information regarding industrial disputes fail to get centralised and the annual review on the subject issued by the Government of India will thus not be exhaustive of the administrative action taken towards the settlement of industrial disputes.

Moreover, the usual practice has been for Provincial Governments to send the Government of India weekly reports of strikes and lockouts. But these have been general in character, giving no details of the action taken to settle disputes. The Government of India seem to believe that if Provincial Governments would agree to supply such statistics in future ~~in~~ on a prescribed standard form, giving a brief narrative of events leading up to the dispute, the number of workers involved, the nature of action taken and the results of official or non-official intervention, it would enable the Government of India to produce a more comprehensive review of the working of the Trade Disputes Acts, whether Central or Provincial, and with greater promptness than is now possible.

(The Hindu, 15-3-1939).

11

Demand of Restaurant Workers in  
Madras to extend Factories Act to hotels. ✓

A meeting of restaurant workers employed in Madras City was held on 4-3-1939 at Madras, Mr. A.R.V. Achar presiding. Speeches were made at the meeting stressing the need for organisation among restaurant workers. The workers were advised not to use the strike weapon, but to rely on more peaceful methods. A resolution ~~was~~ requesting the Government of Madras to extend the Factories Act to hotels, restaurants, and other similar concerns was adopted at the meeting.

(The Hindu, 6-3-1939) .

Forced Labour in Andhra Districts: Report of the  
Andhra Provincial Zamin Ryots' Association. +

At a meeting of the Working Committee of the Andhra Provincial Zamin Ryots' Association held at Kovvur, Madras Presidency, in the last week of February 1939, a report on the grievances of the hill tribes in the Agency tracts of Madugulla Estate and its vicinity, prepared by Messrs R. Mandeswara Sarma, President, P. Sreeramulu Naidu, and D. Visweswara Rao, members of the Provincial Zamin Ryots' Association, was adopted. Allegations of prevalence on a wide scale, of several varieties of forced labour in these tracts have been made in the report. A brief summary of the report is given below.

Muthadari System.— Dealing with conditions in the Madugulla Agency, which lies mainly in the Jeypore Estate, the report states that the hill tribes of the area live under the 'muthadari' system. The muthadar has all the powers of the zamindar in these places, subject to the payment of rent to the latter. The muthadari system came into vogue in 1915 when the estate was under the Court of Wards. The hill tribes of the area, it is pointed out, suffer from muthadars making inroads on their rights and property, exaction of compulsory free labour, 'mamools' in cash and kind, and 'maganali' and 'gotti' labour, victimisation for joining the Congress or ryots' associations, unfair measurement and valuation of produce by merchants and the monopoly system in regard to forests. In many places the hillmen, after clearing forests and making the land arable on the promise of pattas being granted to them, have been deprived of the land by the muthadars.

Varieties of Forced Labour.— The muthadars get their own lands tilled by the hillmen and their families without any payment. Another form of forced labour exacted from the hillmen is the carrying of forest

guards and muthadars in dolies up and down the hills. Relatives of muthadars and their friends were also carried similarly over distances ranging from 10 to 20 or 30 miles. In addition to these, the hillmen have to cut wood and carry it to the muthadars' houses and do such other work free. Apart from forced labour, the report says, several other exactions are made on the hillmen. There are what are called 'plough mamool' and 'fireside mamool'. For dasara and pongal (two festivals), the hillmen have to perform compulsory labour for raising pandals. In addition to these, they have to give to the muthadar goats, fowls, and vegetables. Similarly when marriages take place in the houses of the hillmen, the muthadar of the area must be given five kunchams of rice, one goat and one pair of cloth, besides other things. When again any marriage takes place in the house of the muthadar similar contributions must be given to him.

'Maganali' System.- Referring to a strange levy called 'maganali', the report states that whenever a hillman's wife divorces her husband (and this is said to be frequent among these tribes) the man who marries her again must, by the general custom of the community, pay some compensation to her former husband. This varies from Rs. 25 to Rs. 6. Of this sum, one-third must go to the muthadar, and this levy is known as 'maganali'.

'Gothi' System.- 'Gothi' labour is a form of exploitation widely prevalent in these areas. If a hillman enters into debt for one reason or other, he and after him his sons and grandsons, have to labour in the fields or at the house of his creditor and there is little prospect of emancipation from this bondage.

In conclusion, the report appeals to the Government to abolish these systems and to penalise persons exacting forced labour under them.

(The Hindu, 27-2-1939).+

Working Class cost of Living Index numbers for  
various Centres in India, during January 1939. +

The cost of living index number of working classes in various centres of India registered the following changes during January 1939 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 January 1939 rose by 1 point to 105. The average in the year 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in January 1939 declined by 2 points to 70; for 1938 the average was 71.

Sholapur.- The index number (base: year ending January 1928) of

the cost of living in Shelapur during January 1939 was stationary at 74. The average for 1938 was 72.

Nagpur.- The index number (Base: year ending January 1927) of the cost of living in January 1939 was stationary at 61.

Jubbulpore.- The index number (Base: January 1937) of the cost of living in Jubbulpore in January 1939 remained stationary at 57.

(Extracted from the January 1939 issue of the Monthly Survey of Business Conditions in India.) +

Amelioration of Conditions of Work of Plantation Workers of Assam:

Mr. O. M. Das's Memorandum. +

Reference was made at page 35 of our February 1939 report to the conference of representatives of the tea industry and labour convened by the Assam Ministry to discuss Mr. Omeo Kumar Das's Bill dealing with the freedom of movement of the tea estate labourers. It is now understood that Mr. Das has recently submitted a memorandum to the Government of Assam on the conditions of work of the tea plantation labourers of the province; a brief summary of the memorandum is given below:

Education.- The tea garden labour is mainly illiterate. The employers have recently opened a few schools for their education, but these schools are hardly sufficient in number and it is desirable that educational activities in tea garden areas should be brought under Government control and supervision.

Temperance.- A large majority of the workers are addicted to drink and unless they can be weaned from the habit their social and economic improvement will be difficult. The Government should therefore abolish at an early date excise canteens and licensee-manager shops in tea garden areas.

Wages.- The rate of wages varies from garden to garden though the condition of the industry is uniform throughout. The Government should consider the desirability of establishing a wage-fixing machinery in which employers and employees will be represented, and securing to the workers a standard minimum wage.

Weighing of Green Leaf.- Due to illiteracy of the worker, he is unable to check the weighing of green leaf during the plucking season with the result that he does not get in full what he has earned. Better supervision of weighing is therefore necessary.

Maternity Benefits.- Though women workers are paid maternity benefits by the employers of their own accord, there should be necessary legislation on the Statute book so that no one may evade the obligation to pay benefits.

Health and Welfare.- Though the medical facilities provided by some of the estates are quite satisfactory, these in others are hardly so. The Government should insist on the appointment of qualified medical men.



14.  
Other Recommendations.- The memorandum also emphasises the need for (1) the free development of trade union movement, (2) revising the Trade Disputes Act to suit present conditions, (3) appointment of labour Welfare Officers, and (4) abolition of the present systems of punishment by fines and whipping in certain estates.

(Summarised from the Memorandum copies of which were forwarded to this Office by Mr. Das; a copy of the Memorandum was sent to Geneva with this Office's minute D.1/586/39 dated 6-4-1939).

#### Labour Conditions in the Sugar Industry in India.\*

The Tariff Board Report of 1938 on the Indian sugar industry which was published recently makes the following observations regarding conditions of labour in the industry.

Number of Workers employed in the Industry.- With the rapid development of the manufacture of Indian sugar since the Board reported, in 1931, the employment of labour has greatly increased. The erection of a sugar factory provides employment both in the engineering and building trades. After the erection, when the factory begins to work, labour is required for the handling of raw materials for the various factory processes and for the despatch of finished products.

At the same time, the sugar industry is responsible for indirect employment in other industries - in the transport of manures, seed and implements and of the bulky sugarcane crop to the factory, in the supply and transport of machinery, coal, coke, limestone, bags, etc., required by the factory, and in the distribution of sugar and its by-products.

The average daily number of workers employed in sugar factories in British India is estimated to be over 73,000. Taking the present number of factories it is estimated that the industry should employ 20,000 skilled or semi-skilled and 75,000 unskilled workers. The labour employed is mainly Indian, the only foreigners being some panmen (usually Chinese) and a few engineers and chemists. It seems probable that eventually even these will be replaced.

Wages.- In regard to the remuneration paid to the different grades of labour and to the tenure of employment the situation is not generally satisfactory. In a protected industry it is to be expected that the labourer in the factory should also share in the benefits of protection, but it is found that the interest of labour have not received the consideration they deserve. For example, complaints have been made that hours of work are longer than those permitted by the Factories Act and that in certain factories labourers after doing their full work during a shift are put on to additional duties such as loading or unloading of wagons, etc. There is also a general complaint from skilled labour that, in their case, there are, in practice, only two shifts a day of 12 hours each and that they are not paid overtime for the extra hours worked.

Many mills employ the greater part of their staff only temporarily

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\* Report of the Indian Tariff Board on the Sugar Industry - published by Manager of Publications, Delhi. Price Rs. 2 or 3s.6d. pp 196.

for the working season and the salaries paid are not such as to attract the best men. A sufficient number of fully qualified Indians are now available, and in the opinion of the Board the mills which enjoy the benefits of protection should be under an obligation to employ fully qualified men on adequate salaries. Factory owners would be well advised in directing their attention towards the development of subsidiary enterprises such as the manufacture of sweets which will keep most of their staff employed for the whole year. Fair treatment in the matter of employment would lead to greater efficiency. An annual hunt for staff and unseemly haggle for salaries every season reflects little credit on an organised industry. The Board feel strongly on this subject and suggest legislation on the lines of the British Sugar Reorganisation Act. The recommendations in regard to technical staff apply generally to non-technical staff. In regard to labour, wages paid in factories are often low. The type of labour employed is mainly agricultural, drawn from the villages in the neighbourhood of factories for which the Indian Sugar Mills Association regard a salary of Rs. 7 to Rs. 10 a month as fair. It is considered that the minimum wage should be not less than Rs. 10.

Housing.- As a rule, unskilled labour is recruited from the villages in the neighbourhood of factories and no accommodation is provided for them in factory colonies. In the case of skilled labour and technical staff the practice varies: the majority of the mills provide well built quarters but some mills have not made adequate provision. The present houses provided for semi-skilled workers are not satisfactory and sometimes five or more persons live in one room. It is felt that suitable housing accommodation should be provided by every factory for all grades of skilled or semi-skilled labour, and in the case of seasonal labour housing arrangements for at least a portion of the workers should be made. Factory surroundings and sanitation at present are not always satisfactory and it is to be regretted that inspection of factories is not as regular as it should be. For want of adequate staff, factories in United Provinces are inspected only once a year and sometimes less often.

Welfare Work.- A large number of factories maintain dispensaries and give free medicine and medical treatment to their workers. Similarly a number of factories have opened primary schools for workers' children or make contributions to local schools. Practically no charge is made for the education imparted and scholarships are sometimes given to promising pupils. It is interesting to note that one modern factory has provided a radio set.

The arrangements for recreation, however, are not so satisfactory. Only a few factories have recreation grounds and sports clubs and little provision is made for indoor amusements. On the whole, it cannot be said that factories have paid sufficient attention to welfare work. But the extent of welfare work depends upon the stability of the industry. Unless the manufacturer feels that he can make a reasonable profit, he cannot afford to be liberal in his treatment of his employees. The

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excise duties coming one after the other within the first half of the protective period have curtailed the welfare work of the manufacturers who are anxious to provide comforts for their workers..

Agitation for Abolition of 'Dubla' System in Surat. +

Reference was made at pages 7 to 8 of our January 1938 report to the abolition of the Dubla system in Bardoli where the agricultural workers were being subjected to conditions of life and work bordering almost on serfdom . Following the lead given by Bardoli, the taluka of Olpad in Surat has launched a vigorous campaign to abolish the system prevailing in Surat also. Leading peasants from 23 villages in Olpad called a meeting of peasants in the third week of March 1939 which was addressed by Mr. Kanaiyalal N. Desai, President of the Surat District Congress Committee. A committee was formed with Mr. Desai as chairman to bring about a peaceful settlement whereby the dublas would obtain their freedom without disturbing the harmonious relations between themr and their landlords.

(The Times of India,  
27-3-1939). +

## Intellectual Workers

### Conditions of Work of Teachers in Aided Schools, Madras: Government Orders regarding Fixity of Tenure and Recognition of Unions.

The following information relating to certain recent Orders passed by the Government of Madras regulating the conditions of service of elementary school teachers employed in certain classes of aided schools in Madras province is taken from a speech delivered by the Hon'ble Mr. C. J. Varkey, Minister for Education, Madras, at the Non-Managers' Elementary Teachers' Conference held at Srivilliputhur on 26-2-1939 :

Fixity of Tenure: Arbitrary Dismissals checked.- Till November 1938, teachers in aided schools enjoyed no fixity of tenure, as they were liable to arbitrary dismissal by school managers. In November 1938, the Government of Madras passed an Order under which new teachers entering service have to be classed as temporary, probationary or permanent; after the probationary period, if satisfactory, a teacher has to be classed "permanent". Dismissals of permanent teachers have to be sanctioned by the Head of the Madras Education Department, and a teacher's fitness, if in dispute was to be determined by him and not the manager.

Teachers' Service Registers.- Till November, 1938, appointment orders of teachers were communicated orally or through letters. The Government issued an Order in November 1938 to the effect that Teachers' Service Registers should be maintained and that each teacher should have a separate Service Register wherein should be indicated the nature of his service and other details, and that it should be signed by the teacher, the manager and the Government educational authority.

Regularity in Payment of Salaries.- Before November 1938, the managers used to pay teachers very irregularly and sometimes smaller amounts than those shown in the pay register. New Orders passed by the Government in November 1938 made it a rule that no deductions, except for provident fund and by way of fines, should be made by managers; if charges of irregular payments are proved, the Government may order that pay should be disbursed through its own District Education Officers. Managers <sup>have</sup> to pay teachers regularly. To facilitate regular payment, Government is planning to give the annual grant amount of each school by four quarterly payments; later on, it is proposed, to pay the grant amount in monthly instalments.

Increased Scales of Pay.- Owing to financial stringency, Government is not able to increase the pay of teachers immediately, but it is Government's plan, when its finances improve, to increase scales of pay and fix and standardise them.

Recognition of Teachers' Unions.- The Government has passed in February 1939 three orders, the first, concerning teachers' associations (these are concerned with the educational aspects of the teachers' work), teachers' unions (these are concerned with the conditions of service of teachers), and teacher-managers' and managers' associations (these are

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concerned with administrative matters, such as grants, fees, etc.); these orders are to come into force on 1-6-39. The teachers' unions are soon to be accorded recognition by the Government. Their activities, it is pointed out, include the making of representations to Government on conditions of work—pay, hours of work, promotions, leave, etc.

(The Hindu, 1-3-39).+

Economic Conditions

The Bengal Finance Bill, 1939: Profession Tax  
of Rs. 30/- per Year. ✓

Reference was made at page 37 to the proposed levy by the U.P. Government of an employment tax as a revenue measure. The Bengal Government has recently introduced a Bill in the local legislature proposing to impose an ungraduated tax on professions, trades, callings and employments as a revenue measure. The Bill provides that every person who paid income-tax in the preceding financial year "in respect of earnings of any profession, trade calling or employment pursued wholly or in part within the province" is liable to pay for each financial year a tax of Rs. 30 in addition to other rates and taxes.

The text of the Bengal Finance Bill, 1939, containing the above proposal is published at pages 25 to 27 of Part IV-A of the Calcutta Gazette dated 16-2-1939..

Protection to Indian Sugar Industry to continue: Govern-  
ment of India reduces present rate by 8 annas. +

The Government of India has recently announced its decision regarding the level of protection to be given from 1-4-1939 to the Indian sugar industry. The Sugar Industry (Protection) Act, 1932, which imposes the present rate of protective duties was due to expire on 31-3-1938 but the Act was kept alive till 31-3-1939. In the meanwhile a Tariff Board enquiry conducted on the level of protection that should be afforded to the industry, after the expiry of the Act, reported in 1937.

Recommendations of the Tariff Board.- The main recommendations of the Board are as follows: (1) The fair selling price of Indian sugar is Rs. 6-13-10 per maund, to which should be added 9 annas per maund for freight and 5 annas for quality, making roughly Rs. 7-12 per maund. Java Sugar could be landed at Rs. 2-7 per maund, and the protection required is therefore Rs. 5-5 per maund or Rs. 7-4 per cwt. The amount of protection should be granted for 8 years. (2) Permission should be accorded for the manufacture of power alcohol on the understanding that it bears the same rate of duty as petrol. (3) No special protection

is necessary for the sugar industry apart from the protection granted to sugar. (4) Research work on the agricultural side is inadequate and an allotment of 3 annas per cwt. from the excise duty should be made for central research and assistance to provincial agricultural departments. (5) A marketing survey of the sugar industry should be undertaken. (6) The additional excise duty levied in 1937 has had unfortunate consequences for the cane grower and manufacturer. At the prevailing level of prices the present rate of excise duty is out of proportion. (7) The rationalization of the industry under some form of State control is desirable. For this purpose an all-India conference representing all interests should be convened.

Decisions of Government.- In examining the recommendations of the Board, the Government found that the figures on which the calculations of the Board were based had materially changed since their report and that other circumstances like the application to the sugar industry of an elaborate and extensive system of control by the United Provinces and Bihar Governments and their decision to levy a provincial cess on cane supplied to the factories and to enforce minimum price regulations more rigidly than in the past have produced new and unexpected conditions which have modified the basis of the Board's report. It is therefore felt that a fresh enquiry is called for to determine the extent of protection necessary for the next few years. Till such an enquiry could be conducted the Government has proposed the following measure:

Government's Proposals.- The Government of India proposes to impose the present protective duty less 8 annas per cwt. for a period of two years from 1-4-1939 to 31-3-1941, pending a further investigation to be held in 1940 in time to enable a decision to be made as to the quantum of protection for the remaining five years from 1-4-1941. The Government of India proposes to introduce legislative immediately to give effect to this decision.

(The Statesman 30-6-1939)..

### Protection to Indian Paper Industry: Decisions of the Government of India. ✓

The Government of India announced in the last week of March 1939 its decision on the Tariff Board's recommendations on the question of protection to the paper and paper-pulp industries in India.

Recommendations of the Tariff Board.- The main recommendations made by the Board are as follows:-

(1) There should be a protective duty on imported wood pulp of Rs. 35 per ton or 25 per cent. ad valorem whichever is higher. (2) The duty on the protected classes of paper should be 11 pies per lb. (3) The customs traffic classification of paper recommended by the 1935 Board should be adopted with some minor alterations. (4) The period of protection should be extended by seven years from April 1, 1939. (5) There should be a further enquiry at the end of the year 1939, to ascertain whether the new developments taking place in the paper indus-

try warrant protection being extended to classes of paper not at present protected. (6) The nomenclature of the Act extending the period of protection should be changed from the Bamboo Paper Industry (Protection) Act to the Indian Paper Industry (Protection) Act and (7) The paper section of the Forest Research Institute, Dehra Dun, should be extended and more adequately equipped.

Views of the Government.— The Government of India agrees that it is necessary to continue protection to the paper industry, but it has not found it possible to accept the Board's conclusions with regard to the measure of protection. Government also considers that no case has been made out for the continued protection of wood-pulp. The Board accepts Rs. 140 per ton as a reasonable estimate of the cost of conversion of pulp paper and maintains that this estimate is lower than the figure (Rs. 141 per ton) taken by the Tariff Board in 1931, but makes an addition of Rs. 32 per ton to the above estimate on account of the cost of bleaching, selling expenses, insurance, rents, rates and taxes which were not shown separately in the former Report but were included in the single figure for cost of conversion.

Government's Proposals.— The Government of India considers that the fair selling price of paper, viz., Rs. 378.3 per ton arrived at by the tariff Board should be readjusted by leaving out these additional items of expenditure and the protective duty proposed should be accordingly reduced from 11 pies per lb. to 9 pies per lb. In order that certain expensive kinds of writing papers may not pass on payment of a nominal duty, an alternative rate of 25 per cent. ad valorem is proposed to be levied on such papers. It is also proposed that the period of protection should be three years only, towards the end of which period the question of protection will again be referred to a Tariff Board.

(The Statesman 30-3-1939).

#### Protection to Indian Magnesium Chloride Industry:

##### Decisions of the Government of India. ✓

In a recent report the Tariff Board recommended that protection should be extended to the magnesium chloride industry for a further period of seven years and proposed a protective duty of annas 15 per cwt. on imported magnesium chloride. The Government of India has accepted the Board's recommendations in respect of the further period of protection but considers the rate of protective duty proposed to be unduly high.

In arriving at the fair selling price for magnesium chloride, states a Government resolution, the Board has taken into account the freight disadvantage which the Indian product has to face in Bombay city. It has, however, made the error of making an allowance on this account, on



respect of the whole production of the industry, a considerable proportion of which is consumed in up-country markets where the Indian product either is at no freight disadvantage or even enjoys a certain advantage.

The Government of India is of opinion that after rectifying this error, the fair selling price can reasonably be fixed at Rs. 2-9-0 per cwt. and has accordingly decided to impose a protective import duty on magnesium chloride of annas 12 per cwt. Legislation to give effect to this decision will be introduced before the expiry of the present period of protection.

(The Statesman 30-3-1939).+

New Indo-British Trade Agreement: Central Assembly  
rejects Draft Agreement: Government's Decision  
to implement Agreement. ✓

The Government of India published on 20-3-1939 the draft of the new Trade Agreement which they propose to conclude with the British Government. The new Agreement replaces two Agreements which have hitherto been in force; the first, the agreement of 20-8-1932, known as the Ottawa Trade Agreement related to commodities on which preference and other concessions were accorded by each contracting party to the other, and the second, a supplementary agreement entered into on 9-1-1935 in which the Government of India gave formal expression to the general principles governing the treatment of United Kingdom goods competing with the products of a protected Indian industry. On 30-3-1936 the Central Assembly passed a resolution recommending the termination of the Ottawa Agreement and on 13-5-1936 the Government of India gave notice of denunciation of the Agreement. Pending the negotiation of a fresh Agreement, however, the Agreements then in force continued in operation subject to termination at three months' notice by either side.

A brief analysis of the Draft Agreement now drawn up is given below:

Concessions to India.- These take three different forms: (1) a ~~guaranteed~~ preference, (2) free admission but without any guarantee of preference, and (3) free admission irrespective of origin. The average annual value of export to all countries and to the United Kingdom of commodities subjected to a guaranteed preference is respectively Rs. 870.1 millions and Rs. 368.6 millions. Exports coming under the second category account for Rs. 116.8 millions and Rs. 37 millions. The total average annual value of exports which fall within the scope of the concessions secured under the Agreement is estimated at Rs. 1170.4 millions

and Rs. 448.9 millions respectively. In other words, on the basis of the average for three years, more than 82 per cent. of India's total exports to the United Kingdom fall in the category of goods enjoying preference or free admission under the Agreement.

Concessions to the United Kingdom.— Total imports into British India (excluding Burma) from all countries (again excluding Burma) and from the United Kingdom during the triennium 1935-36 to 1937-38 were of an average value of Rs. 1,372.5 and Rs. 477.8 millions per annum, respectively. During the same period the average annual value of imports from all countries and from the United Kingdom of commodities subject to preference under the Agreement was Rs. 165.4 and Rs. 76.8 millions respectively. Thus, only 16 per cent. of India's total imports from the United Kingdom fall in the category of goods subject to preference, as compared with 82 per cent. of exports to the United Kingdom which is covered by the concessions granted to India. Under the old agreement, the number of preferential items in the Indian import tariff was 106 and imports from the United Kingdom of goods falling in these categories were valued in 1935-36 at approximately Rs. 187.5 millions. The number has now been reduced to 20, of which 19 are old items and only one is new.

Cotton Article.— The immediate concession to the United Kingdom is a reduction of duty on imports from that country which fall for assessment under items 48(3) and 48(9) of the Indian Customs Tariff: the new rates, known as the 'basic rates', are 17½ per cent. ad valorem on printed goods; 15 per cent. ad valorem or 2 annas 7½ pies per lb., whichever is higher, on grey goods; and 15 per cent. ad valorem on all others. If, however, in any cotton piecegoods year, United Kingdom imports do not exceed 350 million yards, the duties charged after the end of that year and until the end of any cotton piecegoods year in which such imports exceed 425 million yards are to be reduced still further by 2½ per cent. ad valorem with a proportionate reduction in the specific duty on grey goods. On the other hand, if in any cotton piecegoods year, United Kingdom imports exceed 500 million yards, the rates of duty in the following cotton piecegoods year may be increased above the basic rates to such extent as may be deemed necessary for the purpose of restricting imports of such goods during the year to the "maximum yardage figure" for the preceding cotton piecegoods year; the enhanced duties are, however, to be reduced to the basic rates after the end of any such year in which total imports from the United Kingdom, have not exceeded 425 millions yards.

The concessions to India are embodied in the provisions relating to the calculation of the maximum yardage figure. This expression means, in relation to any piecegoods year, a maximum of 500 million yards, or for a year corresponding to a cotton year in which there is a 'deficiency' in United Kingdom purchases of Indian cotton, 500 million yards reduced by the appropriate figure. The word 'deficiency' is defined as the amount by which imports of Indian cotton into the United Kingdom fall short of the following quantities:—

	bales.
for the cotton year ending 31st December 1939	... 500,000
for the cotton year ending 31st December 1940	... 550,000
for every subsequent cotton year	... 600,000

For the purpose of determining the appropriate rates of duty to be charged on United Kingdom cotton piecegoods under this Article, total imports from the United Kingdom of such goods in any cotton piecegoods year corresponding to a cotton year in which there is a deficiency will be deemed to have been increased by 25 million yards for every 50,000 bales (or less) of the deficiency: it is specifically provided, however, that the deficiency must not exceed 100,000 bales in the cotton year ending 31st December 1939 and 150,000 bales in any subsequent cotton year.

(Summarised from the Trade Agreement and related papers published by the Government of India, copies of which were forwarded to this Office).

Criticisms. - The Agreement <sup>has</sup> met with much criticism from the Indian press and industrial interests on the ground that it falls far short of the recommendations made by the Committee of Unofficial Advisers to the Commerce Member in negotiating the Agreement. The main lines of criticism are indicated below:

Concessions to India. - The first group of commodities on the preferential list may be said to comprise tea and coffee, oilseed cake, unmanufactured tobacco, foodgrains and beverages. Of these, tea and coffee are predominantly British industries which Britain can ill-afford to harm and, in any case, the operation of the Tea Restriction Scheme, and the certainty that the tea industry will have to work it, deprive the preference of any real value to India. Thus, out of the total value of Rs. 294.2 millions of the exports of this group of commodities, more than Rs. 210 millions are represented by tea. Among raw materials and articles mainly unmanufactured which find a place in the preferential list, the more ~~most~~ important are undoubtedly linseed, groundnuts, leather, dressed and undressed, and goatskins. Considering that India has a virtual monopoly of hides and skins and that she has enjoyed for long a well-established position in the British market, the Indian public will decline to attach great value to these concessions.

Agreements with regard to trade would usually contain terms relating to shipping, insurance, banking etc; the present agreement is silent on all these points.

Concessions to Britain. - The guiding principles laid down by the unofficial advisers are that the agreement should not involve any risk of injury to India's trade with other countries, that no important domestic interest should be sacrificed, that the preferential scheme should be consistent with the principles of India's tariff policy and that the revenue interests of the Government of India should be duly safeguarded. Though it is true that the last mentioned consideration is respected to the extent that only the margin of preference has been insisted on, all the other considerations are honoured more in the breach than in the observance. That Britain has abandoned the claim for preference in respect of articles in which such preference has been actually of no

use in the past, is a compliment not to British generosity but to British intelligence. It is significant that despite professions of respect for the safety of domestic interests, even such goods as cement and chemicals are brought within the scope of the preferential duties though the chemical and cement industries in India are not only not old established but are faced with difficult problems of their own.

Though the exports to the United Kingdom of raw cotton during the first ten months of 1938-39 amounted to only 297,000 bales, the figures for 1937-38, 1936-37 and 1935-36 are respectively 385,000, 622,000 and 456,000 bales. As against this, imports of British piecegoods in the first ten months of 1938-39 amounted to 176 million yards and may not amount to more than 200 million for the whole year. And during the three previous years, imports ~~an~~ had declined steadily from 439.7 million yards to 334.2 million yards and thence to 266.6 million yards. While, thus, Britain's exports are sought to be increased from 400 million yards, India's exports are left to stagnate at 500 thousand bales with no effective guarantee of an increase and with but ineffective sanctions against the danger of decline. And it is significant that while Britain is in a position to increase her offtake of Indian cotton and has refused to do so, India suffers from a singular inability to increase her imports of piecegoods from abroad.

Debate in the Central Legislature.- On 27-3-1939 the Commerce Member moved in the Central Assembly a resolution to the effect that the Assembly approves of the Agreement. The Congress and the cotton mill interests opposed the resolution and criticised the agreement as being detrimental to the progress and welfare of the Indian textile industry, especially in view of the doubling of the duty on raw cotton imports into India. The Government motion that the Agreement be approved was put to vote on 28-3-1939; it was lost by 59 votes to 47. A similar resolution moved by the Government in the Council of State was adopted on 30-3-1939.

(The Statesman 29 & 31-3-1939).

The Government of India introduced in the Central Assembly a Bill on 31-3-1939 to make the necessary changes in the Indian Tariff Act to implement the Indo-British Agreement.

(The Statesman 1-4-1939)..

Employment and UnemploymentAmelioration of Unemployment among Educated Youngmen:U.P. Government's Scheme of Industrial Grants. ✓

Attention is directed to pages 71 to 74 of Part I-A of the Government Gazette of the United Provinces dated 25-3-1939 where are published the rules regulating the grants to be made by the Government to assist educated youngmen in starting industrial undertakings.

According to the rules, grants may be made to (i) educated youngmen (persons below 30 years of age but not minors) who have been trained in a particular industry to set up in that industry or in business or trade connected therewith and (ii) those already in business or trade with a view to help them to develop and expand their activities. Grants may be given: (i) for the purchase of tools, implements, and appliances or machinery, including the cost of erection thereof, (ii) for enabling the recipient to tide over the early stages of manufacture on a commercial scale, (iii) for helping the recipient to meet losses due to poor production in the beginning, (iv) for working capital in special cases, (v) for other ~~similar~~ purposes depending on the exigencies of each case. The grant is not ordinarily to exceed Rs. 1,000, ~~but~~ a grant in excess of that amount but not exceeding Rs. 2,000 may be sanctioned in special cases. 1

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Social Insurance.

Working of the Mysore Government Insurance Department, 1937-38. ✓

The following information about the development and working of the State Insurance Scheme of the Government of Mysore is taken from a note on the subject published in the March 1939 issue of the Mysore Information Bulletin.

The Mysore Government had introduced so far back as 1890 a system of insurance for the benefit of the State employees and now insurance, which at first was optional, has been made compulsory for all permanent Government servants. The general rate of monthly premium is 10 per cent. of the pay, subject to a maximum of Rs. 70, which is recovered by deduction in the salary bills of the officers. The amounts payable on maturity of the scheme is free from attachment for civil decrees.

Progress in 1937-38.— The total number of lives - of Government servants - insured, to end of June 1938 was 33,052 under 54,625 policies for an assurance of Rs. 39,108,186. During the same period, claims to the extent of Rs. 13,384,725 have been paid to the insured or their heirs. The total number of policies in force on 30-6-1938 was 29,665 assuring Rs. 25,439,766, yielding an annual premium of Rs. 1,032,246. The latest actuarial valuation, as on 30-6-1938, has admitted the grant of a compound reversionary bonus of 1.8 per cent. per annum.

Extension of Scheme to the Public.— 25 years after the establishment of the Life Insurance Department, the Mysore Government extended the scheme to the general public of the State. Policies are ordinarily issued for a minimum of Rs. 100 up to a maximum of Rs. 15,000. On the public insurance side, up to end of June 1938, a sum of over Rs. 1,850,000 was paid to the insurants or their representatives. The total business in force on 30-6-1938 was 33,179 policies assuring Rs. 31,097,700 and realising an annual premium of Rs. 1,673,292. The actuarial valuation of the Public Branch funds for the quinquennium ending 30-6-1938 has admitted the grant of a bonus of 2 per cent. per annum.

Income Policy Scheme started.— The Government has also started an income policy scheme as an adjunct of the public branch of the insurance scheme. This provides, on return for a capital consideration, for the payment of annuities at a very favourable rate of interest to the investor himself or to any beneficiary nominated by him. This scheme is of advantage to persons seeking sound investment.

It is pointed out that the State Insurance Department is abreast of private Insurance Companies in respect of premium rates, promptness in settlement of claims, representation of policy-holders on the Committee of Management, bonus prospects, etc.

Public HealthThe Madras Public Health Act, 1939.(Act III of 1939) ✓

Reference was made at pages 40 to 41 of our November 1938 report to the Madras Public Health Bill, 1938, which was introduced in the local Legislative Assembly on 28-11-1938. The Bill as passed by the Legislature received the assent of the Governor on 28-2-1939 and is published at pages 81 to 156 of Part IV of the Fort St. George Gazette dated 7-3-1939. The Act comes into force from the date of its promulgation. .

Milk Consumption in Indian Villages;Results of Investigation by I.C.A.R. ✓

That the lowest production and consumption of milk and milk products is shown by Bihar and the Central Provinces and the highest by the Punjab, and that only a fifth of the total population of India obtains the minimum physiological requirement of milk and its products, are among the facts revealed in <sup>Certain</sup> investigations financed by the Imperial Council of Agricultural Research to obtain precise information on the production and consumption of milk by Indian cultivators, so that measures may be adopted for better nutrition of the population through a proper breeding policy.

Value of the Investigations.- A close and direct enquiry on scientific lines was conducted in seven cattle breeding tracts: Hariana (Delhi-Gurgaon-Rohatak), Kosi (U.P.), Kankrej (Bombay), Ongole (Madras), Malvi (C.P.), Montgomery (Punjab) and Deltaic area (Bihar). The results of the enquiry are published in the Council's "Miscellaneous Bulletin, No. 22".

Object and Methods of Investigation.- The provincial Governments co-operated in working the scheme. The villages and holdings in each specified area were selected at random according to the statistical principles explained in the Bowley-Robertson report. The questionnaire was designed to obtain as much information as possible regarding the cattle bred and maintained in each area and the production and consumption of milk.

Variations in Milk Consumption.- The Montgomery Tract records the highest consumption of milk and milk products, namely 15.53 ozs. per head per day. Hariana and Kankrej follow with 12.39 and 12.07 ozs. respectively. Kosi consumes 9.71 ozs. and Ongole 8.73 ozs.

Central Provinces and Bihar are at the bottom (as they are in production) with 6.73 and 5.51 ozs *respectively*.

Considering the seven tracts together, 16 per cent. of the families in India do not receive any milk or milk product, 36 per cent. consume the equivalent of between 0 and 8 ozs. milk per head per day, 26 per cent. between 8 and 16 ozs. and the remaining 22 per cent. receive over 16 ozs. Assuming that the minimum physiological requirements of the people, a large proportion of whom is vegetarian, is between 15 and ~~25~~ 35 ozs. per head per day, the proportion of families which obtain this quantity is only a fifth of the total. This figure represents only the important breeding tracts and not the whole of India. Since breeding tracts should be expected to produce and consume more, the all-India consumption is likely to be less.

No Consumption in Several Areas. - Kosi shows the largest proportion which does not consume any milk or milk products, the percentage of non-consumers being 32.2 per cent. or about a third of the total. The lowest proportion of non-consumers is in the Kankrej tract where there are only 5.9 per cent. who do not receive any milk or milk products. The other areas are in the following order: Hariana, 6.9 per cent.; Ongole, 9.9 per cent.; Montgomery, 13.1 per cent.; C.P., 21.7 per cent.; and Bihar, 23.2 per cent. Ongole, Bihar and C.P. are below and Kankrej, Kosi, Hariana and Montgomery are above the all-India average proportion of 22 per cent. which receive the minimum physiological requirements of milk and milk products. The model consumptions in the different areas also vary.

The above figures of total consumption of milk and milk products do not include skimmed milk, figures for which also are given in the Bulletin.

(Summarised from the Indian Information Series, dated 1-3-1939 published by the Government of India.)

#### Tuberculosis Survey in Bengal: Incidence among Industrial Workers. ✓

To form an idea as far as possible as to the extent of morbidity and mortality from tuberculosis ~~in this Province~~, the Government of Bengal in the Public Health Department have decided to carry out spot surveys in the following selected areas <sup>in the Province</sup> and amongst the following class of population: (1) Barisal - Rural municipality and the rural population. (2) Serampur - Industrial population.



Objects of Survey.- The survey will endeavour to find out (i) the incidence and types of tuberculous infection and disease met with, with a view to discovering its causes, if possible by house to house survey and survey of the total population of all ages in the area,

(ii) morbidity and mortality in infants, children, adolescents and adults from tuberculous disease as compared to that from all other diseases ( a comparison will be made to any particularly predominant disease). In collecting and analysing the data obtained from the survey, care will be taken to consider the influence of: (a) race, religion, age, sex, occupation, diet, habitation, environment, habits, customs, income, size of family, etc; (b) certain occupations and trades such as work in jute, cotton and rubber, masonry, stone grinding, lime quarrying, etc., (c) climate, sunshine, etc., (d) geographical distribution, (e) urbanisation and industrialisation.

Tuberculosis and Slum Conditions.- An endeavour will also be made to correlate the factors, e.g., poverty, over-crowding, under-nourishment, small versus large families, housing and sanitary conditions, social customs, (e.g. early marriage and motherhood, purdah system etc.) with the type and stages of disease met with at different ages and in different environments, and for this purpose, as far as possible, uniform standards and criteria will be used.

(Amrita Bazar Patrika,  
10-3-1939). +

Housing of Labour in Cawnpore: U.P.  
Government's forward Policy. +

A meeting of the Labour Welfare Committee of the United Provinces Government was held at Cawnpore on 25-3-1939, at which the Committee decided to open one more labour welfare centre in Cawnpore and another at Ferozabad in Agra district.

The Committee also approved plans for constructing in 1939, five hundred quarters for industrial labourers in Cawnpore. These quarters are to be available to the workers on easy instalments on hire-purchase system. The cost is estimated at Rs. 500,000 which will be advanced by the Government to the Improvement Trust which will be entrusted with the task of supervising the construction.

(The National Herald,  
28-3-1939)..+

## Education.

### Literacy Campaign in Bombay: Efforts to Educate Working Classes.

The Bombay Literacy Campaign Committee, appointed by the Managing Committee of the Social Service League, Bombay, in co-operation with the Bombay Adult Education Committee, has decided to carry on a literacy campaign in the city and suburbs of Bombay in May 1939. Below is given detailed information about the campaign.

Illiteracy of Working Classes.- In the city of Bombay, among persons over the age of five only 314 men and 173 women per thousand are literate. The working class localities, such as 'F' and 'G' Wards where the percentage of literacy is very low, will need special attention. Special centres will be opened to suit the needs of women. The Committee has decided to begin its work by starting 500 literacy centres spread over the city and suburbs of Bombay.

Period of Teaching.- The period of actual teaching is to be restricted to one month only from May 1 to May 31. It is ~~that~~ <sup>held</sup> that one month's time is not enough to make a person literate, that is, to teach him to write, read and count up to 100, but, ~~in~~ <sup>in</sup> one month the reading and writing of a few alphabets and of simple words ~~can be~~ <sup>may be</sup> taught, and moreover one month's experience ~~will~~ <sup>will</sup> be invaluable for the organisers of the campaign for preparing plans to maintain the work till a satisfactory standard of literacy is reached. A fairly large proportion of the adults who will attend the classes for one month will, it is hoped, be willing to continue their education in classes which will last for six months or more.

Schools in Mills and Working Class Areas.- The location of the centres will be near the residence of the prospective students. Efforts will be made to secure buildings of colleges and schools as also Municipal, Government and private premises. Voluntary organisations ~~might~~ <sup>may</sup> be ready to accommodate classes in their buildings wherever they can conveniently do so. Classes will be held in mill compounds and sheds of factories whenever conducted during hours of work.

Night Classes for Workers.- The time for holding classes will vary with the needs of the particular ~~locality~~ <sup>locality</sup> and of the class of pupils who attend. Centres conducted in working class localities will be conducted at night, as that is the only time when workers can be free to attend the classes.

Voluntary Teachers.- As actual teaching is to be done for a month only, it should not be difficult to get a sufficient number of voluntary teachers and supervisors, who will be drawn mostly from college students and professional teachers. Volunteer teachers will ~~undergo~~ <sup>undergo</sup> a course of two weeks' training.

Office-Bearers.- The Chairman of the Campaign ~~is~~ <sup>is</sup> Committee is Mr. B.G. Kher, Prime Minister of Bombay, and its Secretaries are Miss Godavari Gokhale and Mr. Dinkar Desai of the Servants of India Society.

The Provincial Board for Adult Education appointed by the Government of Bombay has sanctioned Rs. 3,000/- for initial expenditure of the campaign.

(The Times of India,  
13-3-39).

Vocational Training in Bombay: Conversion of High Schools into  
Technical Schools: Board of Secondary Education set up. ✓

In accordance with its general scheme for the reorganisation of secondary education, the Government of Bombay has decided to convert some of its high schools into junior vocational schools from June 1939. It is proposed that instruction in these schools should consist of general education with a vocational bias up to Standard IV and specialisation in vocational subjects with some general education, in Standards V to VII, with possibly the addition of an VIII standard.

Conversion of High Schools into Technical Schools.— The intention is that these schools should serve a dual purpose, i.e., it should be possible for a boy on the completion of the course, either to seek employment, or to proceed with his vocational education by obtaining admission to professional colleges, or to the University diplomas in technical subjects which are proposed to be instituted, etc., his school-leaving certificate being expected to be recognised by the University as equivalent to the Matriculation. To start with, it has been decided to ~~xxx~~ convert five Government high schools from next year as follows, namely, two into commercial schools, one into a technical school, and two into agricultural schools. Arrangements have been made for the purchase of ~~the~~ equipment, etc., necessary for these five schools and ~~the~~ necessary provision is made for them in the 1939 budget estimates.

Secondary Education Board.— In order to advise Government on all matters connected with these schools and also on general questions concerning the reorganisation of secondary education ~~in~~ and the introduction of vocational subjects as recommended by the Joshi Committee (vide pages 40 to 42 of our July 1938 report) as well as by the Abbott and Wood Committee (vide pages 84 to 86 of our July 1937 report), Government has appointed a Board of Secondary Education.

The Board will immediately consider and advise Government on the following questions: (1) Which two of the Government High Schools should be converted into commercial schools and which one into a technical (Mechanical and Electrical Engineering) school from next year. Government has already decided to convert two into agricultural schools;

(2) the courses of study for these schools; (3) the training and qualifications of teachers in the light of the suggestions made in this respect in the Abbot-Wood and Joshi Committees' reports.

The Secretary of the Board will <sup>be</sup> a representative of the Director of Public Instruction.

(The Times of India,  
15-3-1939).

Expansion of Technical and Vocational Education in  
Hyderabad State: Action on Abbott's Report. ✓

In order to implement the recommendations relating to technical and vocational education contained in Mr. Abbott's report on the reorganisation of the educational system in the Hyderabad State (vide pages 28 to 30 of our September 1938 report) the Government of Hyderabad has drawn up a plan of action and a beginning has already been made in executing the scheme.

Establishment of Osmania Technical College.- In the first place, the old Osmania Technical Institute has been converted into a polytechnic institute called the Osmania Technical College, and in the College two new courses have been started, namely, electrical trades course and commercial course.

Reorganisation of Industrial Education in the Districts.- In the Districts, the Education Department has decided to reorganise the existing industrial schools at Aurangabad and Nizamabad which are being expanded shortly. In addition, the Government has sanctioned the establishment of four new industrial schools, one each at Hyderabad, Gulbarga, Warangal, and Nanded in view of their industrial importance. The main object of these schools is to turn out a sufficient number of skilled craftsmen to meet the present needs in the Dominions and to make their pupils machine-minded and electrically-minded.

Vocational Schools.- The next stage in the programme is the establishment of Vocational High Schools with one at Kottagudam primarily to supply the technical personnel to the Singareni Collieries which are near-by.

Central School of Arts.- Mr. Abbott's recommendations for the establishment of a Central School of Arts and Crafts has also received the attention of the Government which proposes to establish such a school in Hyderabad City with branches in the districts. But this extension to the districts will only be made after the new industrial schools are firmly in the saddle and have produced a demand among their pupils and others for similar education of a higher order.

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Cost of the Programme.- The Total cost of executing the present programme is expected to be Rs. 2.5 millions non-recurring and Rs. 700,000 recurring annually. The aim of the Department is to give effect to its programme of expansion by stages so that on the one hand, it may not be very difficult for the Government to find the money necessary and, on the other, the spread of technical and vocational education may not outstrip the actual needs of the Dominions in the matter of technical labour and thus add to unemployment in the State. The institutions which are being established will work in close co-operation with industrial concerns, whether they be Government or private, which would help the authorities to regulate the demand and supply of technical labour.

Establishment of Employment Bureau.- In this connection it is interesting to note that an Employment Bureau has lately been established under the Commissioner and Secretary of the Department of Technical and Vocational Education.

(The Hindu 17-3-39).

Agriculture.

The U.P. Consolidation of Holdings Bill, 1939: Bill  
introduced on 24-2-1939. ✓

Attention is directed to pages 37 to 45 of Part VII of the U.P. Gazette dated 4-3-1939 where is published the U.P. Consolidation of Holdings Bill, 1939, introduced by the Government in the local Legislature on 24-2-1939.

In the statement of objects and reasons, it is pointed out that until some form of compulsion can be applied, it is possible for one or two cultivators to hold up indefinitely the consolidation of the <sup>holdings</sup> ~~buildings~~ of a village. Also exchange of tenancies, on which voluntary consolidation must be based, requires, under the present law, the consent of the landholders. It is the principal object of the present Bill to provide the necessary legal compulsion and to enable such consolidation to be done without the necessity of obtaining the landlord's consent. Consolidation, as provided in the Bill, will affect only cultivatory, and not proprietary, rights.

The Sind Money-Lenders' Bill, 1939. ✓

Attention is directed to pages 123 to 130 of Part IV of the Sind Government Gazette dated 16-3-1939 where is published the Sind Money-Lenders' Bill, 1939, introduced in the local Legislature on 28-1-1939 by Mr. N.A. Bechar. The Bill seeks to give relief to debtors by reducing rates of interest and regulating the business of money-lending by registering the lenders.

Rural Credit in Kolhapur: Acquisition of Immovable  
Property by Pathan Moneylenders Prohibited. ✓

A notification published in the Kolhapur State Gazette, dated 23-3-1939, amending the previous law governing the dealings of Pathan moneylenders, states that Pathans ~~with~~ who have been carrying on the business of moneylending in the State after 1900 are to be called foreign

Pathans. Any Pathans who arrived in Kolhapur State before 1900 and carrying on moneylending business by using coercive measures are also to be termed foreigners. These Pathans shall not acquire any immovable property in Kolhapur State by way of purchase, mortgage, reward or permanent tenancy. If such an acquisition is noticed it shall be forfeited to Government.

Foreign Pathans may give loans only on the security of ~~some~~ movable property or on personal security. They will have to procure a permit from the District Magistrate, in a prescribed form to carry on moneylending business and may not charge interest at a rate higher than 12 per cent. per annum, which, when accumulated, shall in no case exceed the original amount of the loan.

Pathans infringing the law are liable to punishment by imprisonment (simple or rigorous) for a maximum of six months, or a fine upto Rs. 500, or both.

(The Times of India,  
25-3-1939).

1  
Rotation System for Recruitment: Deputation of Bombay Seamen  
to Mr. G.L. Nanda. ✓

At page 39 of the report of this Office for January 1939 reference was made to the representations made to the Commissioner of Labour, Bombay, by a deputation of the seamen of Bombay, urging the adoption of a system of rotation for recruitment of seamen. On 27-2-1939 a deputation of the seamen of Bombay led by Mr. S.V.Parulekar (Servants of India Society) waited on Mr. Gulzarilal Nanda, Parliamentary Secretary to the Prime Minister, Bombay, to make representations with regard to the same grievance.

Mr. Nanda is understood to have expressed sympathy with the grievances of the seamen and given an assurance that he would negotiate in the matter and do his best to get the grievances redressed.

(The Times of India,  
1-3-1939). +



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Migration.

Non-Ceylonese Employees in Government Service to be retrenched:  
Ceylon Government's Plan for Alleviation of Unemployment. ✓

As a measure ~~of~~ relief of unemployment in Ceylon, the Minister of for Communications and Works, Ceylon, has prepared a scheme whereby the services of all non-Ceylonese daily paid workers in Government Departments are to be dispensed with and they are to be repatriated. It is suggested that stringent measures should be drawn up to prevent their return to the island. If this scheme materialises, nearly 6000 Indians at present unemployed as daily-paid workmen in the Public Works Department of Ceylon are likely to be affected. Most of the Indians now threatened with dismissal have been employed for more than ten years by Government, and some have married Ceylonese wives.

It is understood that the Board of Ministers have already considered the plan and that further discussions will be held before steps are taken to implement the scheme. The sponsor of the scheme urges that the adoption of this plan would result not only in easing the burden of the tax-payer but also in keeping in Ceylon money which is now being sent to India and other countries. It is also understood that there is every likelihood of the scheme being put into effect shortly by the Ministers in their various Departments. At a recent conference of the Heads of Departments of the Ministry of Communications and Works, it was agreed that "Ceylonese" should be defined as "a person born in Ceylon".

(The Hindu 16-3-1939  
The Times of India,  
17-3-1939).+

General52nd Session of Indian National Congress, Tripuri. ✓

The 52nd Session of the Indian National Congress was held at Tripuri from 10 to 12-3-1939 under the presidentship of Mr. S.C. Bose. As Mr. Bose was ~~sick~~, Maulana ~~Abul~~ Kalam Azad deputised for him in the open session of the Congress. The most notable feature of the session was the passing of a resolution expressing complete faith in Mahatma Gandhi's leadership, principles and technique. A brief summary of the more important resolutions is given below:

Reaffirmation of Congress Policy and Expression of Faith in Mahatma

Gandhi's Leadership.— The first resolution passed declared that in view of various misunderstandings that have arisen in the Congress and the country on account of the controversies in connection with the Presidential election and after (vide pages 43 to 44 and 55 to 56 of our January and February 1939 reports respectively), it is desirable that the Congress should clarify the position and declare its general policy. It also declared firm adherence to the fundamental policies which have governed ~~the programme of the Congress in the past years~~ under the guidance of Mahatma Gandhi, expressed confidence in the work of the Working Committee which functioned during the last year and regretted that any aspersions ~~should have been cast against any of its members~~. In view of the critical situation that may develop during the coming year and in view of the fact that Mahatma Gandhi alone can lead the Congress and the country to victory during such crisis", it declared that the Congress regarded it as imperative that its executive should command Mahatma Gandhi's implicit confidence, and requested the President (Mr. S.C. Bose) to appoint the Working Committee in accordance with the wishes of Gandhiji.

Foreign Policy.— The Congress recorded entire disapproval of British foreign policy culminating in the Munich Pact, the Anglo-Italian Agreement and the recognition of rebel Spain. The Congress dissociated itself entirely from British foreign policy, ranged itself in opposition to imperialism and fascism alike, and considered it necessary that India should direct her own foreign policy as an independent nation.

Indians Overseas.— Another resolution expressed concern at the "rapidly deteriorating position of Indians overseas, specially in countries within the so-called British Commonwealth of Nations." The Congress noted with particular anxiety the danger to Indian life and property in Burma, the hostile attitude towards Indians in Ceylon, the reservation of the Kenya Highlands to Europeans to the exclusion of Indians and the attempt to segregate and pass unjust laws against Indians in South Africa.

Indian States.— Another resolution welcomed the awakening of the people of the Indian States and supported the demand for responsible government and civil liberty in the States and expressed the solidarity of the Congress with these movements for freedom and self-expression.

Other Resolutions.- Other important resolutions adopted related to India's national demand for independence, the Palestine situation, the plight of China, etc.

(Summarised from News-letter No. 1 dated 23-3-39 issued by the Foreign Department of the All India Congress Committee, Allahabad). +

List of more important publications received in this  
Office during March 1939. ✓

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National Labour Legislation.-

Draft Maternity Benefits Ordinance (No.        of 1938), Ceylon.

Conditions of Labour.-

Report of the Bombay Disturbances Enquiry Committee, 1939.

Industrial Organisations.-

Report on the working of the Indian Trade Unions Act, 1926, in Madras for 1937-38, (G.O. No. 47 dated 6-1-1939).

Economic Conditions.-

- (1) "Annual Market Review" for 1938. (Messrs. Premchand Roychand & Sons, Ltd. Bombay.)
- (2) Report of the Superintendent of Cottage Industries, Burma, for the year ending 30-6-1938.
- (3) Trade Agreement between His Majesty's Government in the United Kingdom and the Government of India, 1939.
- (4) Memorandum on the Trade Agreement between His Majesty's Government in the United Kingdom and the Government of India, 1939.
- (5) Indo-British Trade Negotiations - Report by the Committee of Un-official Advisers appointed in connection with the negotiation of a new Trade Agreement between India and the United Kingdom in replacement of that concluded at Ottawa - 10-10-1938.
- (6) Indo-British Trade Negotiations - Report by the Committee of the Un-official Advisers appointed in connection with the negotiation of a new Trade Agreement between India and the United Kingdom in replacement of that concluded at Ottawa - 3-10-1937.
- (7) Indo-British Trade Negotiations - Report by the Committee of the Un-official Advisers appointed in connection with the negotiation of a new Trade Agreement between India and the United Kingdom in replacement of that concluded at Ottawa - 5-9-1938.
- (8) Annual Statement of the Sea-Borne Trade of British India with the British Empire and Foreign countries for the fiscal year ending 31-3-38. Vol. 1. (Imports, Exports and Re-exports of private merchandise and Government Stores and Imports and Exports of Treasure) - Department of Commercial Intelligence and Statistics, India. 1939.
- (9) Report of the Indian Tariff Board on the Sugar Industry. 1938.
- (10) Report of the Indian Tariff Board on the Grant of Protection to the Paper and Paper-pulp Industries. 1938.

- (11) Report of the Indian Tariff Board regarding the Grant of Protection to the Magnesium Chloride Industry (including the evidence recorded during the enquiry) 1938.

#### Social Conditions.-

- (1) Seventh Annual Report of the Welfare Committee of the Buckingham and Carnatic Mills, Madras, 1938.
- (2) Administration Report on the Jails of Orissa for the year 1937 by the Director of Health and Inspector-General of Prisons, Orissa. 1939.

#### Co-operation.-

- (1) Annual Report on the working of the Madras Co-operative Societies Act (VI of 1932) for the year 1937-38.
- (2) Report on the working of the Co-operative Societies in North Orissa for the year 1936-37.
- (3) Report on the working of Co-operative Societies in Bihar for the year 1936.

#### Education.-

- (1) Report of First Session of the Indian Adult Education Conference, Bulletin No. 2. Indian Adult Education Conference held in the University Hall, Old Viceregal Lodge, Delhi, on 11 and 12-3-1938.
- (2) The Bombay Presidency Adult Education Association - Fourth Annual Report, 1938. K.R. Cama, Oriental Institute Building, 134-136, Apollo Street, Fort, Bombay.
- (3) Quinquennial Report on Education in the Delhi Province, 1932-37. Compiled by J. C. Chatterji, M.A., 1939.

#### Agriculture.-

Agriculture and Animal Husbandry in India, 1936-37: Issued under the authority of the I.C.A.R., Delhi. 1939.

#### Maritime Affairs.-

"Port of Cochin: Administration Report for 1937-38" (The Administrative Officer and Harbour Engineer-in-Chief, Port of Cochin, Willingdon Island P.O., South India).

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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Report for April 1939.

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

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Ratifications.

Draft Convention regarding Statistics of Wages and  
Hours of Work (Industries): Statement on  
Action taken by Government of India. +

The following statement laid before the Central Assembly on 12-4-1939 by the Government of India indicates the action which it has taken in respect of the Draft Convention concerning statistics of wages and hours of work in the principal mining and manufacturing industries, including building and construction, and in agriculture, adopted by the 24th Session of the International Labour Conference:

"As the competent authority for the collection of the necessary statistics is, in all the industries concerned, except mining, the Provincial Government, and as the Convention does not require implementing by legislation, the Government of India have addressed the Provincial Governments, enquiring whether they wish to give effect to the provisions of the Convention."

(Extracted from the Statement  
a copy of which was received  
in this Office)..

National Labour Legislation

Forced Labour in Kashmir: Bill Prohibiting Requisition  
of forced Labour by Government Servants passed by  
State Legislature.

Mr. Jagat Ram Aryan introduced some time back in the Kashmir State Assembly a Bill to repeal the Kar-i-Sarkar Rules, which empowered State officials to requisition labour for administrative purposes from certain specified classes, though the Rules did not permit such requisition of labour without payment of wages. The Select Committee to which the Bill was referred did not agree to the repeal of the Rules, but suggested certain amendments, the more important of which were (1) that persons inhabiting such areas as lay within a radius of ten miles from the headquarters of a tahsil or munsif's court should be excluded from the operation of the Rules, and (2) that the fine imposed upon persons not complying with the orders should be reduced from Rs. 10 to Rs. 5.

The Bill, with the Select Committee's report thereon, was taken up for consideration by the State Assembly recently, when Mr. Aryan opposed the changes proposed by the Select Committee and urged the total repeal of the Kar-i-Sarkar Rules.

The Law and Revenue Minister agreed to the total repeal of the Rules, and the Bill was passed unanimously.

(The Hindustan Times,  
4-4-1939).

The Employment of Children (Amendment) Act, 1939.  
(Act No. XV of 1939).

Reference was made at pages 1 to 2 of our February 1939 report to the introduction on 8-2-1939 of the Employment of Children (Amendment) Bill, 1939, in the Central Assembly. The Bill as passed by the Central Legislature received the assent of the Governor-General on 8-4-1939; the text of the Act is published at pages 157 to 159 of Part IV of the Gazette of India dated 15-4-1939.

The Burma Trade Disputes Conciliation Bill, 1939:

Bill introduced on 3-4-1939. +

Attention is directed to pages 77 to 80 of Part III of the Burma Gazette dated 8-4-1939 where is published the Burma Trade Disputes Conciliation Bill, 1939, introduced on 3-4-1939 in the House of Representatives, Burma, by Mr. Myo Nyunt. The Bill provides for the appointment of a Commissioner of Labour, Labour Officers and Conciliators for the prevention and peaceful settlement of trade disputes. +

The Karachi Shops Bill, 1939: Bill introduced on 28-1-1939. +

Attention is directed to pages 221 to 235 of Part IV of the Sind Government Gazette dated 13-4-1939 where is published the Karachi Shops Bill, 1939, introduced in the local legislature on 28-1-1939 by Mr. N.A. Bechar. The Bill seeks to prohibit the employment of children and limit the hours of work of young persons <sup>in the fresh instances</sup> in shops in Karachi City, and to provide for their early closing.

The Sind Shops Bill, 1939: Bill introduced on 28-1-1939. +

Attention is directed to pages 236 to 250 of Part IV of the Sind Government Gazette dated 13-4-1939 where is published the Sind Shops Bill, 1939, introduced in the local legislature by Dr. Popatlal A. Bhoopatkar. The Bill seeks to prohibit the employment of children and limit the hours of work of young persons in shops and to provide for the early closing of shops. +

The U.P. Agriculturists and Workmen Debt Redemption

Bill, 1939: Bill ~~proposed to be~~ introduced by  
Government.

Attention is directed to pages <sup>53</sup> 2 to <sup>62</sup> 10 of <sup>Part V of</sup> the U.P. Government

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Gazette ~~Extraordinary~~ dated 22-4-1939 where is published the U.P. Agriculturists and Workmen Debt Redemption Bill, 1939, ~~proposed to be~~ introduced in the local legislature by the Government of the province <sup>on 12-4-1939.</sup>

The statement of objects and reasons declares that previous legislation has failed to reduce debts to a level which would enable the adoption of measures to put agricultural credit on a sound basis. The object of the present Bill is to reduce agricultural debt and, the Bill applies only to loans incurred before 1-1-1938. Under the Bill the creditor is compelled to sue within one year of the coming into force of this Bill as an Act. If he does so the Court will apply the provisions of the Bill designed to reduce debt. If he does not the debt will be deemed to have been discharged.

Under the Bill debt is reduced by the application of low rates of interest - 5 per cent. per annum simple interest in the case of secured debt and 8 per cent. per annum simple interest in the case of unsecured debt - in those cases in which the contractual rate is greater than these rates. The Bill also provides for the application of the law of damdapat in the form in which it applies to paid as well as to unpaid interest. As regards execution against agricultural produce only one quarter of the agricultural produce of the debtor will be liable to attachment at any one time. The Bill applies to proprietors who pay not more than Rs. 500 land revenue and to tenants who pay not more than Rs. 500 rent. It also applies to persons employed on wages not exceeding Rs. 60 per month such as agricultural labourers, general labourers, blacksmiths, carpenters, boatmen, tanners, leather workers, scavengers, and other servants of the village community. +

Extension of the Payment of Wages Act in U.P. to  
Printing Concerns. +

The Government of the United Provinces has extended the provisions of the Payment of Wages Act to all printing presses in the province wherein or within the precincts of which ten or more workers are working or were working on any day of the <sup>pre</sup>ceding twelve months.

(The National Herald,  
2-4-1939)..+

The C.P. and Berar Employment of Children  
(Non-Federal Railways) Draft Rules, 1939. .

Attention is directed to page 293 of Part III of the Central Provinces and Berar Gazette dated 30-3-1939 where is published the draft of the Central Provinces and Berar Employment of Children (Non-Federal Railways) Rules, 1939, made under Section 7 of the Employment of Children Act, 1938. The Rules define (1) the powers of Inspectors appointed by the Provincial Government under Section 6 of the Act to enter non-federal railway premises for carrying out the purposes of the Act, and (2) powers of medical practitioners to grant certificates of age..

The Bombay Lifts Bill, 1938: Select Committee Report. .

Attention is directed to pages 179 to 189 of Part V of the Bombay Government Gazette dated 14-4-1939 where is published the Select Committee's report on the Bombay Lifts Bill, 1938, which was introduced in the local Legislative Assembly on 3-2-1939, and referred to a Select Committee the same day. (For text of the Bill, vide pages 661 to 665 of Part V of the Bombay Government Gazette dated 19-12-1938).. ,

The Bombay Rent Restriction Bill, 1939:  
Legislation to be introduced in Bombay Legislature. .

Attention is directed to pages 202 to 209 of Part V of the Bombay Government Gazette dated 18-4-1939 where is published the text of the Bombay Rent Restriction Bill, 1939, which the Government of Bombay proposes introducing in the local legislature. The object of the Bill is to restrict increase in rents of premises the standard rents of which do not exceed Rs. 80 per month. Due to the levy recently of an urban immovable property tax in the province, there is a

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- tendency for rents to be increased, and the Bill is intended to check this tendency. +

The Indore Code of Civil Procedure (Amendment) Bill,  
1939: Protection of Honest Debtors from Arrest and  
Imprisonment for Debts. +

Mr. N.H. Dravid introduced in the Indore Legislative Council on 11-4-1939 the Indore Code of Civil Procedure (Amendment) Bill, 1939, which seeks to protect honest debtors of all classes from detention in civil prison and to confine such detention to debtors proved to be recalcitrant or fraudulent.

The first reading of the Bill evoked some opposition. Some members maintained that the measure was one-sided and aimed at helping debtors, for the protection of whose interests a number of laws had already been enacted.

The Bill passed the first reading and was referred to a Select Committee the same day - 4-4-39.

(The Times of India,  
13-4-1939). +

The Sind Rent Restriction Bill, 1939.

Attention is directed to pages 264 to 273 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Sind Rent Restriction Bill, 1939, which was introduced in the local Legislative Assembly on 28-1-1939 by Mr. R.K. Sidhwa. The Bill proposes to restrict the increase in rents of houses fetching Rs. 30 or less, with a view to protect the interests of the classes renting such houses.

The Bombay Maternity Benefit (Sind Amendment) Bill, 1939. +

Attention is directed to pages 278 to 279 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Bombay Maternity Benefit (Sind Amendment) Bill, 1939, introduced in the Sind Legislative Assembly on 28-1-1939 by Mr. N.A. Bechar. The <sup>legislation</sup> ~~Bill proposes that the Act~~ will apply in the first instance to all the factories in Sind which are regulated by the Indian Factories Act, 1934, and to wool-cleaning, hides-tanning, coal-discharging, **stacking** and bunkering and dry **fruits** cleaning establishments and grain and cotton godowns and warehouses. The Government may by notification in the Gazette, extend the Act  $\phi$  to other factories, trades and industries.

The Bill also proposes that the benefit rates shall be eight annas per day, or the average daily rate whichever is higher. Power is also sought for making **rules** to provide free medical aid to the women entitled to benefits under the Act. +

The Sind Workmen's Minimum Rates of Wages and Amenities  
Bill, 1939. +

Attention is directed to pages 306 to 307 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Workmen's Minimum Rates of Wages and Amenities Bill, 1939, introduced in the local Legislative Assembly on 28-1-1939 by Mr. Jamshed Nusserwanjee. The Bill seeks to fix the minimum rates of wages at Rs. 20 per mensem and to set up Joint Boards to settle the wages of workers in factories, mines, etc., and the conditions relating to pensions, provident funds, leave facilities, maternity, sickness and other benefits. +

The Bombay Shops Bill, 1939; introduced on 17-4-1939. .

The Premier of Bombay introduced in the local Legislative Assembly on 17-4-1939 the Bombay Shops Bill, 1939. (Vide page 3 of our January 1939 report). In introducing the Bill, the Premier estimated that in Bombay City alone there were nearly 200,000 persons to whom the Bill would apply.

The Bill was referred to a Select Committee, with instructions to report before 31-8-1939.

(The Times of India,  
18 and 19-4-1939)..

U.P. Payment of Wages Rules, 1936: Proposed  
Amendments.

Attention is directed to page 79 of Part I-A of the United Provinces Government Gazette dated 1-4-1939 where is published the draft of certain amendments which the United Provinces Government proposes to make in the U.P. Payment of Wages Rules, 1936. The draft will be taken into consideration on 30-6-1939, and objections, if any, are to be submitted by that date. (Notification No. 864/XVIII 522-1938 dated 28-3-1939).

U.P. Factories Rules, 1935: Proposed Amendments.

Attention is directed to pages 79-80 of Part I-A of the United Provinces Government Gazette dated 1-4-1939 where is published the draft of certain amendments which the United Provinces Government proposes to make in the U.P. Factories Rules, 1935. The amendments relate to Rule 93 and provide that all occupiers of factories with more than 150 employees and which will be notified later shall provide separate rest rooms, conforming to certain specifications, for men and women employees. Objections, if any, to the proposed amendments are



to be submitted by 1-7-1939. (Notification No. 96/XVIII-1044 dated 28-3-1939)..

Factories Act extended to Groundnut Shelling  
Establishments in Bombay Presidency. +

By Notification No. 352/34 dated 24-3-1939, the Government of Bombay has extended the Factories Act, 1934, to all establishments in the Bombay Presidency wherein the manufacturing process of shelling groundnuts or any other process incidental to it is carried on with the aid of power and wherein on any one day of the twelve months preceding the date of notification ten or more workers were employed. (Page 640 of Part IV-A of the Bombay Government Gazette dated 27-3-1939). +

Coal Mines Safety (Stowing) Act, 1939.  
(Act XIX of 1939). +

Reference was made at pages 2 to 3 of our February 1939 report to the introduction on 8-2-1939 in the Central Assembly of the Coal Mines (Stowing) Bill, 1939, the reference of the Bill to a Select Committee, and the Committee's report thereon. The Bill was passed by the Central Assembly on 4-4-1939 and by the Council of State on 14-4-1939. It received the assent of the Governor-General on 21-4-1939.

The text of the Act is published at pages 169 to 173 of Part IV of the Gazette of India dated 29-4-1939.

Conditions of Labour.

Liberalising Leave and Pension Rules of inferior  
Government Servants in U.P.: Government Decisions. +

According to a communiqué recently issued by the Government of the United Provinces, the local Government which has been considering the question of the liberalisation of the leave rules of inferior Government servants, as a part of the general question of improving their conditions of service, has now decided to liberalise the leave rules in the following two directions:

Earned Leave.- Permanent inferior servants will be allowed to accumulate earned leave on average pay at one-twentysecond of the period spent on duty up to 60 days instead of 30 days as at present.

Leave on Private Affairs.- In addition to earned leave on average pay and leave on medical certificate on half average pay, permanent inferior servants will now be allowed leave on private affairs on half average pay for a total period of 12 months in the entire service which will be admissible only after an inferior servant has rendered permanent service for five years, subject to the condition that the leave taken does not exceed 60 days at a time.

Pension.- Inferior servants in the U.P. Government will get henceforward half their salary with a maximum of Rs. 7 by way of pension from 1-4-1939). The new rules also provide for the grant of compensation of invalid pension after 25 years' service instead of 30 years as heretofore.

(The Hindustan Times  
2-4-1939 and the National  
Herald, 4-4-1939).+

Labour Conditions of Factory Operatives in Baroda State,  
1936-37.\* +

Number of Factories.- According to the Annual Report of the Department of Commerce, Industries and Labour, Baroda State, for the year ending 31-7-1937, the total number of factories on the register was 143 as against 133 in the previous year. The number of factories in operation was 125, the same as in the previous year; of these, 27 were perennial and 98 seasonal. 17 perennial and 93 seasonal factories were connected with the cotton industry.

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\* Annual report of the Department of Commerce, Industries and Labour, Baroda State, for the year 1936-37 (ending 31st July 1937) - Baroda State Press, 1937. - Price 12 annas, pp 90.

Number of Operatives.- The total number of factory operatives employed on all factories during the year was 27,537 as against 27,644 in the previous year. Out of 27,537 operatives 24,304 were engaged in cotton industries and 3,233 in other industries, as against 24,037 in cotton and 3,607 in other industries in the previous year. The apparent decrease under the category 'other industries' is due to the transfer of dye houses from 'other industries' to 'cotton industry'.

Shifts.- Of the 27 perennial factories, 13 worked on night shift, either for part or whole of the year; 8 worked on night shift almost throughout the year. Several of the seasonal factories also worked on night shift during some part of the season.

Inspection.- With the exception of a few, all the perennial factories were inspected more than twice and the seasonal ones, once and in some cases more than once. 14 seasonal factories out of the 25 factories in commission were not inspected during the year. As a result of surprise visits made by the inspectors, offences against hours of work and rest and weekly holidays were detected in 6 perennial factories and seasonal factories.

Wages.- The average monthly rates of wages of higher paid skilled labour continued to decline except in the case of spinners (in which case the rate increased from Rs. 20-0-0 to Rs. 22-0-0). The average wages of daily-paid labour was, for men Rs. 0-9-5, women Rs. 0-8-0 and adolescents Rs. 0-7-0.

Sanitation.- Sanitation continued to receive the attention of the Inspectorate. Statutory lime washing of the walls of latrines, urinals and factories, has been insisted on and generally complied with. Compounds of factories are maintained generally in a clean and drained state.

Ventilation and cooling of factories have been found ~~satisfactory~~ satisfactory though there is need for considerable improvement.

Strikes.- Proposals for wage cut by the management of all the four cotton spinning and weaving mills in the Baroda City resulted in long strikes, involving a loss of 2,389,590 man-hours. In two cases settlement was arrived at by amicable adjustment of wages through the intervention of the Dewan of the State, while in the other two cases, employers and the employees settled their differences mutually.

Health of Operatives.- The health of factory operatives was found to be generally satisfactory.

Welfare Work - Housing and Medical Relief.- Housing accommodation was provided by the various mills only for 2,125 workers. The provision of medical relief remained ~~as~~ as it was in the previous year. Besides these welfare activities, there was a slight increase in the provision of creches, cheap cloth and grain to workers.

Fencing of Machinery.- There were very few accidents which were found to be due to inadequate fencing. At the same time it is pointed out that the fencing so far provided is not quite satisfactory and

that the Inspector continued to press for improvement. Tight fitting clothes are now generally supplied to workers engaged on work near moving machinery and the workers are gradually taking to use this kind of clothing while at work.

Accidents and Compensation.- A 156 accidents were reported to have occurred in factories as compared with 155 in the previous year. Out of the 156 accidents, 6 were fatal, 25 serious and 125 minor as against 2 fatal, 20 serious and 133 minor during the previous year.

During the year under report, compensation amounting to Rs. 7,386 was paid to workers in respect of injuries received by them on account of industrial accidents as against Rs. 6,712 in the previous year. The Inspector continued to scrutinize personally the amounts of compensation paid to workers, and where payment was found inadequate it was referred to the Commissioner for Workmen's Compensation.

Prosecutions.- 11 cases of breaches of the Act in respect of working hours and safety provisions were detected, in respect of which 3 prosecutions were instituted, warnings being considered sufficient in other cases. All the cases are pending in the courts while 3 prosecutions pending from previous year resulted in conviction.

Revision of the Factory Act.- Proposals in respect of the application of the British Indian Factories Act as drafted by a Committee appointed by the Baroda Government in the year 1935-36 have been submitted to the Government for their consideration.

Maternity Benefits.- The report points out that there is a satisfactory increase in the amounts given to women workers as maternity benefits as compared with those given last year and that this is due to the persistent efforts of the Inspector. Rs. 219-2-0 was paid by way of benefits to 23 women out of 1,557 women workers in the State factories.

Legislation regarding Payment of Wages.- The Millowners' Association of Baroda has been invited to offer its views on the application of the Payment of Wages Act, 1936, of British India to this State, and it is expected that definite proposals for adopting a similar measure in the State would be submitted to the Government shortly.

Forced Labour in Chhota Udaipur: Government  
appoints Enquiry Committee.

It is understood that the Government of Chhota Udaipur State has recently appointed a Committee, with a majority of non-officials, to enquire into charges against State officials of bribe-taking and of exaction of forced labour from the rural population.

(The Times of India, 15-4-1939).

Improving Conditions of Work of Bengal Miners:  
Proposals of Labour Commissioner, Bengal. +

It is understood that Mr. A. Hughes, Labour Commissioner, Bengal, has put forward certain proposals for the improvement of the conditions of labourers in coal areas in Bengal. The proposals include (1) establishment of a permanent arbitration board to go into disputes referred to it by employers or workers, (2) standardisation of wages, (3) introduction of a scheme of insurance against sickness, based on contributions by employers and employees and (4) establishment of co-operative stores for workmen under the supervision of employers.

All these proposals are to be considered first by the coal mining interests before being placed before the Government.

(The Statesman,  
18-4-1939)..

Working Class Cost of Living Index Numbers  
for various Centres in India during 19  
February 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during February 1939 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 1939 declined by 1 point to 104. The average in the year 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in February 1939 declined by 1 point to 69; for 1938 the average was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during February 1939 fell by 3 points to 71. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in February 1939 declined by 1 point to 60.

Jubbulpore.- The index number (base: January 1937) of the cost

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- of living in Jubbulpore in February 1939 remained stationary at 57.

(Extracted from the  
February 1939 issue  
of the Monthly Survey  
of Business Conditions  
in India).

Forced Labour in the Punjab: Government's  
Attitude explained in Assembly.

During question hour in the Punjab Assembly on 6-4-1939, Raja Gazanfar Ali Khan, Parliamentary Secretary, replying to a question asked by Lala Harnam Das, (a Harijan member) regarding the eradication of begar (forced labour) from the province, said that the Government did not admit that their communiqués and circulars regarding the stopping of begar had failed in their purpose. The question of having a law did not, therefore, arise.

The Parliamentary Secretary was faced with a number of supplementaries, in reply to these questions he admitted that begar which was a very old evil had not been eradicated wholly. But Government and its officers had again and again done their utmost to impress upon the people not to give begar. Government had also expressed their view to the Government officials that any encouragement or taking of begar would displease the Government greatly.

In reply to a number of other questions Raja Gazanfar Ali undertook to make enquiries and take action, if necessary, on any instances when begar was taken anybody was beaten. Sometimes harijans did some labour of love for Ministers, and that the Parliamentary Secretary was not prepared to consider it as begar.

(The Tribune, 8-4-1939).

Prohibition of forced Labour in U.P.: Government  
Circular to District Officers.

In order to stop begar (forced labour) the Government of the United Provinces has circularized district officers that Section 374 of the Indian Penal Code which lays down that it is penal to "unlawfully compel any person to labour against his will", should be judiciously used to remove the practice by zamindars and others ,

G.6 according to the village custom of exacting begar. The District Magistrates should therefore order investigation and prosecution by police of cases under this section. The circular also <sup>points out</sup> draws ~~attention~~ that Government officials are prohibited from exacting labour without payment or <sup>on</sup> insufficient payment.

(The Statesman,  
24-4-1939). +

Protection of Labour employed on Public Works:  
Bombay Government implements Whitley Recommendation. +

Steps have been taken by the Government of Bombay for the protection of labour employed in public works.

In pursuance of a recommendation of the Royal Commission on ~~the~~ Indian Labour, Government have issued a resolution containing certain rules regarding medical and sanitary arrangements to be provided in labour camps. Under the rules the contractor is required to engage, among other ~~things~~, a medical officer with a travelling dispensary for a camp containing 500 or more persons if there is no Government or private dispensary situated within five miles from the camp. The contractor is also required to consult the Assistant Director of Public Health before opening a labour camp, and his instructions on health matters will have to be followed by the contractor.

(The Times of India,  
25-4-1939). +

Industrial OrganisationEmployers' Organisations.All-India Organisation of Industrial Employers: 6th  
Annual Meeting, Delhi, 1939..

The sixth annual meeting of the All-India Organisation of Industrial Employers was held at Delhi on 9-4-1939 under the presidentship of Lala Padampat Singhanian. A brief summary of the presidential address is given below:

Industrial Activity in India.- After referring to political developments in India and outside during the last year, Mr. Singhanian reviewed the more important industrial and economic problems now facing India. While industrial activity in most countries, he pointed out, except the totalitarian ones, showed signs of slackening, industrial activity in India showed remarkable steadiness during the past year. As regards cotton textiles, industrial production was maintained at a high level, the average monthly production for the first ten months of 1938 being 354 million yards, compared to the average monthly production of 330 million yards in 1937 and 294 million yards in 1936. But recently there has been a slackening in demand.

Future of Indian Textile Industry.- Mr. Singhanian then referred to certain factors which are likely to affect the future development and progress of cotton textile industry. The recommendations of labour enquiry committees in a few provinces have resulted in an increase in the wage bill of the textile industry. While the textile industry is called upon to bear additional burden for purposes of labour welfare, the Government of India has virtually withdrawn the protection which the industry enjoyed, by doubling up the duty on raw cotton imported into India and the proposed terms of the new trade pact between India and United Kingdom.

Jute Industry.- As regards jute, he said that the industry was facing a crisis due to over-production and unremunerative prices. But disaster was averted in time due to Government of Bengal's Jute Ordinance and the voluntary agreement reached within the industry regarding hours of work and volume of output.

Other Industries.- The sugar industry was also faced with over-production, but during the last year, due to the shortage of cane, there has been a diminution in the production of sugar and the sugar prices have registered considerable increases. The iron and steel industry has maintained a steady level of production and, Mr. Singhanian expressed the hope that India will be able to produce steel for her own requirements. The cement industry has maintained production at a high level, but, with the entrance of new competitors in the field, the cement industry is also faced with grave problems. The tea industry has benefitted from the working of the international restriction scheme, though, in recent months, the falling off in demand has to some extent checked the advance which the tea prices recorded in the United Kingdom market. The paper industry has increased its production during the year 1938, the average monthly production for the first ten months of 1938, being 94,000 tons, compared with 80,000 tons during the corresponding period in 1937. On the whole, despite the



downward trend of prices as a result of the recession in business which started in the U.S.A. in the middle of 1937, the majority of the Indian industries have maintained their production at a high level.

Labour Unrest in India.- Dealing with labour problems, Mr. Singhanian pointed out that during the period under review, there has been a rapid increase in labour troubles in many of the important industrial centres, Lightning strikes affected almost all the major industries, and were avoided in some cases at a fairly heavy cost. Strikes during the first three quarters of 1938 had entailed on Indian industries a loss of more than Rs. 10 millions. Cawnpore was the heaviest sufferer from labour troubles. Cotton, jute, iron and steel have been the biggest sufferers this year, due to the strikes. The time has come, Mr. Singhanian declared, when the representatives of labour and capital ought to approach such problems in a spirit of give and take, and try with the aid of Government to meet legitimate and reasonable grievances. While employers must evince sympathy for the legitimate demands of workers, labour must, in its turn, realise its responsibility towards the industry and the public, and in no case should it resort to direct action without exploring the avenues for a peaceful settlement of their grievances.

Labour Legislation.- During the year under report, various Provincial Governments appointed labour enquiry committees. Some of the committees, which enquired into the causes of a labour unrest in the textile industry in important centres such as Cawnpore, Bombay and Nagpur, recommended nearly ten to twelve per cent. increase in the wage bill on the basis of an essentially temporary phenomenon that the margin of profit in the industries in question has increased due to the fall of prices of raw cotton. If an addition of 10 to 12 per cent. in the wage bill, which is likely to be a permanent burden on the industry is to be recommended on the basis of such arguments, the committees should make provision that the additions to the wage bill ought to be removed as soon as the temporary advantage enjoyed by the industry disappears.

Mr. Singhanian also criticised the labour programme of the Provincial Ministries and appealed to them not to put fresh burdens on Indian industries so long as an irresponsible government, prone to undertake legislation without any regard for the welfare of Indian industries, was flourishing at the centre.

In conclusion Mr. Singhanian welcomed the Bombay Industrial Disputes Act, 1938, as a wholesome measure which, he hoped, would bring about better industrial relations and understanding between employers and employees.

(Summarised from the Presidential Address, copies of which were supplied to this Office by the Federation of Indian Chamber of Commerce and Industry. A copy of the Address was forwarded to Geneva with this Office's Minute F.6/697/39 dated 20-4-1939).

Office-bearers for 1939-40.- The following office-bearers were elected for the year 1939-40: President: Lala Padampat Singhania, Vice-President: Lala Shri Ram, Members of the Committee: Mr. G.D. Birla, Mr. Kasturbhai Lalbhai, Mr. Walchand Hirachand, Mr. A.L. Ojha, Mr. Hari Shankar Bagla, Sir Adamjee Hajee Dawood, Mr. Hooseinbhoj A. Lalljee, the Hon'ble Rai Bahadur Lala Ramsaran Das, Mr. D.P. Khaitan, the Hon'ble Mr. N.R. Sarkar, Mr. S.P. Jain and Mr. Ramratan Gupta: Honorary Treasurer: Dr. Narendra Nath Law; Co-opted Members: Diwan Bahadur C.S. Ratnasabapathy Mudaliar, Mr. M.C. Ghia and Lala Gurusharan Lall.

(The Hindustan Times,  
11-4-1939).

## All-India Organisation of Industrial Employers:

### Report of Committee for 1938-39.\*

**Membership.-** The total number of members of the roll of the All-India Organisation of Industrial Employers at the end of the year 1938-39 was 13 Associations representing different industries and 93 industrial concerns, making a total of 106 members in all.

**Relations with the I.L.O.: 24th I.L. Conference.-** After referring to the recommendations made by the Organisation regarding the nomination of the Indian employers' delegation to the 24th I.L. Conference, the report deals with the report submitted by the Indian employers' delegation. (A copy of the Report of the Indian employers' delegation on the work at the Conference was sent to Geneva with this Office's Minute D.1/229/39 dated 9-2-1939).

**Tripartite Technical Conference on Coal Mines.-** The report recalls the representations made by the Committee of the Organisation to the Government of India to send non-official representatives to the Tripartite Technical Conference on Coal Mines held at Geneva in May 1938. The Government of India decided not to participate in the Conference, as it was mainly concerned with reduction of hours of work in the coal industry and public opinion in India did not favour further reduction at present in hours of work in Indian mines.

**Appointment of Secretary to Indian Employers' Delegation to I.L. Conference.-** The report points out that in recent years, employers' delegations attending the I.L. Conference at Geneva have been feeling the necessity of an additional adviser who would be helpful to the delegation in rendering secretarial assistance at these Conferences and would thus be able to minimise the difficulties felt by the delegates who go to Geneva without any previous knowledge about the procedure observed at the Conference. The Government of India, on being approached on the subject, agreed to pay Rs. 1000 for each Session to cover all expenses if the Organisation and the Employers Federation of India were to recommend a suitable Indian as Secretary to the Delegation. The Committee of the Organisation rejected this suggestion and have made representations to the effect that, in view of the growing number and importance of subjects coming up before the I.L. Conference, a greater number of advisers should be nominated by the Government to accompany delegates.

**25th I.L. Conference.-** The Committee of the Organisation, in consultation with the Committee of the Federation of Indian Chambers of Commerce and Industry, recommended the following to constitute the Indian employers' delegation to the 25th Session of the International Labour Conference: Delegate - Sir Ardeshir R. Dalal; Adviser - Mr. D.G. Mulherkar.

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\* All-India Organisation of Industrial Employers - Report of the Proceedings of the Committee for the year 1938-39. - 28, Ferozeshah Road, New Delhi. pp 13.

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(A copy of the Report of the Committee of the All-India Organisation of Industrial Employers for 1938-39 was forwarded to Geneva with this Office's Minute F.6/697/39 dated 20-4-1939).

12th Annual Meeting of Federation of Indian Chambers  
of Commerce and Industry, Delhi, 1939.

The 12th Session of the Federation of Indian Chambers of Commerce and Industry was held at Delhi on 8 and 9-4-1939 under the presidentship of Mr. Jamshed N.R. Mehta, the President of the Federation. The salient features of the presidential address are given below:

Motor Vehicles and Income-Tax Acts.- Mr. Mehta criticised the Motor Vehicles Act as having the effect of stifling further progress in motor transport industries, but expressed the hope that as powers under the Act are vested in Provincial Governments, no undue influence from railway administration will affect the administration of the Act. Mr. Mehta also referred to the new Income-tax Act, introducing the principle of taxation on accrual basis of incomes earned abroad, and expressed anxiety as to the effect of this provision on Indian enterprise in foreign countries.

Foreign Trade.- Dealing with India's foreign trade, Mr. Mehta pointed out that one of the main features of India's foreign trade in the pre-war and pre-depression years was that she had an export surplus to the extent of Rs. 780 millions and was able to meet foreign obligations with the help of this export surplus. She had a favourable balance of trade with most European customers such as Germany, Italy and France. With the advent of the policies of extreme

nationalism and economic self-sufficiency in those countries, however, India's trade position has suffered a severe setback. For example, her trade with Germany, which gave India a favourable balance of Rs. 170 millions in 1927-28, diminished to such an extent that, in 1931-32, the active trade balance practically disappeared and in 1937-38, there was an unfavourable balance of Rs. 527 millions with Germany. India's trade with France, which gave her a favourable balance in 1927-28, ~~which was~~ 61 million, decreased to Rs. 23 million in 1937-38. Recently, Japan also has joined the rank of the totalitarian countries and adopted measures of exchange control, which are similar to German methods and India's favourable trade balance of Rs. 111 million in 1927-28 has now turned into a deficit of Rs. 40 millions.

The only way by which India can make her payments abroad, is by expanding her exports to countries like the U.S.A., the United Kingdom and the members of the British Commonwealth of Nations.

Indo-British Trade Pact.- Dealing with the new trade pact negotiated between the United Kingdom and India, Mr. Mehta pointed out that in the course of the discussion of the Agreement by the Legislative Assembly, several Members pointed out that the sacrifices which the Indian textile industry was called upon to make ~~was~~ too heavy a price to pay for the so-called benefits to the Indian cotton grower and the advantages in respect of general preferences in the United Kingdom market. Hence they gave a clear verdict against the ratification of the Trade Pact. He criticised the attitude of the Government in ratifying the Pact in spite of the verdict of the Assembly and the opposition of Indian industrial interests.

Government Policy regarding Tariff Board Reports.- Mr. Mehta condemned the procedure of the Government of India in delaying consideration of the recommendations of the Tariff Board on the sugar, magnesium, chloride and paper industries for nearly one and a half years, and then rejecting them on the plea that conditions since the submission of the report have materially changed.

Industrial Progress.- After urging that India should enter into trade pacts with her chief foreign customers, Mr. Mehta reviewed the progress registered by Indian industries during last year. He suggested that it would help planning of industries in this country if the Provincial Governments introduced suitable legislation making it obligatory by law for all factories employing not less than ten persons to submit relevant information regarding their production. This, he pointed out, would help the compilation of comprehensive and reliable data regarding production so necessary for planning. He also pressed the case for an industrial survey of the whole country which would give authentic figures relating to the mineral wealth as also the total volume of raw-materials, which are available in each province.

National Planning.- Mr. Mehta welcomed the steps taken by the Congress Ministries towards economic planning and the setting up of the National Planning Committee. The commercial community, he declared, wholeheartedly supports the aim which the Planning Committee has in mind.

Foreign Firms in India.- Mr. Mehta also stressed the need for

controlling non-Indian concerns which have grown up behind tariff walls in India in recent years, for developing the Indian shipping industry and for ending the coastal shipping rate war, and criticised certain Provincial measures like the sales tax on commodities of general consumption. Reviewing the work of the Provincial Ministries during the last two years, Mr. Mehta felt that the main issue in this country is the precipitous fall in the prices of agricultural produce; the chief concern of every Provincial Government should be to see that the internal prices of agricultural commodities improve and that agriculturist gets a somewhat reasonable return in exchange for his produce in the markets. The time has come when the Provincial Governments should devise suitable means and represent to the Government of India to revise the monetary policy in this country, with a view to put more money in the hands of the agriculturist, which alone would raise his purchasing power and consequently lead to an increase in his standard of life.

Annual Conference of Finance Ministers.- Mr. Mehta also emphasised the necessity for an annual conference of Finance Ministers with a view to secure greater co-operation and greater co-ordination of policy between provinces on the one hand and the Central Government on the other. If no effort is made in this direction at an early date, he said, confusion in the administration of these taxes and the practical difficulties in inter-provincial administration are bound to occur.

Resolutions: Co-ordination of Labour Legislation.- The meeting passed the following resolution on labour legislation: "This Federation notes that after the introduction of provincial autonomy, a large number of social and labour enactments have been passed by various provinces or are under the consideration of provincial Legislatures. As varying forms of such legislation create differing conditions in different parts of this country which may place the industry in a particular province at a handicap as compared to other provinces, this Federation strongly urges the Government of India and the Provincial Governments to appoint a board for the co-ordination of labour and social legislation already undertaken in the different provinces and to guide the future course of such legislation on uniform lines throughout the country."

Resolutions were also passed, inter alia, (1) condemning the present ratio of 18d to the rupee, (2) urging the reduction of the present stamp duty on Indian bills, (3) urging the establishment of the crude oil refining industry in India, (4) urging the control of drugs and pharmaceutical preparations in India, (5) recommending adequate Indian representation on Port Trusts, and the Indianisation of the services of the Imperial Bank of India, (6) appealing to provincial governments to follow the Bombay Government's example of placing all their insurance with indigenous companies, (7) criticising the Government of India for disregarding non-official criticism as regards the provisions and the ratification of the Indo-British Trade Agreement, (8) urging better measures for safeguarding the rights of Indians abroad, (9) stressing the need for the Government adopting a

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policy of " full-fledged protection for industries under the active control and management of the nationals of the country, having for its object the achievement of industrial self-sufficiency within a reasonable period of time, " (10), urging the conclusion of trade treaties with foreign countries, (11) emphasising the need for controlling the competition of non-Indian concerns in India with Indian industries, (12) requesting the Government of India to revise its suspended enquiry into the position of minor industries, (13) emphasising the need for developing Indian shipping and controlling coastal traffic so as to put down rate wars, (14) urging the need for granting protection to the silk industry, (15) recommending an increase in the import duty on salt and (16) emphasising the need for abolition of inter-provincial excise barriers and for ensurance of uniformity in excise duties.

Office-bearers for 1939-40.- The following were elected office-bearers of the Committee of the Federation for the year 1939-40: President: Diwan Bahadur C.S. Rataasabapathy Mudaliar; Vice-President: Mr. Amrit Lal Ojha; Members of the Committee: Mr. Kasturbhai Lalbhai, Lala Shri Ram, Lala Padampat Singhanian, Mr. J.C. Setalvad, Mr. N.L. Puri, Mr. D.C. Ghose, Mr. M.A. Master, Mr. S.P. Jain, Lala Karamchand Thapar, Mr. M. Mohammad Ismail, the Hon'ble Sir Rahimtoola M. Chinoy, Mr. Keshavprasad Goenka, Mr. A.D. Shroff, Lala Gurusharan Lall, the Hon'ble Mr. Brijlal Biyani, Rao Bahadur Shivratan G. Mohatta, Mr. Guru Prasad Kapper, Rao Sahib C. Hayavadana Rao; Honorary Treasurer: Dr. N.N. Law; Co-opted Members: Sir Purshotamdas Thakurdas, Mr. D.P. Khaitan, Kumar Rajah M.A. Muthiah Chettiar, Sir Ardeshir Dalal, the Hon'ble R.B. Lala Ramsaran Das, and Mr. Hari Shankar Bagla; Secretary: Mr. D.G. Mulherkar.

(Summarised from the presidential address and text of resolutions copies of which were forwarded to this Office by the Federation of Indian Chambers of Commerce and Industry. A copy each of the presidential address and resolutions were forwarded to Geneva with this Office's Minute F.6/697/39 dated 20-4-1939). +

Indian National Committee of the International Chamber  
of Commerce: 10th Meeting, Delhi, 1939.

The 10th annual meeting of the Indian National Committee of the International Chamber of Commerce was held at Delhi on 9-4-1939 under the presidentship of Mr. Jamshed N.R. Mehta. The following are the salient features of the presidential address: +

World Economic Conditions.- The year 1938 witnessed an economic recession which severely affected agricultural countries. The situation has been complicated by the growth of a large number of closed economies, the uncertainty about the American economic policy and the probable reactions of rearmament expenditure in the United Kingdom.

Certain Aspects of the Economic Conditions between 1929-1937.- One of the main tendencies of the economic depression and recovery during 1929-1937, he said, was the growing diminution of the interdependence of the world in economic matters. Since the great depression which started in 1929, expansion or contraction of trade in one country exercises a less wide influence on the trade activity in other countries. The abandonment of fixed exchange rates based on fixed gold values for different currencies, the application of exchange control, the imposition of import quotas and of tariffs - these and similar measures - have, to some extent, isolated each national economy. This feature has been well illustrated by the fact that the recovery in industrial production proceeded less uniformly in different individual countries between 1932 and 1936 than between 1925 and 1929.

Conditions in India.- In India, as in the United States and the United Kingdom, the downward trend in general business conditions continued during the first half of the year under review and was accentuated by the continuance of Sino-Japanese hostilities which seriously curtailed the trading capacity of India's principal customer for cotton. Owing to a fall in the demand for Indian primary commodities in the world markets, the foreign trade position was distinctly unsatisfactory for the first six months of the year with consequent repercussions on the exchange value of the rupee. Indices of wholesale prices showed a continuous fall in the middle of June. Industrial activity was, however, not affected to the same degree and the position of the textile and iron and steel industries was on the whole satisfactory. Indian industries as a whole resisted the general downward movement of the first six months of the year better than agriculture. An upward movement in the commodity ~~at~~ market and the Stock Exchange was noticeable at the end of June, but improvement in all cases was not maintained and the outlook, at the end of the year, 1938, must be regarded as uncertain.

The attitude of the United States and the United Kingdom Governments, as revealed in their energetic devices to combat and mitigate the evils of depression and to actively stimulate recovery, makes a tragic contrast to the attitude displayed by the Government of India during the period of acute depression of agricultural prices. But for a short-lived ~~the~~ rise in prices, the condition of the mass of agriculturists in this country has remained practically the same throughout the period, 1929 - 1939. The Government in this country have consistently refused to take any active measures to better the condition of the mass of agriculturists and turned a deaf ear to the insistent public demand for stimulating a rise in internal prices by revising the ratio policy of the Government and of securing additional markets for India's surplus agricultural produce by negotiating bilateral trade agreements with our principal customers abroad. The time has come when Government should help the process of rapid industrialisation in this country, which would ultimately



provide an assured home market, instead of an uncertain foreign market, for some of India's surplus exportable produce.

Anglo-American Trade Treaty.- The one relieving feature of the present economic situation, he said, was the conclusion of a trade treaty between America and the United Kingdom, the importance of which it would be difficult to exaggerate. These two countries together are responsible for more than a quarter of the world's imports and exports, and any arrangement calculated to promote the freer exchange of goods between them must necessarily have a profound influence favourable to the development of world trade as a whole.

Balanced Economy for India.- The commercial interests in this country are deeply interested in every measure of an international character which is likely to promote good relations and world trade. At the same time, however, one cannot ignore the changes that have come over in the economic policy of the various States of the world during the post-depression years, and it is quite legitimate that India should aim at the ideal of a balanced economy for itself. The pursuit of such an ideal is quite consistent with India's professed intentions of rendering every assistance to the development of freer trade and better economic relations in the world. He recalled the views of experts in this field that the industrialisation of countries like China and India, with the consequent increase in the standards of living of these people, will, in the long run, prove a blessing rather than a ~~bane~~ to the western world.

(Summarised from the presidential address, copies of which were forwarded to this Office by the Indian National Committee of the International Chamber of Commerce. A copy of the presidential address was forwarded to Geneva with this Office's Minute F.6/697/39 dated 20-4-1939).

Office-bearers for 1939-40.- The following office-bearers were elected to the Indian National Committee for 1939-40: President: Diwan Bahadur C.S. Ratnasabapathy Mudaliar; Vice-President: Mr. Amrit Lal Ojha; Members of the Committee: Sir Purshotamdas Thakurdas, Mr. G. D. Birla, Lala Shri Ram, Mr. Kasturbhai Lalbhai, Lala Padampat Singhania, the Hon'ble Sir Rahimtoola M. Chinoy, Mr. Gaganvihari Lal Mehta, the Hon'ble Rai Bahadur Lala Ramsaran Das, Mr. A.D. Shroff, Mr. Chunilal B. Mehta, Mr. J.C. Setalvad and Mr. M. Mohammad Ismail; Honorary Secretary Treasurer: Dr. N.N. Law; Co-opted Members: Mr. D.P. Khaitan, Mr. Gordhandas G. Morarji, Mr. D.N. Sen, Lala Gurusharan Lal, Sardar P.S. Sodhabans and the Hon'ble Mr. Brijlal Biyani.

(The Hindustan Times,  
11-4-1939). +

Workers' Organisations2nd Session of U.P. Shop-Assistants' Conference,  
Lucknow 31-3-1939.

The second session of the United Provinces Shop-Assistants' Conference was held at Lucknow on 31-3-1939 under the presidentship of Mr. Sajjad Zaheer. A large number of delegates from all important centres of the province participated in the Conference.

Mr. Jugal Kishore, Parliamentary Secretary, United Provinces Government, in his speech inaugurating the Conference gave an assurance of the Congress Ministry's desire to improve the conditions of work of shop-assistants and urged better organisation for purposes of effective collective bargaining.

The President emphasised the need for a united front of shop-assistants.

Resolutions.- Among others, resolutions were passed demanding immediate legislation in regard to salaries, conditions of work, employment and dismissals, pensions, provident fund, leave and free medical aid. Other demands included removal of the ban imposed by the local Government on the Communist Party and allotment of seats on local boards for shop-assistants.

(The National Herald,  
2-4-1939 and the Hindustan  
Times, 6-4-1939). +

4th All-India Kisan Conference, Gaya, 1939.

The 4th Session of the All-India Kisan (Peasants) Conference was held at Gaya, Bihar, on 9 and 10-4-1939 under the presidentship of Acharya Narendra Deo.

Presidential Address.- The following is a summary of the presidential address:

Peasants' Awakening.- The agrarian problem of India is a complex problem and is assuming gigantic proportions. The masses are on the march and are almost everywhere engaged in a grave struggle for the conquest of their rights. Seeing power slipping out of their hands the landowners are making a last effort to save their position and hence their tyranny and oppression have multiplied a hundred-fold.

Work of Congress Ministries.- Legislation is being undertaken to afford some measure of relief to the impoverished peasantry by the

various Governments in the provinces. The measures are not adequate to meet the immediate needs of the situation. Much more is possible within the framework of the ~~present~~ present Act and perhaps much more will be done in due course of time. But it is regrettable that agrarian reform in all its aspects is being delayed for no good reason.

Criticism of Congress.- A disquieting factor of the present situation is that several of the Congress ministers look upon kisan organisations and their workers with an eye of suspicion and distrust. The Adequate legislative measures should be taken to give protection to tenants against village usurers and village banias. The question of rural indebtedness should be carefully examined, and if rural debts cannot be wiped out completely, the burden should be considerably eased. Special attention will have, at the same time, to be paid to the provision of capital and cheap credit facilities for the farmers. Suitable laws should be enacted for the marketing of agricultural produce so that middle-men's profit be eliminated. Close attention should be paid to the promotion of subsidiary industries and measures be taken for comprehensive land improvement.

Congress and Kisan Organisations.- The Congress being a multi-class organisation, the peasant is not able fully to assert himself in the national organisation. In order therefore to enable him to give up his hesitancy and to assume a more independent attitude, it is necessary to give him preliminary training in an organisation of his own class. If the necessity for a separate organisation of the peasants is established it is necessary to emphasize the imperative duty for the kisan sabhas to enter into friendly relations with the local Congress organisations and to carry on their activities in co-operation with them as far as possible.

Resolutions.- The following is a summary of the more important resolutions adopted by the Conference:

1. National Planning.- The Congress welcomed the appointment of the National Planning Committee in the hope that it will place before the country a comprehensive plan embracing agricultural and industrial development in order to raise the standard of living of the masses and help in the solution of the problem of unemployment. The resolution expressed disappointment at the non-inclusion of agricultural planning in the planning programme and suggested that the Planning Committee should tackle the problems of crop planning, utilisation of Indian agricultural products for home industries, giving employment for the rural masses.

2. Crop Planning.- The Conference urged the Provincial Governments and Indian States to appoint conjointly an All-India Crop Planning Committee with a view to readjust the areas under different crops and thus lessen the present disastrous dependence of kisans on the vicissitudes of world trade conditions, restrict the policy of raising commercial crops to the detriment of food and fodder crops and bring about a proper and progressive diversification of crops and introduce the economy of rotation.

3. Co-operation with the A.I.T.U.C.- The Conference emphasised the community of interests between the All-India Kisan Sabha and the All-India Trade Union Congress and expressed the need for concerted action between both the organisations.

4. Rural Debt Relief.- The Conference criticised Provincial Ministries for not taking adequate steps to declare a long debt moratorium, scale down agrarian debts and afford cheap credit facilities to kisans.

(The Amrita Bazar Patrika,  
10 and 11-4-1939). +

#### The Progress of Trade Unionism in Bombay, 1937-38.\* +

Number of Registered Unions and Membership.- During the year ending 31-3-1938, 11 new unions were registered and the registration of 3 cancelled, thus, there were 51 unions on the register at the end of the period under review. Complete returns were received from only 46 unions.

The total membership of the reporting unions increased from 53,303 to 76,072, ~~the~~ important among the groups which contributed to this rise being Tramways - 85.42 per cent, textiles - 55.16 per cent., municipal - 237.75 per cent., seamen - 71.91 per cent., and Docks and Port Trusts - 52.43 per cent. The position as regards female membership also showed considerable improvement during the year. In 1936-37 there were 14 unions having 1,945 female members on their rolls; these numbers increased to 16 and 2,643 during the year under report.

Finances of Unions.- The General Fund was the principal liability of the majority of ~~the~~ unions. It formed the only liability of 18 unions, while ~~these~~ 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. 225,305-5-2 and other liabilities amounted to Rs. 46,330-2-8. The total assets of all the unions amounted to Rs. 276,885-14-10. This, however, includes an amount of Rs. 63,771-10-2 for "unpaid subscriptions due" the real value of which is very doubtful.

Number and Membership of Unregistered Unions.- According to the quarterly reviews published in the Labour Gazette, at the beginning of the year the total number of trade unions- registered as well as unregistered - in the Province of Bombay was 100 with

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\* Annual Report on the Working of the Indian Trade Unions Act (Act XVI of 1926) for the Province of Bombay, 1937-38. Bombay, Supdt. Govt. Printing and Stationery. Price Anna 1 or 1d. pp 19.

a membership of 88,078 while at the close of the year there were 126 unions comprising 108,587 members. 51 of the unions were registered under the Act. Of the remaining unions 32 were associations of employees of the Postal and Telegraph Department consisting mainly of clerical workers. -

All-India Printers' Conference, Poona, 8-4-1939.

At the All-India Printers' Conference held at Poona on 8-4-1939, Mr. Tushar Kanti Ghose, Editor, Amrita Bazar Patrika, Calcutta, presiding, a number of important resolutions regarding conditions of life and work of printing employees and the need for stimulating unionism among the workers <sup>was</sup> adopted. The following is a brief summary of the presidential address.

Wages.- Dealing with the subject of wages, Mr. Tushar Kanti Ghosh pointed out that it was very necessary that the printing industry should be able to offer "standard conditions of wages and emoluments sufficiently attractive for youths at their school leaving age to take up printing or any of the allied trades as their vocation in life". He said that at present the wages offered in the industry were very inadequate, but hoped that the wage rates would improve with the improvements of indigenous craftsmanship. In his opinion, two reasons mainly contributed to the present low wage standard in the industry, first, the absence of a trained and efficient personnel, and secondly, uneconomic rate-cutting by managements.

Training Facilities.- Indian printing was very much inferior to European and American printing, and this was due, not so much to the absence of up-to-date presses and printing machinery, as to the lack of adequately trained personnel. It was difficult to get trained printers to handle efficiently the latest types of machinery. If Indian standards of printing improved, newspaper proprietors and other employers would be quite willing to sanction higher rates of wages. He recalled certain attempts recently made at Poona and Bombay to give technical education to suitable young men for training in the various skilled operations of the industry, had unfortunately both proved unsuccessful. He then referred to the opening by the Bombay University of a Faculty of Technology, in the curriculum of which is included education in the technology of printing crafts; though this was a new venture, he felt sure that, unemployment conditions being what they are, educated young men will resort in large numbers to the printing industry.

Un-economic Rate-cutting.- The prevailing low wages and generally unsatisfactory conditions in the industry <sup>was</sup>, in his opinion, attributable largely to the prevailing cut-throat competition between printing establishments; and he therefore condemned such uneconomic rate-cutting mostly resorted to by managers of the smaller job printing presses. He also urged that the Indian industry should adopt a scientific

G.5 scientific costing system on <sup>lines</sup> somewhat similar lines <sup>to those</sup> as ~~that~~ adopted by the British Master Printers' Association.

The Printers' Responsibilities under Press Act.- He directed attention to the clauses of the Press Emergency Powers Act, making printers, who had invariably to act under the orders of editors, responsible along with the editors for publication of objectionable matter, and urged that, in view of ~~the~~ conditions prevailing in Indian presses and the low level of education of the majority of printers, they should be exempted from such responsibility.

Unionism.- Dealing with the need for stimulating unionism among the employees, he said that the formation in 1937 of the All-India Printers' Association was a step in the right direction, but urged that printers' associations should be formed in every important city in India, and that they should be all incorporated in the All-India Organisation in the pursuit of a common goal, viz., (1) to improve the position and prospects of the members, and (2) ~~to improvement of~~ printing standards in India.

Resolutions.- The following is a summary of the more important resolutions adopted:

Elimination of Unhealthy Competition.- "The Conference recommends the printing houses to base their prices on the cost system and abstain from cut-throat competition in their own interests."

Training of Printing Personnel.- "The Conference realises the need of trained workers in the printing and allied industries and desires that the Governments and Universities should help the existing schools of printing and also start their own institutions for Technology of printing as early as possible and give diplomas for the courses."

Trade Union Organisation.- "The Conference is of opinion that there should be district associations of printers which should be affiliated to the All-India Printers Association, and recommends that a Committee should be appointed with powers to co-opt, to organise these district associations." Mr. S.B. Sahasrabudhe, Poona, was appointed convener of this Committee.

Press Emergency Powers Act.- "The Conference notes with deep concern the attitude of the provincial governments towards printing presses, and strongly protests against their action under the Indian Press Emergency Powers Act. It re-affirms its opinion that this Act is detrimental to the very existence of printing establishments and urges upon members of legislatures to take immediate steps to remove the Act from the Statute Book, so that the printer, who has merely to carry out orders, may not be penalised."

Research in Printing Technology.- "The Conference is of opinion, that provincial governments should allocate certain amount for research work in printing and allied crafts, out of the grants for the development of indigenous industries."

(The Bombay Chronicle,  
10-4-39 and Amrita Bazar  
Patrika. (4-4-39) +

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Recognition restored to B.N. Railway Indian Labour  
Union from 1-5-1939.

The recognition of the B.N. Railway Indian Labour Union which was withdrawn on 19-2-1937 (Vide pages 25-26 of our March 1937 Report) has been restored with effect from 1-5-1939 by the B.N. Railway Administration, subject to the submission of Government certificate of membership up to the end of the financial year 1938-39, balance-sheet for the same period and Rules of the Union as amended, and personnel of the Central Council and other Executive Committees. The terms of recognition secured by the Union are more detailed and definite than before and in some respects they are an improvement over those in operation before the 1936-37 general strike. The following is a summary of the main terms:

Channel of Representation.- The channel of representation of cases has been clearly defined by providing for representation of cases affecting a class or group as well as individual cases in respect of suspension, stoppage of increment, discharge or dismissal. The Union once contemplated to resort to a general strike on the issue of its right to represent individual cases. And this demand again figured in the strike note served on the Railway Administration in 1936. With the present restoration of recognition, the Union regains not only the status quo ante bellum, but also a right for representation of individual cases, which is definitely an advance over the facilities that obtained on the eve of the 1936-37 strike.

Representation regarding Supersession Cases.- Cases of supersession may be represented up to the District Officer if the Branch Secretary of the Union has good reason to believe that the employee has endeavoured to appeal in the first instance and has had his appeal suppressed.

Conciliation Board.- A new feature of the terms is the setting up of a standing Conciliation Board consisting of three railway officers and three representatives of the Union to deal with cases concerning the Kharagpur workshops.

Encouragement of Trade Unionism.- The terms also recognise sound trade union principles. One of the clauses stipulates that "Railway employees who are officials of the Union will be ipso facto considered to have joined any general strike declared by the Union". This will eliminate from the Executive of the Union such of the employees as were in the habit of driving poor workers into strikes, while they ~~take~~ <sup>are</sup> ~~jolly~~ good care to see that they themselves ~~are~~ <sup>do</sup> not join them.

(The Indian Labour Journal,  
30-4-1939).

Views of Indian Labour Journal.- The Indian Labour Journal,

G.7

Nagpur, whose editor, Mr. V.R. Kalappa, is the president of the B.N. Railway Indian Labour Union, observes in the course of an editorial on the subject: "The terms of recognition which are somewhat comprehensive have been drafted in the light of past experience with a view to avoid all misunderstandings in future. They are, therefore, terse and unambiguous. What was implicit in the past has been rendered explicit in the present terms. After all it is not the letter that matters but the spirit. The Union takes it that "the terms are but an earnest on the part of the Railway Administration to strive for and maintain good relations". That is the proper spirit with which the terms should be taken. On the whole, the terms, if carefully followed, will place the Union on a sounder footing and the organisation will be none ~~the~~ weaker for it."

(The Indian Labour Journal,  
30-4-1939).



## Economic Conditions.

### Industrial Survey of C.P. : Report of ~~the~~ Committee +

Reference was made at page 27 of our December 1939 report to the appointment of an Industrial Survey Committee by the Government of the Central Provinces to survey the position in respect of the industrial development of the province and to make recommendations for further development. It is understood that Part I of the Report of the Committee has recently been published; a brief summary of the main findings of the Committee is given below:

Government Stores Purchase to support Provincial Manufactures.- In regard to general principles and policies to be followed, it is recommended that Government should direct their expenditure policy in such a way that the revenues and taxes collected from the people should return to the people in the province rather than be allowed to leave. Accordingly, Government's requirements, such as cloth, paper, building materials, food-stuffs, etc., should be met by production in the villages.

Provincial Self-Sufficiency.- Government should plan the agricultural activities of the province so as to make it self-sufficient in food and other primary necessities as far as possible. Power-driven oil, flour, and rice mills and ginning, spinning and weaving mills should be worked under a license from the Government. Research should be undertaken to increase the efficiency of implements in use at present in cottage industries.

State Ownership of Industries.- Large-scale production, whenever desirable, e.g. in the case of key industries, public utilities and of exploitation of natural resources, should not be given over to private enterprise. It should be either carried out or closely controlled by the State itself. An attempt should be made to convert the raw materials of the province into consumable articles as far as possible in the province itself or in the country.

Re-organisation of Department of Industries.- Reviewing the work of the Department of Industries, the Committee remarks that as this department is intended to increase the productivity of the people, it ought to be the premier department of the Government in its organisation and functioning. The present budget of the Department is very small and the major portion of the allotment is absorbed for administrative work. The department should provide direct help in every way, viz., financial, technical and marketing. It should be equipped to regulate the quality of goods by grading and standardization, and also to control weights and measures. It should organise village products and find an outlet for the product of village manufacture.

It is, therefore, recommended that the Department should be remodelled to help the industries in the villages by carrying on

research, technical and scientific, by organising the supply of raw materials, marking of goods and generally looking after the welfare of the artisans. The Director of Industries should be a permanent incumbent of the post.

Development of Cottage Industries.— Small working units of the various cottage industries should be established and worked with inexpensive and simple equipment by the Department of Industry. This Department should take students as apprentices for receiving industrial education and training. Museums, which should depict the industries in miniature, should be attached to the working units introduced at the various district headquarters. As regards state-aid to industries, Government should not give financial aid to industries which do not demand ~~them~~ <sup>but only</sup> by the nature of their organisation. The help should be chiefly functional. Cottage industries must be encouraged. Government should help villagers to ~~better~~ breed better types of poultry. Poultry-keeping in villages should not be followed for commercial purposes.

Taxation Policy.— Government should examine scientifically the system of taxes levied by the local bodies, the malguzars and by Government themselves, so that none of these harms the village industries. Instead of taxing locally-made articles, the local bodies should levy a high sales tax on the goods which are imported into the villages in large quantities for sale in the bazaar. The restrictions imposed by the Excise Department in the collection of juice from the palm trees when it is to be used for making gur, should be abolished. The Provincial Government should arrange with the Central Government to provide duty-free salt for use of village industries, e.g., to shepherds for being given to the sheep and to village chamars for curing hides.

*(A Copy of The Report of The Industrial Survey Committee — Part I, Vol I was sent to Geneva with This Office minute D.1/79/39 dated 4-5-1939).*

(The Times of India, 3-4-1939). .

The Sind Middle-Class Debtors' Relief Bill, 1939. .

Attention is directed to pages 303 to 305 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Sind Middle-class Debtors' Relief Bill, 1939, which was introduced in the local Legislative Assembly on 28-1-1939 by Mr. Jamshed Nusserwanjee. The Bill seeks to impose a moratorium till 31-3-1942 for debts of middle-class non-agriculturists, to reduce excessive rates of interest, and to scale down debts.

The Sind Industrial Loans Bill, 1939. ,

Attention is directed to pages 348 to 351 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Sind Industrial Loans Bill, 1939, which was introduced in the local Legislative Assembly on 28-1-1939 by Mr. R.K. Sidhwa. The Bill seeks to provide for the grant of Government loans for starting small-scale industries; it is hoped this will indirectly lead to a lessening of the incidence of unemployment. + ✓

## Employment and Unemployment.

### Unemployment in Calcutta: Corporation appoints Committee to examine Scheme for Amelioration. +

The Corporation of Calcutta held a meeting on 30-3-1939 to consider a scheme prepared by Mr. Debjiban Banerjee, Concillor, to reduce the incidence of unemployment in the City. The meeting appointed a Committee of seven members, including the Mayor, to examine the scheme and to submit a report on it by June 1939.

\* Details of the Scheme.- Mr. Banerjee points out that there are in Calcutta 39,544 non-Bengali traders and that a scheme of planned absorption of the City's unemployed could be put through, even half of these trading houses could easily absorb about 20,000 of the unemployed. He was, therefore, of opinion that, whatever may be the magnitude of the problem in the entire province, in Calcutta the number of the unemployed could easily be brought under control if the non-Bengali business houses, the Government, the Railways and other utility concerns, the jute mills, and the Corporation of Calcutta jointly decide upon a scheme of planned absorption. According to the estimate of Mr. Banerjee the number of middle-class educated unemployed in the city would be in the neighbourhood of 60,000. He urges that in view of the large numbers involved, a regular survey of the unemployed may profitably be made.

\* Unemployment Survey urged.- In order to conduct the survey and to formulate a scheme of planned absorption of the unemployed, he suggests the Corporation should form a special Unemployment Committee. The census of the unemployed of the city would help the Committee to formulate ways and means to find solutions.

(The Amriata Bazar Patrika,  
1-4-1939). +

### Co-operative Colony for Educated Unemployed: Annamalai University Scheme. +

The Annamalai University, Madras Presidency, has started a co-operative colonisation society to help educated unemployed youths. The University has assigned about 100 acres of wet and garden land for cultivation by the educated unemployed. Ex-students of the University and other educated unemployed are eligible for admission, provided they have a strong physique and <sup>are</sup> willing to do all kinds of

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manual labour. Selected candidates must take shares to the value of Rs. 100 payable in 5 equal instalments at intervals of two months. Two students, one a B.A. and the other a B.Sc. Honours joined last year and lived in the farm with their families without remittances from their homes. The hearty co-operation of the Revenue, Agricultural and the Co-operative Departments of Government has already been secured for the scheme.

(The Hindu, 6-4-1939).+

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Social Conditions.Sind Vagrancy Bill, 1939. +

Attention is directed to pages 280 to 282 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Sind Vagrancy Bill, 1939. The Bill seeks to prohibit able-bodied vagrants from begging in public. .

Prohibition and Workers' Budgets: Results of  
Ahmedabad Enquiry by Prohibition Department. +

A rapid enquiry was conducted by the Prohibition Department of the Government of Bombay in the months of October to December 1938 to assess the social consequences of the policy of prohibition enforced in Ahmedabad. The enquiry covered 424 families, of which one or more members were known to be addicted to drink. The returns have been analysed, and a full report will be issued later.

Higher Standard of Living.- The following summary of the report is taken from an article on the subject in the Bombay Chronicle of 17-4-1939:

Some interesting figures, revealing the nature of the transformation that has occurred in the lives of large numbers of persons in the city, can however, be made available now. It has been ascertained that the average outlay on drink per family in the pre-prohibition days was Rs. 11-10. With the introduction of prohibition, this amount of money became a saving which, coupled with the increase in wages obtained as a result of the recommendations of the Textile Enquiry Committee, became available for expenditure in other directions. What use has been made of this new fund may be seen from the following figures:

Utilisation of Savings (Total of four months).- Redemption of Debt - Rs. 27-1; ornaments - Rs. 13-5; clothes - Rs. 2-6; furniture and vessels - Rs. 1-15; food - Rs. 0-15; Savings - Rs. 10-11; education - Rs. 0-4; medicine - Rs. 0-10; other uses - Rs. 7-1; total - Rs. 64-4.

A large scale inquiry will be undertaken shortly, covering about 10,000 workers of ex-drinking as well as non-drinking families to elucidate in complete detail, the full reaction of the prohibition policy.

(The Bombay Chronicle,  
17-4-1939). +

Public Health.Health Co-operative Societies for Madras Villages:  
Congress Ministry's Scheme. +

The Government of Madras has under consideration a comprehensive scheme for the setting up of Health Co-operative Societies in the 40,000 odd villages of the Presidency. The following information about the scheme is taken from a Press Note dated 29-3-1939 on the subject issued by the Secretary, Education and Public Health Department (The scheme has been given wide publicity for eliciting public opinion, and all suggestions and criticisms have to reach the authorities by 30-4-1939):-

Co-operative Basis of Scheme: Economic Aspect of Health and Labour Efficiency.- Justifying the co-operative basis of the projected Health ~~an~~ Co-operative Societies, the Note points out that in so far as the improved health of the agricultural population tends to increase the efficiency of labour, all activities directed towards raising the efficiency of labour can be classed as economic activity and can therefore rightly come under the scope of the Co-operative Societies Act. It is also pointed out that though it is the duty of the State to provide medical help, it is not possible for them to cater effectively to the requirements of the innumerable villages of the Presidency, and that, therefore, the best agency for the purpose are Health Co-operative Societies which will lighten the financial obligations of the Government by delegating a part of the responsibility for rural medical aid to the rural population itself.

Aims and Objects.- Like all co-operative societies, the health societies are associations of persons, directly interested in the undertaking and sharing in its management with equal rights and obligations. Their by-laws, laying down the duties and responsibilities of the managing committee, General body, etc., are similar to those of other co-operative societies. The main objects of these societies are:

1. the organization of a medical establishment with a qualified medical officer, compounder, and dispensary, each member paying an annual subscription in cash or in kind of equivalent value towards the expenses;

2. to carry out sanitation and preventive work, such as the filling up of stagnant pools, laying down approach roads, sinking of tube wells, providing bore-hole latrines etc., with the help of organised squads of the young men of the villages.

Finances.- The funds required to run such societies will be derived from annual subscriptions from members, grants from Government and District Boards, contributions from the Common Good Funds of Central Banks and Societies, and fees collected from members for Doctor's visits to houses.

Number of Societies and Membership charges.- It is proposed to start eight societies in the Presidency, as an experimental measure. One society will be formed for a group of villages and none of the villages will be more than five miles distant from the dispensary. Each of the groups chosen comprises about 1000 to 2000 families, and it may reasonably be expected that at least 500 persons representing 500 families will join the society. Each member will have to pay an annual subscription of Rs. 1-8-0 (0-2-0 per month) payable in cash or in kind or in labour. The subscriptions may be increased after societies have functioned for some time. Members will be given medicine at cost price, and medical advice at the dispensary free of charge. They should, however, pay a small fee, say, annas four per call for the services of the doctor at individual houses. The income from this source will be credited to the funds of the society.

Expenditure.- The approximate cost - capital and recurring - of a health co-operative society will be as follows:

Cost of the dispensary building - Rs. 250; cost of quarters for the doctor and compounder - Rs. 400; furniture - Rs. 60; one cycle - Rs. 40; office equipment - Rs. 50; initial stock of medicine and surgical instruments. - Rs. 200; total = Rs. 1000.

Recurring expenditure.- Doctor's salary at Rs. 50/- per month Rs. 600; compounder's salary at Rs. 15/- per month - Rs. 180; Servant and sweeper's salary at Rs. 5/- per month - Rs. 60; contingencies at Rs. 5/- per month - Rs. 60; total - Rs. 900.

Income.- Annual subscription (at 2 annas per month) - Rs. 750; income from call fees (4 annas per call), injection fees (8 annas per injection), etc., the average per month being taken to be 15 calls and 15 injections. - Rs. 150; total Rs. 900.

Aid from Government and Co-operative Institutions.- The financing of capital expenditure is expected to be shouldered by the Madras Provincial Co-operative Bank, several central banks, urban banks and co-operative societies which have large amounts to the credit of their Common Good Fund. If, however, the response from the co-operative institutions is not adequate, the help of Government or District Board may be necessary. In the early stages the income of the society may not be sufficient to meet the recurring expenditure, and in such cases the local bodies, which are spending large sums for running subsidised rural dispensaries, may come forward to meet the deficit, if any.

Health Unions.- After a number of societies are started in an area, a central organization called a "Health Union" will be necessary to co-ordinate the activities of health societies. Every such union will maintain a better qualified medical officer, one sub-assistant surgeon for relieving the doctors in different centres in case of absence on leave, a small hospital, with a nurse, a clinic with a laboratory technician, one clerk for keeping accounts, and if possible, one organiser and propaganda officer. Its main functions will include: 1. co-ordination of the activities of health co-operatives; purchasing in bulk of drugs and materials required for dispensaries; and 3. promotion of new societies. The income of the



Health Union will be derived from out of contributions made by Health Co-operatives affiliated to it and subsidies from Government, local bodies and others.

Budgets of Health Unions.- The budget of a Health Union will be roughly as follows:-

Expenditure (annual).- Chief Medical Officer at Rs. 100 per month - Rs. 1,200; one Sub-assistant Surgeon at Rs. 50 per month - Rs. 600; office (club, etc.) - Rs. 200; clinical laboratory - Rs. 200; hospital - Rs. 400; travelling allowance - Rs. 200; total - Rs. 2,800.

Income (annual).- Contribution from 12 Health Co-operatives at Rs. 150/- per year - Rs. 1,800; income from clinical laboratory - Rs. 200; subsidies from Government, Local bodies and others - Rs. 800; total - Rs. 2,800.

The question of starting a health union will arise only after a number of primary societies begin to function in an area. There may not be the need to start Health Unions largely, as there are Local Board dispensaries at almost all Taluk headquarters. +

#### Rural Health in Bengal: Government to start National Welfare Units. +

It is understood that the Government of Bengal will be launching shortly a scheme designed to give an impetus to rural welfare activities in the province.

National Welfare Units.- Under the scheme, units called "National Welfare Units" will be set to work in all the districts. The duty of these units will be to carry the message of health and prosperity to the rural population of the province. Each of these units of which there will be 21 in all, will consist of a medical officer, a compounder, and a lecturer, the latter's duty being to deliver lectures on subjects such as improvement of agriculture, cattle-welfare, cottage industries, health and hygiene. Each unit will carry a stock of agricultural and industrial exhibits such as improved varieties of seeds, jute fibres, cutlery, pottery, bell-metal work and other cottage products. In addition, each unit will have attached to it a cinema projecting apparatus and an operator with a stock of instructive films on nation-building subjects. A feature of these units will be that they will not be confined to any particular area but will move about from place to place, the means of locomotion being either house-boats, or bullock-vans according to the nature of the districts to be served.

Modus Operandi of the Units.- The modus operandi of the units will be somewhat as follows: When a unit reaches a village, the medical officer will prepare a rough census of the sufferers from chronic diseases in the locality and will treat as many of the cases ~~in~~ it as

is possible for him to treat while the unit is in the village. The medical officer will be instructed to get into touch with the local district board doctor or the doctor attached to the local hospital or charitable dispensary and arrange for the future treatment of these cases. The compounder will dispense medicine according to the prescription of the medical officer, free of charge.

While the work of medical relief is thus proceeding, the lecturer will organise meetings and deliver lectures concerning rural welfare, health and hygiene, while the cinema operator will arrange to show films which will both amuse and instruct the villagers.

Cost of Units. - It is estimated that the cost of equipping the units will be about Rs. 46,000, while the recurring annual expenditure for working the scheme will be approximately Rs. 100,000.

(The Statesman,  
17-4-1939). + ✓

Basic National Education: 60 Schools started  
experimentally in Bombay Presidency.

The Wardha Scheme.- The scheme of Basic National Education, otherwise known as the Wardha Scheme, has been placed before the country by Mahatma Gandhi ~~Some~~ over a year and the consensus of opinion of educational experts and institutions has been in its favour. (Vide pages 33-34 of our January 1939 report). The soundness of the principle underlying the scheme (education ~~thnough~~ through some productive activity) has been accepted by all, and the scheme offers a good alternative for the present one which is admittedly far too literary and almost unfit for rural areas. As the scheme is likely to revolutionize the existing educational system, the ~~Government~~ Government has decided to experiment on a small scale in order to find out its possibilities as well as its financial implications and to introduce basic education in compact areas in the three divisions of Karnatak, Maharashtra and Gujarat in about 60 schools in all.

A Five Years' Experiment.- The schools will be started from June 1939 and instruction in basic education will be imparted in the two bottom classes only in the first year and will gradually grow upwards into the upper classes. The experiment is likely to continue for about 5 years during which interval the working of the schools will be kept under observation with a view to find out what modifications in the syllabus will be necessary for introducing the scheme on a mass basis, if found otherwise suitable. The financial implications will also be kept in view during the period. In the compact areas, schools of all types, i.e., first grade primary schools, second grade primary schools, Urdu schools, girls' schools, one-teacher schools, etc., have been included so that the working of the scheme can be observed in all its aspects.

Syllabus of Studies.- The syllabus to be followed in these schools has been drawn up on the lines of the syllabus suggested by the Zakir Hussein Committee. This syllabus is for the first three standards only and will be extended to other classes in due course. The subjects to be taught are as under: (1) Basic craft - through which other subjects like ~~Mother~~ Mother tongue, arithmetic, geography, science, etc. are to be taught. (2) Agriculture - as a part of general science. (3) Mother tongue - i.e., Gujarati or Marathi or Kannada or Urdu (Hindustani will be a part of the Mother tongue only in the last 3 standards, i.e., standards V, VI and VII of primary schools). (4) Arithmetic. (5) Social Studies - this includes history, geography, civics and practical work for rural reconstruction and also physical instruction. (6) General science - this includes agriculture, nature study, hygiene, etc. (7) Drawing.

The syllabus is subject to modifications as a result of experience gained during the period of experimentation. The Basic Craft that

is proposed to be followed in these schools is spinning and carding, as that is the only craft which does not require adult labour. There is provision for taking up agriculture or wood work as basic craft in later stages when children will be sufficiently grown up. To supply trained teachers, Government have instituted three training centres - where about 100 teachers are given a short course of training in the principles underlying the scheme and in the basic craft of spinning and carding. These teachers will be ready by the end of May 1939.

Basic Education Advisory Committee.- A Basic Education Advisory Committee of ten members, with Mr. L.R. Desai, Special Officer, as Secretary has been appointed.

(Summarised from Communiqué dated 29-4-1939 issued by the Director of Information, Bombay).+

Agriculture.

The Sind Reduction of Interest Bill, 1939. .

Attention is directed to pages 289 to 291 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Sind Reduction of Interest Bill, 1939, which was introduced in the local Legislative Assembly on 28-1-1939 by Mr. Jamshed Nusserwanjee. The Bill seeks to give relief to debtors by reducing the rates of interest for debts contracted since 1-1-1933. +

The Sind Small Land-holders Relief Bill, 1939. +

Attention is directed to pages 292 to 295 of Part IV of the Sind Government Gazette dated 20-4-1939 where is published the Sind Small Land-holders Relief Bill, 1939, introduced in the local Legislative Assembly on 28-1-1939 by Mr. Jamshed Nusserwanji. The Bill secures till 31-3-1941 indebted small land-holders from ejectment and prosecution, gives facilities for the settlement of their debts through payments in instalments and limits interest rates on debts.

The protection of small land-holders in Sind from alienation of their lands in payment of debts is the object of another Bill introduced in the Assembly on the same day as above (28-1-1939) by Mr. Ghanshyam Jethanand, (Vide pages 310 to 316 of Part IV of the Sind Government Gazette dated 20-4-1939). +

The U.P. Money-lenders Bill, 1939.

Attention is directed to pages 77 to 88 of Part VII of the United Provinces Gazette dated 22-4-1929 where is published the United Provinces Money-lenders' Bill, 1939, proposed to be introduced in the local Legislature. The Bill provides for the registration and licensing of money-lenders and for their maintaining correct and up-to-date

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accounts. Licences are to be cancelled on grounds of fraud or breaches of the provisions of this enactment. Further access to courts for recovery of debts are restricted to duly licensed money-lenders. +

Rural Indebtedness in Chhota Udaipur State: Government  
appoints Enquiry Committee. +

It is understood that a committee consisting of two non-officials and one official, has been appointed in Chhota Udaipur State to enquire into the origin of farmers' debts and to suggest ways and means for their redemption and to make recommendations for the improvement of the economic condition of the State subjects. It will carry out a statistical census of two typical villages in each taluka and will issue a questionnaire to the "sowkars" and to the agriculturists with a view to eliciting their opinions.

(The Times of India,  
15-4-1939). +

Migration.Indians in Mauritius in 1937.

The following information<sup>g</sup> about the conditions of Indian workers in Mauritius during 1937 is taken from a communiqué dated 17-4-1939 reviewing the Annual Report for 1937 of the Protector of Immigrants, Mauritius, issued by the Department of Public Information, Government of India:

Total Indian Population.- The total Indian population in Mauritius by the end of 1937 was over 269,000 according to the latest Annual Report of the Protector of Immigrants. 80 per cent. of the labour population of the island is composed of descendants of Indians who emigrated from India in the middle of the last century. Over 30,000 reside on the estates and the rest off the estates. The ratio of females to males in the Indian population is 93 to 100. The death rate amongst the Indian population on the estates was 17.9 per mille and amongst those residing off the estates 31.3.

Wage Rates.- The rates of wages paid to casual labourers were higher. In the inter-crop season, the daily wages earned by agricultural labourers working by the day or by the job varied between 40 cents and Rs. 1.25 cents, and in ~~the~~ crop time between Rs. 1.25 cents and Rs. 1.75 cents. The position of artisans and of workers unfamiliar with any form of field work remained acute. Relief works were started to provide work chiefly for artisans, but continuous employment could not be given.

Relief of the Destitute.- The number of Indians in receipt of poor relief was 7,400, giving 27.4 per thousand as the figure for destitution. 31 of the old and disabled immigrants repatriated to India at the expense of the Colony, are receiving relief from the Government of Mauritius. There were in the island 39 estate hospitals, which were generally in good repair and well kept. Simple medicines are supplied to servants of estates having no hospital.

Economic conditions.- Nearly 64,500 acres or 35.8 per cent. of the total area under cultivation was cultivated by Indians. Of this acreage, over 56,000 acres were under sugarcane. The immigrants and their descendants continue to hold the largest number of draft animals and carts, and likewise the largest number of milch cows and goats; they also own nearly all the smaller dairies, and run practically eight-tenths of the motor buses, taxi-cars and lorries throughout the colonies.

Labour Legislation.- Three ordinances intended for the benefit of labourers in the island were passed, providing for (1) protection against accidents of workers employed in loading and unloading ships or at any deck, wharf or quay; (2) protection of human beings against dangers arising from game snares and wells; (3) pay-

ment of compensation to workmen for diseases contracted in the course of their employment and amending the Workmen's Compensation Ordinance. The Labour Inspector sees to it that the factories are taking precautions necessary to ensure the safety of workers. Under the Labour Law, all labourers are free to work where and how they like. There are no special punishments for labour offences. The Protector of Immigrants, who looks after the interests of all labourers, visited nearly all the estates during the year. Willingness and co-operation were, as usual, readily shown by owners and managers of estates in carrying out the improvements suggested by the Protector.

Labour Unrest.- For the first time in the history of this Colony, serious labour unrest, accompanied on two occasions by firing and loss of life, broke out in 1937 in sugar estates just at the opening of the period of harvesting, and lasted approximately 60 days. In July, 1937, the workers of three estates ceased cutting canes which were to be sent to a certain factory for crushing. The strike rapidly spread to the other estates, the main grievances of the workers being (1) the unfairness of the 15 per cent. cut imposed at the weighbridges on the weight of their canes planted in the Flacq district, (2) low rates of wages, (3) unfair dealings of sirdars and jobbers in the settlement of wages earned (4) refusal to allow small planters to control at weighbridges the correctness of the weight of canes sent in by them. In addition, the following general complaints were also received by the Protector: (1) inferior quality of rations, (2) low rates of remuneration for overtime work, (3) poor medical treatment and (4) cut in rations and wages on account of absence. The complaints were investigated and after such concessions as would, in the opinion of the Protector, give satisfaction to the men had been obtained, they were communicated to the labourers who agreed to resume work.

Enquiry Commission.- A commission was appointed by the Government to enquire into the causes of the unrest. The Commission had not reported at the end of the year. The Report has however subsequently been received and examined and a number of far-reaching changes are now taking place as a result of the re-organisation of the Labour Inspectorate. \*



All-India Landlords' Conference, Lucknow, 8 & 9-4-1939.

At the first All-India Landlords' Conference held on 8 and 9-4-1939 at Lucknow under the presidentship of the Maharaja of Darbhanga, a number of decisions of importance to the land-holding classes were taken. The relations of landlords with their tenants and landless agricultural labourers, and with the Congress, the methods of dealing with the present agrarian discontent, the new tenancy legislation introduced in several Congress Provinces, and the readjustments that the landlord class has to make in view of changed political and economic conditions were, among others, subjects which came up for prominent discussion.

Presidential Address.- The Maharaja of Darbhanga, in his presidential address, stressed the need for an All-India Federation of Landholders, even though tenancy legislation and other matters affecting land policy were provincial subjects under the new constitution. While admitting the need for reform and change, he did not want Communism to spread in India, and therefore urged the landlord classes, to reform themselves and take up the leadership of rural India. The so-called antagonism between landlords and tenants was, according to him, a spurious issue; the real fight was between landlords and tenants versus the numerous middle-men who undervalue agricultural commodities and underpay the primary producers. Agriculture, in his opinion, was an industry in which the landlords and the tenants are capitalists charged with their universally recognised duties towards agricultural labour. Referring to the attitude of Congress towards the landholding classes, he regretted the steady growth of agrarian unrest since the advent of Congress Ministries, and appealed to the Congress to see that legislation affecting landlords was passed only on the basis of agreement and not by the tyranny of a majority of votes.

Resolutions.- The following is a summary of the more important resolutions adopted:

All-India Landholders' Federation.- It was resolved that an All-India Landholders' Federation should be set up; a draft constitution for this body was adopted.

Agrarian Questions.- It was resolved that the Committee of the Federation should appoint a sub-committee of 17 members, with powers to co-opt, to examine all questions affecting landlords and to take suitable action.

Relations with Congress and Settlement of Land Policy.- The following resolution was adopted on this subject: "This Conference resolves that a representative committee of 25 members be formed with authority to negotiate on behalf of the All-India Landholders' Federation for an understanding with the Indian National Congress and the

Provincial Governments regarding the present day problems affecting the welfare of landlords and tenants."

Protest against Agricultural Land Tax.- Resolutions were also passed protesting against the agricultural land tax imposed in Bihar and demanding that legislative measures affecting rights of landlords should receive the support of a majority of landlords before they are adopted.

(The National Herald,  
9-4-1939 and the Leader  
11 and 12-4-1939). \*

### Labour and Industrial Policy of Madras Government:

#### Speech of Mr. Giri in Madras Assembly. \*

The demand made in the Madras ~~ax~~ Legislative Assembly on 29-3-39 by the Hon'ble Mr. V.V. Giri, Minister for Industries and Labour, for a grant of Rs. 1,900,300 for his department, and the motion for a token cut of Rs. 100 moved by Mr. H.S. Town, furnished the occasion for a debate on the Madras Government's labour and industrial policy, in the course of which both Mr. Giri and the Prime Minister made statements about the attitude of the Government towards labour matters, and Mr. Town and Mr. P.R.K. Sarma gave out the views of employers and labour respectively. The following is a brief summary of the debate:

The Hon'ble Mr. V.V. Giri.- The Hon'ble Mr. V.V. Giri said:

State Ownership of Key Industries.- The policy of the Government ~~is~~ regarding industries in the Presidency was the policy of the Congress which was clearly indicated in the Karachi resolution on fundamental rights. The encouragement of khadi and village industries had long been planks of the Congress programme. In starting other industries, protection would be given to the interest of producers and village industries would be safeguarded. The Karachi resolution also provided for the state ownership of key industries and railways, waterways, shipping and other means of transport.

Revival of Village Industries.- The first plank on which the industrial policy of the Government would be based was the revival of village industries. Unless subsidiary occupation was found for the villagers, whatever they might do in the matter of industrialisation, they would not be helping the country. Even if large-scale industries and key industries were established, they would accommodate only ten million families in this country. There would still be sixty million families to be provided for according to the present

census.

National Planning Committee.- The Government stood also for the organisation of key industries and their maintenance by the State, if necessary. In October 1938, the Congress Ministers were brought together and they met at Delhi under the presidentship of the Congress President and appointed a committee to formulate a comprehensive scheme of national planning. It was expected that the Planning Committee would finish its labour soon and that a Planning Commission with representatives of the Provinces and the States would come into existence. When the Commission finished its work, it would be a sort of Board of Control for industries so that in future industrialists would be enabled to know whether by taking up particular industries in particular places, they would be profitted or not. It would also provide guidance to Governments as to which industries they might take up as State concerns. It was necessary that India should achieve a certain balance between her industrial and agricultural economy and that she should definitely pursue a policy designed to promote the full use of the raw materials she produced locally.

Marketing Facilities.- Mere talk of village industries and building up of big industries would be of no avail unless they made sure that the articles produced were marketed. The Congress Government realised the importance of providing adequate marketing facilities and today they were "thinking in terms of museum-cum-emporiums-cum-warehouses". Such museum had been established at Vellore, Guntur and Mangalore. By the end of next year, they would be established at every important centre.

Labour Policy:- Trade Unionism to be Encouraged.- The Government did not unduly favour either the employers or the workers, as has often been alleged; on the other hand, the Government stood for industry which was both capital and labour. Industry is an instrument which would provide employment to many and improve the prosperity of the country. The labour policy of the Government had been made clear in the Press Communiqué issued in October 1937. (Vide page 101 of our October 1937 report). The Government stood for the encouragement of trade unions on right lines. It was not the policy of the Government to interfere with the rights and privileges of either capital or labour. If there were unorganised workers and if those people were unable to make representations to their employers, the Government would help such men to place their points of view before the employers. The Government always preferred internal settlement of disputes rather than settlements imposed from outside.

Conciliation and Arbitration.- A deputation of the Employers' Federation had recently waited on the Government and stated that the Government always interfered in a dispute at a very late stage. That was not a correct statement of facts. The Federation had suggested that the Government should appoint permanent conciliators, who would study the conditions of labour and who would interfere when there was any likelihood of a dispute between employers and workers. He would tell the House that even at present some such work was being done by the district magistrates. The Labour Commissionery was also vigilant and active and was doing his best to

settle disputes. The Government proposed to make an experiment at Coimbatore and appoint a conciliator there who would be able to devote his whole time to studying the labour situation.

Slow Pace of Labour Legislation.- There was a complaint among the workers that the Government had been slow in bringing forward labour legislation. There was some truth in that complaint. But it was the desire of the Government that conventions should grow and traditions should be built up in this matter. The Government were not sleeping over the matter. If the workers organised themselves on sound trade union lines, there would be no occasion for strikes of any kind. The employers would then be in a position to carry on negotiations with the representatives of the workers. Legislation on such lines would soon be drafted.†

Premier Rajagopalachari's Views.- The following is a brief summary of the views expressed by Premier Rajagopalachari:

The Premier said that the Congress Ministry, while being sympathetic to labour's ~~claims~~ needs, had to see that employers are not denied their rights. Referring to the recent stay-in strikes, he said, that refusal to leave the premises was a mockery of non-violence. Government could not be a party to it. He pointed out that the ~~stay-in strikes~~ were an importation from the West, which has no moral basis. Picketing conducted peacefully and without violence would be permitted, but if picketers were violent, it was the duty of the police to intervene. Till a new social order is established, Capitalism will have to be put up with. Industry can only flourish when there is trust between capital and labour; if frequent labour troubles disturb the rhythm of industry, many industrial establishments will have to close down and unemployment conditions will be accentuated. There is a school of labour leaders who want to precipitate such conditions, so that there may be revolution and so that through it the "classless society" of their dreams may be established; but he hoped that the number of such labour leaders was extremely limited. Finally, he appealed for more faith in the Ministry and promised sympathetic treatment of the workers' grievances.

(The Hindu 29-4-1939).†

List of more important publications received  
at this Office during April, 1939.

National Labour Legislation.-

- ( The Indore Payment of Wages Act (No. II of 1939), 1939.

Conditions of Labour.-

- (1) "A Memorandum on the Welfare of Tea Garden Labourers in Assam" by S. K. Omeo Kumar Das, M.L.A. (Assam), Shillong.
- (2) "Journal of the University of Bombay" Vol. VI, Part I (July 1937), (containing articles on ~~the~~ Housing and Rent among the Muhammedan Working Classes of Bombay - M. Mohsin Bhaiji) and Vol. VI, Part IV (January 1938) (containing articles on Dock Labourers in Bombay : II - Coal Labourers - R.P. Choila).
- (3) Report of the Strike Enquiry Committee, 1934 of the Delhi Cloth and General Mills Co., Ltd., Delhi.
- (4) Annual Report of the Department of Commerce, Industries and Labour, Baroda State, for the year ending 31st July 1937.

Industrial Organisation.-

- (1) Second Annual Report of the Employers' Association of Northern India, Cawnpore, for the year 1938-39. Presented at the Annual General Meeting of the Association held on 4-4-1939.
- (2) Speech delivered by Sir Tracy Gavin Jones, Kt., Chairman of the Employers' Association of Northern India, Cawnpore, at the Annual General Meeting held on Tuesday, 4th April, 1939.
- (3) Annual Report on the Working of the Indian Trade Unions Act (Act XVI of 1926) for the Province of Bombay, 1937-38.
- (4) Annual Reports and Accounts for the year ending 30th June, 1938. The Delhi Cloth and General Mills Co., Ltd., Delhi.
- (5) Delhi Cloth Mills - Souvenir: Golden Jubilee, 1889-1939.
- (6) Printed Text of Speech of Mr. Jamshed N.R. Mehta, President, Federation of Indian Chambers of Commerce and Industry at the Twelfth Annual Meeting held on 8th April, 1939 at Delhi.
- (7) Report of the Proceedings of the Executive Committee for the year 1938-39 of the Federation of Indian Chambers of Commerce and Industry, Vol. 1, 1939.
- (8) Printed text of Resolutions adopted at the Twelfth Annual Session of the Federation of Indian Chambers of Commerce and Industry held in Delhi on 8th and 9th April, 1939.
- (9) Printed text of Speech of Lala Padampat Singhania, President, All-India Organisation of Industrial Employers at the Sixth Annual Meeting held at Delhi on 9th April, 1939.

- (10) Report of the Proceedings of the Committee of the All-India Organisation of Industrial Employers, for the year 1938-39.
- (11) Printed text of the Speech of Mr. Jamshed N.R. Mehta, President, Indian National Committee of the International Chamber of Commerce at the tenth Annual Meeting held on 9th April, 1939, at Delhi.
- (12) Report of the Proceedings of the Committee of the Indian National Committee of the International Chamber of Commerce, for the year 1938-39.

#### Economic Conditions.-

- (1) "The Indian Sugar Industry (Protection) Supplement, 1939" by M.P. Gandhi, Chief Commercial Manager, Rohtas Industries Ltd., and Dalmia Cements Ltd.
- (2) Statistical Abstract of Baroda State from 1927-28 to 1936-37. 1938.
- (3) Administration Report of the Department of Industries and Commerce in Mysore for the year ending June 1936.

#### Social Conditions.-

Thirteenth Annual Report of the Seva Sadan Society (Registered under Act XXI of 1860) Bombay: Adopted at the Annual General Meeting held on 19th December 1938. 1938.

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Twelfth Annual Report (for the year ending 31-12-1938) - Children's Aid Society, Bombay. (1938).

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- (1) Supplement to Report on Public Instruction in Baroda State for the year 1935-36. (1938).
- (2) Report on Public Instruction in Baroda State for <sup>the</sup> year 1936-37. (1938).

#### Migration.-

Annual Report of the Agent of the Government of India in British Malaya for the year 1937. (1939).

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- (2) "Madras Administration, 1937-38". 1939.

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INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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National Labour Legislation.

Attention is directed to the following:-

Government of India:

Coal Mines Safety (Stowing) Act, 1939. (Act XIX of 1939).--

This Act, which was passed by the Central Assembly on 4-4-1939 (vide page 9 of our April 1939 report) will be brought into force from 27-5-1939. Sufficient interval will, however, be allowed before the Excise duty under section 5 of the Act is imposed. It is at present intended to impose this duty with effect from December 1, 1939, at the rate of two annas per ton on coal and soft coke and three annas per ton on hard coke. The Government of India are taking steps to constitute the Coal Mines Stowing Board and to frame rules in consultation with the Board. Orders under section 9 of the Act will not be issued by the Chief Inspector of Mines until these rules have been promulgated and the Stowing Board is ready to give assistance towards stowing operations.

(The Statesman, 23-5-1939  
and the Hindustan Times,  
26-5-1939)..

Government of India:

The Workmen's Compensation (Amendment) Act, 1939. (Act No. XIII of 1939).--

The Workmen's Compensation (Amendment) Bill, 1939, was introduced in the Central Assembly on 27-2-1939 (vide page 8 of our February 1939 report). The Bill, as passed by the Central Legislature, received the assent of the Governor-General on 28-3-1939; the text of the Act is published at page 150 of Part IV of the Gazette of India dated 1-4-1939.

(Gazette of India dated  
1-4-1939, Part IV, page 150)..

Government of India:

The Cotton Ginning and Pressing Factories (Amendment) Act, 1939. (Act No. XIV of 1939).--

The Cotton Ginning and Pressing Factories (Amendment) Act, 1939, received the assent of the Governor-General on 28-3-1939; the text of the Act is published at page 151 of Part IV of the Gazette of India, dated 1-4-1939.

~~(Gazette of India dated~~  
<sup>Gazette</sup>  
1-4-1939, Part IV, page 151)..

Bengal:Amendment of Bengal Trade Union Regulations, 1927.- -

The Government of Bengal proposes to make certain amendments in the Bengal Trade Union Regulations, 1927; the amendments related mainly to the provisions in respect of the cancellation of registration of unions, and prescribe new forms for submitting certain annual returns. The amendments will be taken into consideration after 5-8-1939.

(Notification No. 1316-Com-dated 22-4-1939. Published at pages 1101-1107 of Part I of the Calcutta Gazette dated 4-6-1939)..

Bengal:The Bengal Factories (Exemption) Draft Rules, 1939.- .

The Government of Bengal has published the Draft of the Bengal Factories (Exemption) Rules, 1939, made under section 43 of the Factories Act, 1934 (XXV of 1934), and in supersession of rules 74 and 77 to 88 of the Bengal Factories Rules, 1935. The Draft will be taken into consideration on or after 15-8-1939, and any objection or suggestion received by the Joint Secretary to the Government of Bengal with respect to the Draft before that date will be duly considered.

(The Calcutta Gazette dated 11-5-1939, pages 1147-1153, Part I)..

Bombay:The Hazardous Occupations (Rubber) Rules, 1939.- -

These rules supersede the Hazardous Occupations (Rubber) Rules, 1937, of the Government of India. They declare the following operations hazardous: (a) The operation of spreading a solution of rubber in an inflammable solvent on cloth and its subsequent drying by the aid of machinery; (b) The preparation and drying of patent shoes; (c) The operation of mixing rubber ~~in an inflammable solvent~~ between

rolls; and (d) the preparation of a solution of rubber in an inflammable solvent with the aid of machinery. The employment of women, children and adolescents in factories carrying on the above operations is prohibited. It also prescribes certain protective provisions in the case of certain operations, such as spreading a rubber solution in an inflammable solvent on cloth, preparation and drying of patent shoes, etc.; these provisions include ban on naked lights, obligation to carry such operations in separate buildings, etc.

(Draft Notification No. 1839/34 of the Government of Bombay, pages 786-788 of Part IV-A of Bombay Government Gazette dated 4-5-1939)..

Bombay:

The Code of Civil Procedure (Amendment) Bill, 1939. (L.A. Bill No. XXV of 1939).--

The provisions of the Bill exempt from attachment the property not exceeding two thousand rupees in value of a judgment-debtor who is an industrial worker, an artisan, or an agriculturist. The Bill defines a workman as "any person who is employed as a wage-earner in agriculture, trade, business or industry or any other domestic service and whose monthly wages, including any privilege or benefit which is capable of being estimated in money, do not exceed Rs. 100 per month", and an "agriculturist" as "any person who ordinarily engages personally in agricultural labour or who personally cultivates as a tenant agricultural land or who owns agricultural land not exceeding 10 acres of garden land or 20 acres of dry land".

Mr. S.V. Parulekar introduced the Bill in the Bombay Legislative Assembly on 3-4-1939.

(The Bombay Government Gazette dated 10-5-1939. Part V, pages 247-249).+

Bombay:

The Prevention of Free or Forced or Compulsory Labour Bill, 1939. (L.A. Bill No. XXVII of 1939).--

The Bill was introduced by Mr. S.V. Parulekar, M.E.A., on 13-4-1939 in the Bombay Legislative Assembly.

The statement of objects and reasons appended to the Bill points out that the evil of forced labour prevails in its most aggravated form in certain rural areas in the Bombay Presidency where feudal remnants still survive. A convention for abolition of forced labour was adopted by the I.L. Conference of 1930, but the Govern-

ment of India has refused to ratify it, and at the same time it has taken no steps to eradicate the evil. But what is more reprehensible is that the Government of Bombay, instead of devising measures for the suppression of all forms of free or forced or compulsory labour, should have been enamoured of free labour from villagers. The principle that no person can be compelled to labour against his will is recognised by section 375 of the Indian Penal Code. But the wording of the section is so vague that it has failed to root out this evil. The mischief does 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 exceptions to compulsory labour. It allows impressed labour provided for in the Indian Forest Act, 1927, and the Bombay Irrigation Act, 1879, but at the same time makes provision for adequate payment of such labour.

(The Bombay Government  
Gazette, 10-5-1939,  
Part V, pages 252-254).

#### Bombay:

##### The Bombay Lifts Act, 1939. (Act No. X of 1939).

The Act provides for the regulation of the construction, maintenance and safe working of certain classes of lifts and all machinery and apparatus pertaining thereto in the Province of Bombay. The Act received the assent of the Government of Bombay on 15-5-39.

(The Bombay Government  
Gazette dated 17-5-1939,  
Part IV, pages 417-423).

#### Central Provinces and Berar:

##### The Central Provinces Payment of Wages (Non-federal Railways) Rules, 1939.

These rules prescribe for non-federal railways (including

1.5 factories) the various registers (register of fines, of deductions for damage or loss, of wages, etc.) to be maintained, and the forms to be filled up for annual returns under the Payment of Wages Act.

(No. 1455-2270-VII of 1938 dated 1-5-1939. C.P. and Berar Gazette dated 5-5-1939, Part III, pages 569-576). +

Central Provinces and Berar:

The Berar Payment of Wages (Non-Federal Railways) Rules, 1939. +

These Rules contain similar provisions as the C.P. Payment of Wages (Non-Federal Railways) Rules, 1939, referred to above.

(No. 1456-2270-VII of 1938 dated 1-5-39. C.P. and Berar Gazette dated 5-5-1939, Part III, pages 577-584). +

Central Provinces and Berar:

Proposed Amendments to C.P. Factories Rules, 1935. +

The Central Provinces Government proposes to revise Rules 72, 73 and 74, detailing persons holding positions of supervision on management and employed in confidential capacity and exemptions therefrom, of the Central Provinces Factories Rules, 1935. The revised rules shall remain in force for not more than three years. Objections and suggestions, if any, to the proposed revised Rules will be received up to three months from 12-5-1939.

(Notifications Nos. 1599-26-VII dated 11-5-1939. Published at pages 620-623, Part III of the C.P. and Berar Government Gazette dated 12-5-1939)..

Central Provinces and Berar:

Proposed Amendments to Berar Factories Rules, 1935. +

Identical amendments as indicated above in the case of the Central Provinces Factories Rules, 1935, and proposed to be made by the Provincial Government, in case of the said rules as applied to Berar also.

(Notification No. 1600-26-VII dated 11-5-1939. Published at pages 623-626 Part III of the C.P. and Berar Government Gazette dated 12-5-1939). +

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Central Provinces and Berar:

The Central Provinces and Berar Cotton Ginning and Pressing Factories (Amendment) Bill, 1939. +

A Committee appointed by the Central Provinces Government in March 1938 to regulate the rates for ginning and pressing by pools of such factories recommended that Government should regulate the rates by appointing rate-fixing committees which will prescribe maxima rates for ginning and pressing. Government has accepted this recommendation, and the present Bill seeks to implement the recommendation.

Opinions on the Bill should reach the Government by 20-6-1939.

(The C.P. and Berar Gazette,  
19-5-1939, Part II, pages  
121-123). +

Punjab:

Proposed Amendment to Punjab Factories Rules, 1936. +

The Punjab Government proposes to exempt workers employed in the manufacture of starch from the provisions of section 34 (Weekly Hours), 35 (Weekly Holiday), 36 (Daily Hours), 37 (Intervals for rest), and 38 (Spread over) of the Factories Act, 1934. Objections, if any, to the proposal will be received up to three months from 12-5-1939.

(Notification No. 2504-I & L. -  
39/16880 dated 4-5-1939.  
Published at page 671 of Part  
I of the Government Gazette,  
Punjab, dated 12-5-1939). +

United Provinces:

The United Provinces Agriculturists and Workmen Redemption Bill, 1939: Select Committee Report published on 6-5-1939. +

The Select Committee report on the above Bill was published on 6-5-1939. Of the 14 members of the Committee, four have signed the report, subject to notes of dissent. The alterations made by the Select Committee are of such importance that the Bill has been



7  
republished.

Experience has shown that the provisions of the United Provinces Acts which were passed for the liquidation of agricultural debt in 1935 have failed to reduce debt to a level which would enable any measures which may be passed to put agricultural credit on a sound basis in future, to be effective. Before, ~~therefore~~, such measures can be effective it is necessary to pass an Act which will effectively reduce agricultural debt. This is the main object of the Bill which applies only to loans incurred before the 1st January 1938. Under the Bill debt is reduced by the application of low rates of interest - 5 per cent. per annum simple interest in the case of secured debt and 8 per cent. per annum simple interest in the case of unsecured debt in those cases in which the contractual rate is greater than these rates. The Bill applies to proprietors who pay not more than Rs. 500 land revenue and to tenants who pay not more than Rs. 500 rent. It also applies to persons employed on wages not exceeding Rs. 60 per month.

(The United Provinces Gazette  
Extraordinary dated 8-5-1939,  
page 1 to 29).+

#### United Provinces:

##### United Provinces Rural Labourers Minimum Wage Bill, 1939. +

The United Provinces Rural Labourers Minimum Wage Bill, 1939, was introduced in the United Provinces Legislative Assembly on 5-5-1939. The statement of objects and reasons appended to the Bill says:

The lot of an ordinary labourer in rural areas is very terrible. In areas where there are no subsidiary industries or other work, the wages are so low as 2 annas per day, the zamindar in such areas paying only 5 or 6 pies per day. While so much is being done for the urban mill worker who, compared with the rural labourer, has got a decent income, no thought is being given to the wretched lot of the rural labourers who mostly belong to the depressed classes. It is time that attempts to improve his lot and income be at once taken in hand. Looking to the rural conditions in these provinces, this can be done only by legislation, i.e., by fixing minimum wages and penalizing the infringement of this law. The rural labourer, unlike the city worker, is overworked for longer hours and needs relief in this respect also, specially the women and children among them. Therefore in the present Bill power has been given to the

Local Government to fix minimum wages for different rural areas to fix hours of work. Infringement of the provisions of the law has been penalised, while, in the case of persons in authority such as landlords, creditors and public servants, etc., it has been made an offence.

The more important provisions of the Bill are summarised below:

Definition of Rural Labourer.- A rural labourer has been defined as one performing unskilled work whether on daily or monthly wages, and includes ordinary agricultural labourers, ploughmen, etc., but excludes skilled workers such as masons, carpenters, etc.

Minimum Wages.- Within three months of the coming into force of this Act, the Local Government shall fix the daily and monthly wages to be paid to a rural labourer in different local areas considering the wants and necessities of the rural labourer and the demand and supply of such labour in different localities. Different rates of wages shall be prescribed for adult male labourers, for female rural labourers, and for children rural labourers between the ages of 12 and 18 years.

Hours of Work.- An adult male rural labourer shall not be required to work more than 8 hours (excluding the interval for absolute rest and mealtime); a female adult rural labourer and a child rural labourer between the ages of 12 and 18 years shall not be required to work for more than 7 hours and 6 hours respectively in a day. Every rural labourer engaged on monthly wages shall be entitled to leave with pay for four days on an average in every month.

(U.P. Government Gazette,  
dated 13-5-1939, part VII,  
pages 104-105). +

#### United Provinces:

The U.P. Maternity Benefits (Amendment) Bill, 1939. +

This Bill corrects a printing error which occurred in the United Provinces Maternity Benefit Bill and which was detected after the Bill had become an Act. (Vide page 3 of the August 1938 report of this Office).

(U.P. Government Gazette,  
dated 20-5-1939, page 119  
of Part VII (a)). +

#### Sind:

The Bombay Maternity Benefit (Sind Amendment) Bill, 1939.  
(Act No. VIII of 1939). (Bill No. LXXVI of 1939). +

Under clause (b) of section 3 of the Bombay Maternity Act,

1929, the expression "factory" has the same meaning as is assigned to it under the Factories Act, 1934. Accordingly, the Bombay Maternity Benefit Act, 1929, applies to factories in which a manufacturing process is carried on. But there are other industries in which women work, but in which no manufacturing process is carried on. It is proposed to extend the benefit of the said Act to women working in such of these industries as are declared by the Provincial Government by a notification issued in that behalf in the local official Gazette to be factories. Provision is also made in this Bill to empower the Provincial Government to make rules for providing free medical aid to pregnant women working in such factories. Section 5 of the Bombay Maternity Benefit Act, 1929, has been amended to increase the amount of benefit payable to women.

(The Sind Government  
Gazette Extraordinary,  
Part IV, pp 598-600,  
dated 22-5-1939). r

Conditions of Labour.Sweepers' Wages and Conditions of Service:U. P. Government appoints Committee of Inquiry.

The U.P. Government has appointed a Committee with Mr. Karan Singh Kane, M.L.A., Parliamentary Secretary for the Minister for Education, as Chairman, to examine wages and conditions of service of sweepers employed in municipalities and notified areas in the United Provinces, and to make suggestions for their improvement.

The Committee will enquire into the wages paid to sweepers, male and female, and into their service conditions, relating to appointment, leave, promotion and permanency, and report in what respect improvements need to be effected. In this connection, the desirability of introducing a system of minimum wages, of holidays with pay, and of maternity leave for women, will be especially considered. It will also examine and report on their living conditions, with particular reference to housing and indebtedness, and make recommendations in regard to such ameliorative measures as may be feasible in the near future.

(The National Herald, 30-4-1939).  
(U.P. Gazette, Pages 1659 to 1660.  
Part IV. Date - 6-5-39).

Rescue Stations in Jharia and Raniganj Coal Mine Areas:  
To be established by Government of India.

In exercise of the powers conferred by the Coal Mines Rescue Rules, 1939, the Government of India has set up a Rescue Stations Committee consisting of seven members, including representatives of mine-owners and workers.

The Committee, it is expected, will maintain one Rescue Station in the Jharia and another in the Raniganj coalfields. A permanent rescue corps, consisting of not less than six fully trained men, is also to be maintained. The duty of the corps will be to conduct rescue work and take all practicable steps to minimise danger in mines after any explosion or outbreak of fire or dangerous irruption of noxious or inflammable gas and to generally fulfil any other obligations imposed upon them by the Coal Mines Rescue Rules.

The Miners' representatives on the Committee are Mr. P.C. Bose, Secretary, Indian Miners' Association (nominated by registered trade unions of miners) and Rao Bahadur D.D. Thacker, Pure Jheria Colliery (nominated by the Central Government to represent the interests of miners).

(The Amrita Bazar Patrika  
1-5-1939).+

Strike Statistics of British India for  
Quarter ending 31-12-1938. +

According to the statistics of industrial disputes in British India for the fourth quarter of 1938 ending 31-12-1938, published by the Department of Labour, Government of India, there were 136 disputes during the period. The 136 disputes involved 123,831 workers and entailed a loss of 1,999,161 working days. The largest number of disputes occurred in Bengal, where 66 disputes involving 87,277 workers entailed a loss of 1,325,499 working days. Next comes Bombay with 34 disputes involving 16,169 workers and entailing a loss of 182,382 working days, United Provinces with 10 disputes involving 3,464 workers and entailing a loss of 23,013 working days, Madras with 8 disputes involving 4,139 workers and entailing a loss of 126,068 working days, Bihar with 7 disputes involving 8,621 workers and entailing a loss of 327,415 working days, the Central Provinces and Berar, and Sind with 4 disputes each involving 1,409 and 324 workers and entailing losses of 4,224 and 794 working days respectively, the Punjab with 2 disputes involving 78 workers and entailing a loss of 456 working days, and Assam with 1 dispute involving 350 workers and entailing a loss of 1,400 working days; there were no disputes in Delhi and Orissa.

Classified according to industries, cotton and woollen mills were responsible for 28 disputes which involved 20,424 workers and entailed a loss of 201,316 working days; engineering workshops were responsible for 14 disputes involving 5,031 workers and entailing a loss of 132,938 working days; jute mills were responsible for 12 disputes involving 67,947 workers and entailing a loss of 1,114,856 working days; other industries mines were responsible for 3 disputes involving 3,790 workers and entailing a loss of 226,380 working days; other industries were responsible for 79 disputes involving 26,639 workers and entailing a loss of 315,671 working days.

Of the 136 disputes during the quarter under review, 74 were due to wage questions, 28 due to personnel, 10 due to leave and hours of work and 24 due to other causes. In 16 disputes the workers were successful, in 42 partially successful, and in 66 unsuccessful, 12 disputes were progressing at the end of the period under report. +

Factory Administration in Mysore, 1935-1936.\*

The following details regarding factory administration in the Mysore State during the year ending June 1936 are taken from the Administration Report of the Department of Industries and Commerce of the State for the year 1935-36.

Number and Classification of Factories.- There were 209 factories on the Register of Factories at the beginning of the year. 20 factories were added during the year and 13 were struck off, leaving 216 on the Register at the close of the year. 51 out of the 216 factories were seasonal and the rest non-seasonal. Grouped under important industries, there were 51 disintegrating and decorticating factories, 50 food, drinks, etc., factories, 41 textile factories, 24 engineering workshops, 20 brick and tile factories, 16 oil mills, 8 printing presses, 4 chemical factories and 2 tanneries.

Number of Operatives.- The average number of persons employed daily in all the factories was 20,708 as against 17,757 in 1934-35. The number of adults employed rose from 16,086 to 20,708 and that of children fell from 1,449 to 1,285.

Inspection.- 235 factories were inspected during the year as against 165 in the previous year. 165 factories were inspected once, 30 twice and 2 thrice. 47 factories were not inspected during the year.

Accidents.- The total number of accidents reported during the year was 112 as against 119 in the previous year. Of these, 3 were fatal, 5 serious and the rest minor.

Labour Disputes and Industrial Relations.- During the year under report, there were four labour disputes, one in the Kolar Gold Fields and three in the textile mills at Bangalore and Mysore. Except for these four cases the relations between the employers and the employees in the other industrial concerns in the State were satisfactory. The seasonal conditions were fair. There was no great change in the level of the prices of food grains and other articles consumed largely by the labouring classes and the demand for labour continued to be steady.

The Board of Conciliation which had been reconstituted by Government for a period of two years with effect from 31st July 1934 met on three occasions during the year and reviewed the action taken to terminate the strikes that occurred during the year. The existence of the Board has had a salutary effect on the relations between the employers and employees in the State.

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\* Administration Report on the Working of the Department of Industries and Commerce in Mysore for the year ending June 1936. pp 31. (A copy of the Report was forwarded with our Minute D.1/790/39 dated 4-5-1939.)

Trade Union Legislation.- The question of introduction of into Mysore of legislation providing for the registration of trade unions was engaging the attention of the Department and of the Board of Industries and Commerce. The Board considered the subject and decided to call for the views of the large employers of labour and also the organisations interested in the well-being of labour regarding the need for introducing legislation in the State. Further action was taken in the matter.

Maternity Benefit.- A Bill on the subject was introduced in the Mysore Legislative Council by two private members during the year under report. The provisions of the Bill were considered by the Board of Industries and Commerce and recommended to Government for adoption with a few modifications made therein.

Welfare Work.- The mining companies and the textile mills were as usual, devoting a good deal of attention towards improving the conditions of labour. The panchayat Boards in the mining area were working satisfactorily. The members of these Boards are elected by the labourers themselves. The Panchayats endeavour to redress the grievances of the labour by moving the management in the matter.

(The report on factory administration in Mysore in 1934-35 is reviewed at pages 25-26 of our June 1936 report).+

Working of the Mysore Workmen's Compensation Regulation in Mysore State, 1935-36.\* +

Number of Cases.- The total number of fresh cases that came up before the Commissioners for Workmen's Compensation was 217 as against 209 in 1934-35. Including the 12 cases that were pending at the commencement of the year, the total number of cases for disposal was 229. Of the 229 cases, 216 cases were disposed of and 13 were pending at the close of the year. Of the 216 cases disposed of during the year, 78 related to accidents which proved fatal, 54 to non-fatal accidents and 84 to the Memoranda of Agreements. The number of claims disposed of relating to accidents in the mining industry was 212.

68 claims were contested during the period, of which 15 were allowed and 4 were dismissed, and 39 cases were compromised. One appeal was pending at the beginning of the year and two were instituted during the year. All the three were disposed of at the close of the year.

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\* Administration Report of the Department of Industries and Commerce in Mysore for the year ending June 1936. pp 31. (A copy of the Report was forwarded with our Minute D.1/790/39 dated 4-5-1939).

Amount of Compensation paid.- A total sum of Rs. 53,851-13-0 was deposited with the Commissioners during the year as against Rs. 31,528-4-0 last year. The total amount available for distribution during the year was Rs. 54,296-9-0. Of this amount Rs. 47,137-0-0 was distributed among the dependants of the deceased and Rs. 3,262-0-0 was distributed in non-fatal cases, leaving Rs. 3,897-9-0 pending at the close of the year.

Returns under Section 15.- The annual returns under Section 15 of the Regulation were received from 176 factories out of 209 on the Register.

The Mysore Workmen's Compensation Regulation amended.- The Mysore Workmen's Compensation Regulation was amended and brought into a line with the Indian Workmen's Compensation Act.

(The working of the Workmen's Compensation Regulation in Mysore during 1934-35 is reviewed at pages 27-28 of our June 1936 report).

Nagpur Textile Workers' Demands: Recognition  
of Union, Minimum Wage and Leave with Pay. +

Representatives of the Nagpur Textile Union led by Mr. Ruikar met the Prime Minister and the Minister for Industries, Central Provinces, at Pachmarhi on 9-5-1939. Mr. Ruikar pressed for the appointment of a Board of Conciliation under the Trade Disputes Act for settlement of: (1) recognition of Union, (2) minimum wage, (3) leave with pay, and (4) departmental grievances, including security of service.

In reply, the Minister for Industries pointed out that Bills relating to the minimum wage and leave with pay are already before the Central Provinces Legislature and therefore they are not fit subjects for a Conciliation Board, and also that departmental grievances are being investigated by the Labour Officer and that his report will be submitted by 15-6-1939. As regards the Textile Union, Mr. Ruikar was asked if he would accept recognition on the basis on which the Nagpur Electrical Workers Union has been recognised by the employers. Mr. Ruikar required a week's time to consult his Union. The question of utilising the machinery under the Trade Disputes Act will depend upon the report of the Labour Officer. It was pointed out that in the meantime the possibility of recognition of the Union by negotiation could be utilised. Further steps, however, will be taken after receipt of Mr. Ruikar's reply.

(Summarised from a Press Note dated 11-5-1939 issued by the Publicity Officer, C.P. and Berar). +



"Stay-in-Strikes" Illegal: Principle enunciated  
by Government of Bombay. +

Consequent on the "stay-in-strikes" resorted to by the workers of the Phoenix Mills, Bombay City, during April 1939, and the arbitral award given by Mr. Justice H.V. Divatia, the Government of Bombay has declared "stay-in-strikes" both a criminal offence and a civil wrong.

A press communiqué dated 12-5-1939 issued on the subject by the Public Relations Officer, Government of Bombay, points out that the "stay-in-strike" in the mill premises continued for some part of the day and a whole night and had the effect of wrongfully restraining some of the officers of the mills from coming out of the office. This is the first occasion on which a "stay-in-strike" was staged in Bombay and the Government has thought it necessary to draw attention to the illegality of such strikes as held by judicial tribunals in several countries. By remaining in the employer's premises, despite his wishes and outside the hours of work, the striking workers constitute an unlawful assembly and are guilty of criminal trespass and are also liable for infringing the property rights of the employer. Exercise of the right of association as held by courts does not justify the occupation of the premises in which the undertaking is conducted or over the immovable property, merchandise or equipment used for such conduct. The occupation of such premises during a strike constitutes a wrong giving the employer a right to compensation in a civil court against the workers, their leaders or the Unions concerned with the strike. It has been held that this right does not lapse on conclusion of a collective agreement terminating a strike. The Government, therefore, has warned those concerned that a "stay-in-strike" is both a criminal offence and a civil wrong, and has expressed the hope that the workers hereafter will not be a party to action of this nature which will land them into consequences of which they are probably not aware.

(Summarised from Press Communiqué dated 12-5-1939, issued by the Public Relations Officer, Government of Bombay). +

Reservation of Posts for Anglo-Indians in certain  
Government Departments: Minimum Monthly Pay of  
Rs. 55/- fixed by Government of India. ,

Further special reservation of posts for Anglo-Indians in certain sections of the Railway, Posts and Telegraphs, and Customs Departments, with which the community has past association, and also the fixing of Rs. 55 as minimum monthly remuneration for the community in the Railway and the Posts and Telegraphs Departments are announced in a Government of India resolution published on 5-5-1939. Where necessary, the minimum remuneration will, in the case of Anglo-Indians in railways and in the telegraphists grade, be made up by payment of a special allowance on account of their ~~tax~~ liability to service in the Indian Auxiliary Force.

The above modifications of the rules, which the Government of India consider necessary to give effect to the guarantees contained in Section 242 of the Government of India Act, are to take effect from April 1, 1939. Provisions for the minimum remuneration will apply to persons in service on this date as well as to new entrants.

(The Hindustan Times,  
 6-5-1939). +

Bonus forms part of Wages: Interpretation of  
Payment of Wages Act, 1936: Employers to appeal  
to Bombay High Court. +

In November 1937, the Chief Inspector of Factories, Bombay, issued a circular to all owners of factories in which it was stated that the definition of "Wages" in the Payment of Wages Act incorporated into wages any bonus that may be offered by the employer for good attendance, good work, good production or matters of that kind and that the bonus becomes payable whether or not the conditions governing the earning of the bonus are fulfilled or not. The

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Ahmedabad Millowners' Association contested this point of view, and a test case was filed against the Arvind Mills, Ahmedabad, in the Court of the City Sub-Divisional Magistrate, Ahmedabad. The judgment of the City Sub-Divisional Magistrate was against the employers. (Vide pages 16-17 of our June 1938 report). The Ahmedabad Millowners' Association thereupon appealed to the District Judge of Ahmedabad who has recently pronounced judgment; the judgment also went against the employers. It is understood that the matter is being taken on appeal to the Bombay High Court.

Regarding the interpretation that bonus is included in wages, the District Judge, Ahmedabad, in his judgment observed:

"The several provisions of the Payment of Wages Act leave no doubt on the subject that bonus is included in wages, and its deductions brings the case within the purview of this Act. I do grant that this interpretation is not beneficial to the employed person either, as to the employer. The result of this interpretation, as the learned counsel very plainly suggested, would be to impel the employer to do away with the offer of bonus altogether and there is nothing in this Act, so far as I can see, to prevent him from doing so; so that the ultimate effect of this interpretation will no doubt rebound upon the wage earner. But a Court of Justice has not to guard the interest either of the employer or of the employed. Its only duty is to interpret the statute as it stands irrespective of its consequences of such interpretation."

(Summarised from Circular  
No. 52 dated 13-5-1939 issued  
by the Employers' Federation  
of Northern India, Cawnpore).

Forced Labour in the Punjab: Government's  
Proclamation banning it. †

Reference was made at page 14 of our report for April 1939 to the attitude of the Government of the Punjab with regard to forced labour in the Province. A further step to abolish totally the practice of begar (forced labour) has been taken by the Punjab Government. Instructions, it is understood, have been issued by the Government that a proclamation should be made by beat of drum in every village of the province that begar of all kinds without proper remuneration has been strictly prohibited by the Government. It is further understood that special efforts will be made to convey the decision of the Government to the members of the depressed classes. In order to ensure this, it has been arranged to obtain signatures or thumb impressions of leading

PG.3 members of the depressed classes as well as the village headmen on a certificate showing that the proclamation had been duly made.

(The Hindustan Times,  
19-5-1939). +

### Industrial Disputes in British India during 1938. +

According to a communiqué dated 17-5-1939 on industrial disputes in British India during 1938, issued by the Department of Labour of the Government of India, the total number of strikes during the year was 399 (including 13 strikes in progress on 31-12-1937), the figure being the highest yet recorded of industrial disputes in British India during the last 20 years, and the total number of workers involved was 401,000 as compared with 379 strikes (including 7 strikes in progress on 31-12-1936), involving 648,000 workers in 1937. The total number of working days lost during the year was 9,199,000 as compared with 8,982,000 during 1937. In all, cotton textile mills and jute mills accounted for 39 per cent. of the strikes, 70.8 per cent. of the workers involved and 71.1 per cent. of the loss of working days. In 212 of the strikes or 53 per cent. the chief demand related to wages or bonuses. The number of strikes in which the workmen were successful in gaining concessions was 181 or approximately 46 per cent. of the total.

Provincial Distribution.— During the year under review, there were 157 disputes in the Province of Bengal involving 162,888 workers and entailing a loss of 2,698,742 working days. Next comes Bombay with 111 disputes involving 62,188 workers and entailing a loss of 694,118 working days; Madras with 52 disputes involving 65,290 workers and entailing a loss of 2,226,049 working days; Bihar with 21 disputes involving 27,471 workers and entailing a loss of 1,103,182 working days; the United Provinces and the Central Provinces and Berar with 14 disputes each involving 53,851 and 18,260 workers and entailing losses of 2,046,868 and 307,043 working days respectively; the Punjab with 13 disputes involving 3,522 workers and entailing a loss of 38,852 working days; Sind with 12 disputes involving 1,703 workers and entailing a loss of 6,123 working days; Assam with 4 disputes involving 2,506 workers and entailing a loss of 6,276 working days; and Delhi with 1 dispute involving 3,396 workers and entailing a loss of 71,455 working days.

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Causes and Results of Strikes.- Of the 399 disputes during the year, 269 were due to questions of wages, 92 to those of personnel, 21 to those of leave and hours of work, 3 to those of bonus and 74 to other causes. (Of the 399 strikes, one was common to four industries). In 51 cases the workers were fully successful, in 133 partially successful and in 206 unsuccessful; 12 disputes were in progress at the close of the year.

Classification by Industries.- Classified according to industries, there were 129 disputes in cotton and woollen industries involving 167,265 workers and entailing a loss of 4,442,577 working days; 42 in engineering workshops involving 27,228 workers and entailing a loss of 853,992 working days; 28 in jute mills involving 116,909 workers and entailing a loss of 2,098,551 working days; 7 in mines involving 10,602 workers and entailing a loss of 406,495 working days; 1 in railways (including railway workshops) involving 440 workers and entailing a loss of 660 working days. In all other industries together there were 195 disputes involving 78,631 workers and entailing a loss of 1,306,433 working days. (One strike was common to four industries).

(The communiqué on Industrial Disputes in British India during 1937 is reviewed at pages 14-15 of our June 1938 report). +

6 Annas Minimum Daily Wage for Salt Workers:  
Arbitrator's Award in Jagannaikpur Salt  
Factory Dispute. +

Mr. S.V. Ramamurti, Commissioner of Labour, Madras, who was appointed Arbitrator in the dispute between the Oriental Salt Company, lessees of the Jagannaikpur Salt Factory at Cocanada, and the workers employed in the factory, issued on 5-5-1939 his award recommending a minimum daily wage of Re. 0-6-0 for the salt workers concerned. The following are the salient features of the award.

The point of dispute was what constituted a fair day's wages for the worker and both sides had agreed to abide by the arbitrator's decision. The number of workers at the factory varies from about 30 to 100. The daily wage of a worker working at irrigation and scraping of salt is Re. 0-4-6. The employers also pay the wages of one labourer to bring food for every ten workers. The hours of work are said to be from about 7-30 A.M. to 12 A.M. and 2-30 P.M. to 5-30 or 6 P.M. If a worker comes for work before 7 A.M. he is paid half anna extra for the day.

The arbitrator has held that six annas a day is a fair rate of wages to a daily worker at the Jagannaikpur Salt Factory. When this wage is paid, the payment made for carrying food for workers living at a distance need not be separately made, as an urban wage takes into account increased cost of living in an urban area or increased effort in walking to work from a rural area. The hours of work to which this wage of six annas is applicable would be the same as those to which four and a half annas has been hitherto applicable.

(The Hindu, 10-5-1939).

Short Time abolished in B.B. & C.I. Railway Workshop,  
Ajmer: 48-Hour Week Restored. +

The Railway Board has agreed to the restoration of full-time working in the Locomotive and Carriage and Wagon Workshops of the B.B. & C.I. Railway, Ajmer. A 44-hour week was introduced in certain departments of these workshops in January 1931, to avoid wholesale retrenchment of staff on account of shortage of work, and it was subsequently found necessary to extend the application of short-time working to every department. Owing to increase in locomotive and coaches construction work, the management has now found it possible to revert to the 48-hour week.

(The Statesman, 20-5-1939). +

Conditions in Assam Tea Estates: Assam Government  
appoints Enquiry Committee. +

The Government of Assam has constituted a Committee with Mr. S.K. Ghosh, I.C.S., Controller of Emigrant Labour, as Chairman, to enquire into and report on the existing conditions of labour in the tea plantations in Assam. The Committee will consist of five members including representatives of labour and of tea gardens

under European and Indian ownership. The terms of reference of the Committee are:-

- (1) To determine what is the root cause of recent strikes and other manifestations of discontent on tea gardens in Assam; and particularly whether there are economic grievances either generally in the districts concerned or in the affected estates.
- (2) What measures are required in order to remove the root cause or causes of the said strikes?
- (3) Whether and, if so, what form of organisation is desirable for enabling labourers on tea gardens to communicate their grievances to the management in such effective manner as will remove any doubt that their interests are secure, and to procure settlement of such grievances, if any, by negotiation.

(Page 715 of Part II of the Assam Government Gazette, dated 24-5-1939). +

Working Class Cost of Living Index Numbers for various Centres in India during March 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during March 1939 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 March 1939 declined by 1 point to 103. The average in the year 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in March 1939 declined by 1 point to 68; for 1938 the average was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during March 1939 remained stationary at 71. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in March 1939 declined by 1 point to 59.

Jubbulpore.- The index number (base: January 1937) of the cost of living in Jubbulpore in March 1939 declined by 1 point to 56.

(Extracted from March 1939 issue of the Monthly Survey of Business Conditions in India).

### Working of the Workmen's Compensation Act in India, 1937. \* +

Review of Administration in the Provinces.- The total number of cases increased from 26,246 (excluding Burma and Aden) in 1936 to 29,645 in 1937, but the amount of compensation paid fell from Rs. 1,364,268 in 1936 to Rs. 1,288,764. Increases both in the number of cases reported and the amount of compensation paid were registered in Baluchistan, Bombay, the Central Provinces and Berar, Madras, the North-West Frontier Province, Orissa and Sind. The compensation paid for accidents on Railways fell from Rs. 365,223 in 1936 to Rs. 341,452 in 1937. The average sum paid during the year per case was Rs. 43.4 as against Rs. 51.9 in 1936.

Activities of Trade Unions.- As in previous years only a few trade unions were reported to have assisted their members to obtain compensation. In Bengal, the Press Employees' Association continued to take an active interest in rendering help to their members. The Indian Seamen's Union, Bengal, also showed some activity, particularly in the first half of the year. In Bombay, the Ahmedabad Textile Labour Association was the only trade union which continued to play any real part in settlement. The total number of claims handled by this union during the year was 244 as against 200 in 1936 and the amount of compensation secured by them was Rs. 21,915. In Bombay, the working of the Act was greatly facilitated by the co-operation of insurance companies representing employers, and by Claims Agencies representing workers. In Bengal the Calcutta Claims Bureau, as the representative of the largest number of insured employers, continued to render assistance in the speedy disposal of claims against employers insured by them.

Applications filed before Commissioners.- There was an increase in the number of proceedings before Commissioners, the total number of cases (including those pending from the previous year) being 2,823 as against 2,654 in 1936. The number of fresh applications

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\* Workmen's Compensation Statistics for the year 1937 together with a note on the working of the Workmen's Compensation Act, 1923. Published by order of Government of India, Manager of Publications, Delhi. pp 5.



under section 10 of the Act was 889 as compared with 784 in 1936 and the number of fresh deposits under section 18 of the Act was 1,285 as compared with 1,300 in 1936. The percentage of contested cases to the total number of cases disposed off by Commissioners was 55.8 as compared with 59.4 in the previous year. 1,572 agreements were presented during the year. Out of these, together with applications pending from 1936, 1,468 were registered without modification and 25 after modification; 47 were not registered on account of inadequacy or for other reasons and 161 were pending at the close of the year.

Appeals before High Court.- 21 appeals were filed during the year while 18 were pending at the beginning of the year. Of these, 27 were disposed off and 12 were pending at the close of the year.

Occupational Diseases.- There were 6 cases of compensation for lead poisoning during the year (1 in Bihar and 5 in Delhi). Compensation amounting to Rs. 4,664 was paid. A case of alleged lead poisoning in Bengal, which was instituted in the previous year, resulted in the award of compensation. Two other cases of the same nature were instituted, but were undecided at the end of 1937.

Amendments to the Act.- Section 35 of the Act was amended so as to permit the transfer abroad of distribution proceedings, where the employer does not object and the dependents are in a country other than the one in which compensation has been deposited.

The following employments were added to Schedule II of the Act by Notifications under section 2(3):-

- (i) Persons employed, otherwise than in a clerical capacity or as agricultural labourers, in the handling or transport of goods in or within the precincts of: (a) any warehouse or place in which on any one day of the preceding twelve months ten or more persons have been so employed; or (b) any market in which on any one day of the preceding twelve months one hundred or more persons have been so employed.
- (ii) Persons employed in any occupation involving the handling and manipulation of radium or X-ray apparatus, or contact with radio-active substances.

The following occupational diseases were included in Schedule III of the Act by notification under section 3(3):-

- (i) Arsenical poisoning or its sequelae; (ii) Pathological manifestations due to: (a) radium and other radio-active substances, (b) X-rays; (iii) Primary epitheliomatous cancer of the skin.

The Workmen's Compensation (Transfer of Money) Rules, 1935, were formally amended during the year.

(A copy of the Report reviewed above was sent to Geneva with this Office Minute D.1/9/4/39 dated 1-6-1939. The working of the Workmen's Compensation Act during 1936 was reviewed at pages 18-19 of our June 1938 report). +

Forced Labour in Sirohi State: Enquiry  
Committee appointed.

An Enquiry Committee to go into details and report on "land rent and forced labour" prevalent in khalsa villages in Sirohi State, Rajputana, has been appointed by the Chief Minister of the State. A number of jagirdars and State officials have been nominated to work on the committee, which will be assisted by Mr. Khemchand Babu, a former Revenue Commissioner of the State.

(The Bombay Chronicle,  
25-5-1939). +

Enforcement of Conventions.Working of the Hours of Employment Regulations  
of Indian Railways, 1937-38. \* +

Scope of Application: Railways covered .- The Hours of Employment Regulations were applied to the North Western and East Indian Railways with effect from 1st April 1931 and to the Eastern Bengal and Great Indian Peninsula Railways with effect from 1st April 1932. The Regulations were extended to the Bombay, Baroda and Central India and the Madras and Southern Mahratta Railways with effect from the 1st November 1935. These Regulations were further extended to the Bengal and North-Western Railway with effect from 1st October 1937. ~~And~~ State-managed railways are thus now complying with the provisions of the Regulations, together with three very important company-managed systems, so that the majority of railway servants in India are now protected by legislation.

Number of Staff covered.- The total number of non-gazetted employees on all Class I Railways in India on 31st March 1937 was ~~22~~ 649,077 and of these 500,362 are employed on the seven Railways on which the Regulations are in force; in other words 77 per cent. ~~of the total staff are now enjoying the benefits of the legislation.~~ The total number of staff on all Class II and III Railways only amounts to 33,752 so that their exclusion from the above figures, it is pointed out, makes very little difference in the percentage given. Even those Railways on which the legislation has not yet been introduced cannot be said to be entirely unaffected by it. The principles of the Act have in many cases been applied and the report maintains that there is reason to believe that the hours of work of majority of employees fulfil the provisions of the law.

Classified according to railways, the staff covered is distributed as follows: North Western Rly - 101,283; East Indian Rly - 125,106; Eastern Bengal Rly. - 52,230; Great Indian Peninsula Rly. - 81,672; Madras and Southern Mahratta Rly - 49,745; Bombay, Baroda and Central India Rly. - 63,176; Bengal and North-Western Rly. - 27,150; total = 500,362.

Inspection.- The following table shows the actual number of establishments inspected by Labour Inspectors with the branches of Railway Service to which they belong:-

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\* Government of India, Department of Labour - Annual Report on the Working of the Hours of Employment Regulations on the North Western, East Indian, Eastern Bengal, Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta and Bengal and North Western Railways during the year 1937-38 - by Khan Bahadur K.M. Hassan, Supervisor of Railway Labour. Delhi: Manager of Publications. 1939. Price annas 7 or 8d. pp 13.

	Transportation.	Way and Works	Power and Carriage	Miscellaneous	Total
N. W. Railway ...	1,008	314	168	237	1,727
E.I. Railway ...	761	155	103	124	1,143
E.B. Railway ...	309	53	56	76	494
G.I.P. Railway ...	476	85	79	101	741
B.B. & C.I. Rly. ...	675	106	121	210	1,112
M. & S.M. Rly. ...	519	151	120	95	885
B. & N.W. Rly. ...	190	94	63	73	420
Total ...	3,938	958	710	916	6,622

The average number of establishments inspected per Labour Inspector, works out at 544. Workshop staff employed in large workshops on railways which have been declared by Provincial Governments as "Factories" come within the scope of the Factories Act. Detailed figures are not available as to the exact number of such factory workers, but ~~this is immaterial for the Factories Act~~ also complies with the provisions of the Washington and Geneva Conventions. All other Railway servants come within the direct scope of the Hours of Employment Regulations, except in so far as those Regulations exempt a few categories.

Remarks on Application of Regulations.- With regard to the application of the Regulations to the various railways, the report makes the following observations: Although the Regulations have now been in force for several years on the four State-managed Railways and the initial difficulties in their application have mostly been overcome, still there is room for improvement, particularly in the matter of classification. The position on the Eastern Bengal Railway has considerably improved during the last two years, having almost reached the standard achieved by the Great Indian Peninsula and North Western Railways. This cannot, however, be said of the East Indian Railway. As regards the Company-managed Railways, it is yet too early to comment on the conditions prevailing on the Bengal and North-Western Railway. As regards the Bombay, Baroda and Central India and Madras and Southern Mahratta Railways, so far as the general application of the Regulations is concerned, the position is satisfactory. There, however, appears to be a tendency on the Madras and Southern Mahratta Railway to conform more to the letter than to the spirit of the law, with the result that some of the staff are not deriving the full benefits of the Regulations.

Hours of Employment.- The staff who occasionally or habitually work beyond their rostered hours, it is pointed out, are very limited and are confined to certain well defined categories of staff, such as goods clerks and the inferior staff under the Transportation Department, who are called upon to do the loading and unloading of "smalls"

in addition to their normal duties. Cases relating to other staff have also come to notice, but their number is negligible.

Periods of Rest.- According to the report fewer cases have been reported by Inspectors in which staff have infringed the Regulations by coming on duty when they should have been enjoying their weekly rest. The efforts made from time to time during the last few years to arrange for the periodic rest to coincide with a calendar day and to increase the number of continuous workers whose rest is a calendar day rather than the legal minimum of 24 hours as required by the Regulations have not been in vain. A calendar day's rest generally means anything between 24 hours to 32 - whereas the legal minimum is only 24.

Classification of Staff: (a) Continuous Staff.- As a result of the recommendations made by the inspecting staff under the Supervisor of Railway Labour and due to the sympathetic attitude generally adopted by Railway Administrations, a large number of staff who until recently were classes as Intermittent are now classified as Continuous. ~~In this connection attention is invited to the figures given in the Appendix. It will be seen that~~ Whereas in 1936-37 the percentage of "Continuous" to the total staff (excluding those under the Factories Act) ranged between 55 to 71, during the year under review it ranged between 54.8 to 71.6.

(b) Intermittent Staff.- As regards the Intermittent Staff there is a slight change for the better on the North Western and Great Indian Peninsula Railways, practically no change on the East Indian, Eastern Bengal and Madras and Southern Mahratta Railways, but on the Bombay, Baroda and Central India Railway the percentage has come down from 27.6 to 23, and there has been an increase in the percentage of the Continuous staff.

(c) Excepted Staff.- The percentage of the excepted staff varies among 1937-38 between 2.9 to 5 compared to 2.9 to 5.3 in 1936-37. The Bengal and North Western Railway, however, shows a very high figure viz., 9.5, under this head. This is probably due to the fact that a large number of staff such as chowkidars, watermen and sweepers working on this Railway have been excluded from the operation of the Regulations; it is suggested that the Administration should look into the matter. The report states that Railway Administrations have been reminded that in their legitimate desire to reduce expenditure on staff, there should not be a change in classification from Continuous to Intermittent unless it is fully justified.

Overtime Work.- The report points out that the organisation of relieving staff has gone a long way to reduce the number of occasions on which staff have to work beyond their rostered hours of duty, and that the necessity for maintaining proper records of the overtime worked has been stressed upon the Administrations. Till recently there were a few cases of delay in payment of overtime wages, but, it is pointed out, that the passing of the Payment of Wages Act, which does not leave any option in the matter in the hands of the Railway

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Administrations, but makes it obligatory for them to pay overtime within ten days of the wage-period. will improve the position in this respect considerably.

(The report on the working of the Hours of Employment Regulations during 1936-37 was reviewed at pages 34-38 of the report of this Office for September, 1937).+

Workers' Organisations.

1939 Annual Convention of All-India Railwaymen's  
Federation, Madras, 1-5-1939. +

The 1939 Annual Convention of the All-India Railwaymen's Federation was held at Unity House (M. & S.M. Railway Workers' Union premises) Perambur, Madras, under the presidentship of Mr. J. Jammadas M. Mehta. The Convention was attended by several delegates from all over India, including Mr. H.M. Joshi.

Mr. V.V. Giri, Minister for Industries and Labour, Madras, while declaring the Convention open remarked that it might be said that a Provincial Government had no direct interest in railway workers, the Government of India being their guardian. But he held that the Provincial Government would have to watch with great care and attention as railway disputes might have repercussion on law and order for which the Provincial Governments are responsible. With the introduction of the Federal Government and the creation of the Statutory Railway Board, railways will not only be under the control of the Central Government, but will also be independent of all popular control. With ~~that independence could the railway administrations treat the workers employed by them as they please?~~ The railways would naturally have a tendency to be totalitarian in their administration, but Provincial ~~Governments cannot afford to be helpless spectators of conditions of service that might lead to frequent disputes between the workers and their employers.~~ Whatever may be the legal anomalies, there ought to be some sort of co-ordination between Central and Provincial Governments, particularly in respect of legislation affecting workers.

Presidential Address.- The following is a summary of the presidential address:- Reduced wages and continued long hours of work, not to speak of the other worsened conditions, had been the marked features of the transport industry in almost all parts of the world. Two lakhs of railwaymen, if not more, are wholly outside the hours of work regulations and the fight shall have to be begun again before the entire body of railway workers in India attain the benefit of the Washington convention. Even since 1930 the experience shows that Indians in charge of Commerce Department <sup>have</sup> proved to be more hard-hearted and indifferent to the cry of the distressed railway workers. The Royal Commission on Labour recommended that all those employees who were in receipt of Rs. 20 or more per mensem should be compulsorily admitted to the membership of the Provident Fund and those receiving less than that should be given the option of joining the fund if they desired. This recommendation was made in 1930. The urgency of admitting all the workers to the benefit of the provident fund has been repeatedly pressed on the Railway Board, but the attitude of the authorities has remained adamant. The railways slowly <sup>look up</sup> after the depression and the reform most urgently needed is the admission of the humbler employees to the benefits of the provident fund. The absence of a reliable machinery for the settlement of disputes is very seriously felt. The Government has been reluctant to apply the machinery recommended by the Royal Commission

on labour. The time when the workers will have a ready and easy access to the machinery of settlement for their numerous grievances is still as distant as ever. Meanwhile discontent grows, injustice multiplies and workers are fast losing faith in the administration. Referring to recognition of railway unions, Mr. Mehta said that the recommendations of the Royal Commission in this behalf had so far remained unimplemented. The railway administrations did not seem to look with favour on trade unions.

Mr. N.M. Joshi.— Mr. N.M. Joshi in his address urged that railwaymen must first strengthen their organisation. Dealing with the grievances of railwaymen, Mr. Joshi suggested that as an experiment they should tackle one problem first. He suggested their taking up first the problem of hours of work which required an early solution. The Geneva Hours Convention had been ratified by India about 20 years ago and the time had now come when they should not be satisfied with getting legislation applied to those railwaymen to whom it was not applied, but should agitate for a general reduction of hours of work for all railwaymen to 48 hours a week.

Resolutions.— The following is a summary of the more important resolutions adopted:—

Railwaymen's Grievances: Demand for Conciliation Board.—

"Whereas the Railway Board has so far continued to deny relief to the legitimate representations of the Federation specially in respect of provident fund benefits, accumulation of unused or denied leave, pass rules, working hours and weekly rest, application of new scales of pay, continued unemployment of those retrenched in 1931, and whereas such an unfavourable attitude in view of increasing railway earnings is unjustifiable, and could be proved so if an investigation is ordered.

This Convention resolves that the attention of the Railway Board be invited to the serious injustice done to the thousands of workmen on the railways and to the necessity of immediate redressal by the appointment of a Conciliation Board under the Trade Disputes Act for the settlement of the disputes."

It was further resolved that in case no satisfactory settlement was reached within three months, the Convention should meet again to review the situation.

Freedom of Association in Mysore State.— The Mysore Government should be moved to remove the ban against freedom of association of Mysore State Railway workers, and to permit the formation of a recognised free trade Union on the basis of the model constitution drawn up by the Railway Board as followed in other Class I Railways."

Consultation of Trade Union Representatives.— Another resolution adopted urged the Railway Board to associate representatives of Railway Trade Unions in all enquiries relating to railway accidents and to impress upon the railways the necessity of *for a*



sympathetic attitude towards Trade Unions by taking them into full confidence in all labour questions.

Railway Federal Authority condemned.— The Convention condemned the proposed constitution of the Railway Federal Authority, and expressed its emphatic opinion that Indian Railways, being a vast national concern, directly connected with the life of the nation in all its spheres, must be under popular control with adequate representation for Indian railway workers.

(The Indian Labour Journal,  
7-5-1939). +

The Bengal Shop-Assistants Conference,  
Calcutta, 7-5-1939. +

The 1939 Session of the Bengal Shop Assistants Conference was held at Calcutta on 7-5-1939 under the presidentship, in the absence of the President-elect, Dr. Shyama Prasad Mookerjee, M.L.A., ex-Vice-Chancellor, Calcutta University, of Professor Humayun Kabir. Security of tenure, reduction of hours, and general improvements in conditions of work were the more important demands enunciated at the Conference.

Presidential Address.— The president, Professor Kabir explained the provisions of the Shop Assistants Bill which he was sponsoring in the Upper House of the Bengal Legislature. He stated that a misapprehension had arisen owing to inaccurate reports in the press that he had withdrawn his Bill. Only on Mon. Mr. H.S. Suhrawardy giving an undertaking that the Government would be bringing forward a Bill to this effect next session, he agreed to postponement of the consideration of his Bill. If, however, the Government failed to implement their promise, he would press his Bill next session. He regretted that though notice of his Bill had been given a year and a half ago, the Government had so far taken no step in this direction, while other Governments such as Bombay and U.P., coming late in the field, had already, on the basis of this Bill, passed legislation for relief of shop-assistants.

Resolutions.— The following is a summary of the more important resolutions adopted:

Demand for Committee of Enquiry.— The Conference records its grave concern at the excessive hours of employment of thousands of shop assistants and at the rapid spread of tuberculosis among shop assistants working in large departmental stores and municipal as well as private-owned markets, and urges upon the Government of

Bengal to appoint a Special Committee to enquire into the matter.

Improvement of Working Conditions.- In the opinion of the Conference, the unregulated hours of work, total absence of weekly and other holidays and unremunerative wages, are some of the primary causes, and the Government should immediately regulate hours of work, provide weekly and other holidays, and fix minimum rates of wages for shop assistants.

Regularity of Payment of Wages.- The practice of payment of wages by irregular instalments in most of the Indian-owned shops, sometimes extending over several months, should be stopped and the Government should at once extend the application of the provisions of the Payment of Wages Act to shop assistants.

Shop Assistants Bill.- The Conference wholeheartedly supports the Shop Assistants Bill sponsored by Professor Humayun Kabir, M.L.C., in the Bengal Legislative Council, and by Mr. J.C. Gupta, M.L.A., Mr. Sibnath Banerjee, M.L.A., and Mr. Syed Jalaluddin Hashmey, M.L.A. in the Bengal Assembly, and requests the Government to accept the principle of these bills.

Conditions in Markets.- The Conference draws the attention of the Public Health and Local Self-Government Departments to the miserable conditions of Calcutta's markets with regard to ventilation, sanitation, supply of drinking water, lighting arrangements, washing facilities and seating accommodation for shop assistants, and requests that these conditions should be immediately improved.

Shop Assistants and 1941 Census.- The Conference is of opinion that the Government should make suitable arrangements for separate enumeration and classification of shop assistants during the next decennial census in 1941.

Medical Fees.- The Conference draws the attention of the Government and medical authorities as regards fees charged by the medical profession and requests that arrangements be made either to revise the scale of fees charged or make some special concessions in the case of poor shop assistants.

Labour Welfare Funds.- The Conference is of opinion that out of funds earmarked for labour welfare shop assistants should also receive their due share.

(Summarised from the May 1939 issue (Conference Number) of "Bengal Shop Life", and a copy of the resolutions adopted at the Conference forwarded to this Office by the Shop Assistants Association of Bengal).

Inauguration of Madras Provincial Trade Union Congress:

DEMAND for comprehensive Labour Legislation.

At a Conference of representatives of over 40 labour unions from all over the province of Madras held at Congress House, Madras, on 10 and 11-5-1939 a Madras Provincial Trade Union Congress, with Mr. P.R.K. Sarma and Mr. P. Ramamurti as President and Secretary respectively, was inaugurated.

A deputation of the representatives of the Congress met the Hon'ble Mr. V.V. Giri, Minister for Industries and Labour on 12-5-1939 and represented the need for early labour legislation. Mr. P.R.K. Sarma, President of the Congress, presented a memorandum outlining certain broad principles which should form the basis of suitable labour legislation. The growing number of trade disputes, it was urged, called for legislation without further delay if industrial peace was to be assured. The Congress was desirous that legislation should be enacted on the lines of the proposals made in the memorandum, particularly as regards settlement of trade disputes, unemployment insurance and social welfare.

The Hon'ble Mr. Giri said that the proposals put forward by the workers would receive his careful consideration. He added that he proposed to discuss with employers, the lines of the proposed legislation.

(The Hindu, 12-5-1939).+

17th Half-Yearly Meeting of the All-India Railwaymen's

Federation with the Railway Board at Simla

on 19-5-1939. .

The 17th half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation was held at Simla on 19-5-1939. Mr. Guruswami, the General Secretary of the Federation, led the deputation of the workers.

Subjects Discussed.- The Federation made representations on the following subjects:-

Pass rules, case of running parcel clerks of the Eastern Bengal Railway, extension of provident fund membership to inferior staff of State-managed railways, accumulation of leave for inferior staff of State-managed railways, extension of hours of Employment Regulation to certain railways, and joint standing machinery as recommended by the Whitley Commission.

Below is given a summary of the representations made and the replies given on some of the more important subjects:

Leave Rules.— On the question of leave rules, the Federation complained that the inferior staff could not accumulate the leave earned, which automatically lapsed when they were not given leave applied for.

The Chief Commissioner said that he understood that on the North Western Railway approximately 86 per cent. and 99 per cent. of the applications for leave from subordinate and inferior staff, respectively, had been met during 1937, while on the East Indian Railway, in respect of inferior staff, other than gangmen, against the total number of leave-days applied for in 1937-38, the number of leave-days refused was 5.3 per cent, the corresponding leave-day figures in regard to gangmen being 73,260 and 2,703 respectively.

The Federation in reply stated that, from the volume of complaints received from the staff, the figures did not appear to represent the actual position, and granting that the figures were correct, it should be easier for the Board to agree to the representation of the Federation in the light of the recommendations on the question of the Royal Commission on Labour.

Extension of Hours of Employment Regulations.— On this subject, the Chief Commissioner said that in view of the heavy additional expenditure involved, they had to consider either extending the regulations only to two railways covering all categories of staff to which these regulations apply at present on other railways or extend the regulations only to a few categories on the four remaining principal railways, namely, the Assam-Bengal, Bengal-Nagpur, Rohilkhand and Kumaon, and South Indian Railways. The Chief Commissioner desired to have the views of the Federation on this point.

Mr. Guruswami stated that the Federation would prefer to discuss this point at the special meeting to be held in Bombay in July 1939.

Standing Machinery for Settlement of Disputes.— On the subject of the Joint Standing Machinery as recommended by the Royal Commission on Labour in India, the Federation observed that they were not satisfied with the Industrial Advisory Board set up at Calcutta by the Government of India. They urged that this Board should be replaced by the Joint Standing Machinery contemplated by the Royal Commission on Labour.

The Chief Commissioner pointed out that, in view of the limitations on the powers of the Railway Administration and for several other reasons, the recommendation of the Royal Commission could not be accepted.

Nomination of Workers' Representatives on Industrial Advisory Board.— The Federation next referred to the persons nominated by the Government of India to form the panel of members representing workers, announced in the Government of India, Department of Labour Press communiqué dated November 10, 1938, and observed that none of

them was recognised the workers as being representatives of <sup>their</sup> ~~themselves~~. They had already brought this to the notice of the Department of Labour. The Federation also submitted that the labour representative nominated by the Federation should be appointed at least in the capacity of an assessor on the Industrial Advisory Board, which should be a standing machinery, instead of being an ad hoc body.

The Chief Commissioner agreed to bring to the notice of the Department of labour, for their consideration, the points put forward by the Federation.

(The Statesman dated  
21-5-1939 and the National  
Herald of 24-5-1939). +

SPG.1

Intellectual Workers.Compulsory State Insurance Scheme for GovernmentEmployees: Baroda Government's Decision.

The Baroda Government has recently introduced a scheme of compulsory insurance for State servants. The scheme will come into operation with effect from August 1, 1939. Mr. A.C. Mukerjee, Director of Statistics, has been appointed as Insurance Officer. The scheme, as sanctioned, would be made applicable to all new recruits to Government service, except those drawing Rs. 20 and below.

(The Times of India,  
30-5-1939). +

Economic Conditions.Standards of Living in India: Enquiry to be undertaken  
by Economic Adviser to Government of India.

It is understood that Dr. T.E. Gregory, Economic Adviser to the Government of India, has decided to undertake an important investigation into the question of standard of living in India. One object of the enquiry is to ascertain how far during the last twenty years the standard of living in India has progressed or otherwise. The question will be studied from an all-India point of view with the help of all available statistics.

So far as public health and nutritional standards in India are concerned, efforts have already been made by Sir John Megaw and Sir Alexander Russell to study the position, but the Economic Adviser's enquiry into the standard of living will attempt to tackle the problem from an economist's point of view. Assembling data about total output of Indian agriculture, consumption of commodities, volume of services, etc., Dr. Gregory will try to find whether there is evidence of deterioration in the standard of living in India in the widest sense of the word.

Another enquiry which ~~is~~ he is planning to make is an enquiry into the significance of Indian industrial statistics. Hitherto Dr. Gregory has been engaged in studying the effect of tariffs in India, and he proposes very soon to publish a series of studies giving economic balance sheets of protection in India, based on a general review of tariffs, their working, and their actual burden in recent years.

(The Hindustan Times,  
20-5-1939).

## Social Conditions.

### Review of Prohibition Activities of Congress

#### Ministries: Total Prohibition in 3 Years. +

The Congress and Prohibition Ideal.— Prohibition has been adopted for nearly 20 years as a prominent plank of the constructive programme of the Congress. Article 13, of the resolution on Fundamental Rights passed at the Karachi Congress Session states that intoxicating drinks and drugs shall be totally prohibited except for medicinal purposes. After Congress had accepted office in the various Congress provinces, the Working Committee of the Congress had adopted a resolution that it expects Congress Ministries to introduce total prohibition within their respective provinces. Below is a brief account, province by province, of the work accomplished in this sphere by the various Congress Governments.

Madras.— This Province was the first to tackle the problem. Prohibition was introduced in on 1st October, 1937 in Salem district and extended to Cuddapah and Chittoor districts in 1939. It will be extended to North Arcot district from 1st October 1939. From this date prohibition will be in force in a compact area of 23,819 square miles which would be 1/5th of the total area of the Province. The loss of revenue by the introduction of prohibition in these four districts will amount to 2/3rds of Rs. 10 million.

Bombay.— Including the areas where prohibition was introduced in 1938 the areas which will have the benefit of this programme from 1st August, 1939, will be Ahmedabad City and the whole of the North and South Dakhin taluks, the whole of the Sub-division of the Broach and Panch Mahal and some taluks of Ahmednagar and North Kanara districts. The most outstanding step is the decision to extend prohibition to the whole of Bombay City and suburbs. The loss of revenue to the Government due to these measures will be Rs. 18 million.

Central Provinces.— The Congress Ministry in Central Provinces decided to extend prohibition to the districts of Akola and Wardha this year, and including the area in which it was introduced in 1938, the total dry area will consist of three whole districts and one large Sub-division, besides two other towns. The dry area comprises of about 1/6th of the total area of the Province or 1/4th of the non-aboriginal territory. The loss of revenue by this measure would be Rs. 850,000.

The United Provinces.— In 1938 prohibition was introduced in the two districts of Etah and Manipuri. In the current year it has been decided to extend the dry area to four more districts, viz., Badaun, Faurakhabad, Bijnor and Jaunpur. In the remaining districts



the number of shops will be reduced by about 20 per cent.

The scheme of prohibition and the adoption of various other restrictive measures as the raising of the retail sale price of charas and the extension of the system of State management to certain important industrial centres, have brought about a reduction in Provincial consumption of more than 30 per cent. in liquor, 25 per cent. in charas, about 43 per cent in ganja and about 25 per cent. in opium. Their excise revenue has decreased from Rs. 15.2 million in 1936-37 to Rs. 11.5 million as a result of these measures.

Bihar.— Prohibition was introduced in Saran district on 1st April 1938. The district covers 2,683 square miles and has a population of about 2.5 millions. Attempts are also being made to reduce the consumption of spirits in other districts by reducing the number of shops or curtailing the hours of sale and by other restrictive measures. It has been decided to extend prohibition this year to parts of two more districts, viz., Ranchi and Hazaribagh and Hajipur Sub-division, which will result in a further reduction in revenue of Rs. 1 million. The Government are also considering the question of extending prohibition to the labour area of Dhanbad Sub-division.

Orissa.— Prohibition was started in Balasore district and the first step taken in this direction was by restricting the sale of opium under strict State control from October 1938; and only 14 shops were allowed to be opened at the borders of the district. Other reforms have also been adopted as the cancelling of licences to open new shops, prohibition of sale of intoxicants after sunset, stopping of tree booth sales of toddy and sale of toddy or liquor on days of festivals. The loss of revenue due to these measures is Rs. 950,000.

N.W.F.P.— It was decided by the Government to introduce total prohibition in Dera Ismail Khan district.

Assam.— In Assam, a scheme for the total prohibition of opium in two years has been adopted by the present Government.

Success of Prohibition.— Periodical official reports have been published in the various Provinces on the working of the scheme of prohibition. In Madras Province, the Annamalai and Madras Universities deputed scholars to make economic survey of prohibition in Salem district. Some specific urban and rural centres were selected and the conditions were carefully studied. The results which have been published as a result of the survey, show that there has been a raising of the standard of living among those people who were leading a precarious existence before. It has been found that more money is spent on food, clothing, debt redemption and on entertainments. Before prohibition was introduced, the hand-loom weavers of Salem town were spending 40.3 per cent. on food, 29.1 per cent. on drink, 4.7 per cent. on clothing and 9 per cent. on amusements. After prohibition they are spending 61.2 per cent. on food, 3.8 per cent. on amusements and 6.6 per cent. on clothing. There was a general reduction in the number of crimes in Salem district. Street

brawls are tending to disappear. The health and happiness of industrial labourers have improved considerably.

Future Programme.— The Congress and Mahatma Gandhi expect that total prohibition will be introduced by the Congress Ministries in three years. As Excise revenue forms a major item of receipts to the Governments, they have to make good the loss of revenue and also find money for national-building programmes. This task has been faced boldly and the Congress Ministries have launched fresh measures of taxation. As salt, customs, posts, telegraphs, railways, etc., cannot be touched by the provinces to increase their revenue, the provincial Governments have begun to levy taxes on petrol, electricity, tobacco, entertainments, sale of particular goods like manufactured cloth or general sales, urban immovable property, employment of superior officers, crossword competitions, etc.

(The Amrita Bazar Patrika,  
1-5-1939). ,

Total Prohibition in Sind in Seven Years:

Enquiry Committee's Recommendations. -

The Sind Prohibition Committee which was appointed on 5-10-1938 to consider and report as to the means to be adopted to establish total prohibition in the province of Sind has recommended the immediate prohibition of the use of charas and ganja. In contrast with prohibition schemes in other provinces, specially Bombay and Madras, where the experiment is being introduced by complete experimental prohibition in isolated tracts, the Sind Prohibition Committee has suggested equality of treatment for the whole province and the bringing about of total prohibition within the space of seven years.

The recommendations are now receiving the attention of the Government of Sind.

(The Times of India,  
11-5-1939). +

Closure of Liquor Shops on Pay Days:Orders passed by Government of Mysore.

The Government of Mysore have passed orders in the first half of May 1939 instructing the Deputy Commissioners of Mysore, Kolar, Chitaldroog and Shimoga Districts, to see that all excise shops in Mysore City, Kolar Gold Fields, Davangere and Bhadravati respectively, all industrial towns, are closed on pay days.

(The Hindu,  
16-5-1939).+

Public Health.

Rural Medical Relief Scheme for Bhopal: One Indigenous  
Dispensary for every 6,000 Inhabitants.

A scheme for the provision of rural medical relief on a scale, it is claimed, never yet attained in India has been prepared by Colonel Rahman, the Chief Health Officer, Bhopal State, and is now under the consideration of the Government. The central feature of the scheme is the adoption of the inexpensive indigenous system of medicine in place of the present expensive Western system for the treatment of the more common, but not very complicated, diseases, which, it is estimated, constitute 13 per cent. of the illness of the State, and the utilisation of the money thus saved for provision of more ample medical facilities.

Details of Scheme.- The plan aims at providing a dispensary for every 6,000 people in the State and a hospital for every 40,000 to 50,000. One of the essentials of the scheme is the fullest use of the cheap indigenous system of medicine. It is calculated that 83 per cent. of the illness in the State is amenable to very simple treatment if that treatment is given in time; 13 per cent. of the cases require simple hospital treatment, and the remaining 4 per cent. demand specialised treatment.

Shafakhana and Western Hospitals.- On the basis of these statistics, it is planned to spread throughout the State a network of dispensaries, or shafakhana which will supply indigenous remedies and simple Western medicines. These shafakhana, each of which will be in charge of a hakim qualified at Aligarh, Benares, or Delhi Universities, will deal with the 83 per cent. of cases. The shafakhana will be divided into groups of eight or ten, and each group will centre round a small hospital. This hospital will treat the 13 per cent. of illness, consisting mainly of pneumonia, dysentery, typhoid, malarial meningitis, and other diseases. Equipped with 20 to 30 beds, each hospital will have two fully qualified doctors.

Simpler Hospitals.- The shafakhana, it is claimed, will cost very little to build and maintain. At the same time they will render instant and effective medical aid. In the case of hospitals also, simplicity is aimed at. They will be built as cheaply as possible and their equipment will not be elaborate. This simplicity will, it is believed, quickly overcome the present fear of hospitals amongst the rural population.

Treatment of complicated Cases.- The cases requiring specialised treatment, comprising four per cent. of the total, will be brought to Bhopal where there already exists a hospital equipped

for specialized work. For this purpose the present number of ambulances will be increased.

(The Statesman,  
4-5-1939).+

Punjab Government's Rural Medical Relief Scheme:  
Subsidised Doctors for Villages. +

A scheme to provide medical relief in rural areas is under preparation by the Inspector-General of Civil Hospitals, Punjab, and is expected to be put into operation shortly.

Subsidised Dispensaries.- It is proposed to make a begining<sup>n</sup> by opening 83 new subsidised dispensaries in selected ~~xxx~~ villages, where, either the District Board concerned or the villagers themselves through co-operative societies, medical benefit societies or other similar collective organisations, undertake to contribute a sum of Rs. 600 per annum towards the maintenance of each dispensary. The cost to be borne by the Government at the rate of Rs. 600 for each dispensary, will be about Rs. 50,000.

Subsidised Doctors.- For the free treatment of the ~~poor~~ and of all Government servants each doctor settling down for practice in these rural dispensaries will be paid Rs. 50/- per month or Rs. 600/- for the year. The remainder of their income will be derived from fees paid by people above the pauper class. The Provincial Government will guarantee for three years a contribution of Rs. 1,200 per annum to each appointed subsidised practitioner, Rs. 600/- as personal subsidy and Rs. 600/- as cost of drugs, dressings, etc.

(The Statesman, 1-5-1939).+

2nd Punjab Civil Surgeons' Conference, Lahore.

The Hon'ble Mian Abdul Haye, Minister for Education and Public Health, Punjab, speaking on the <sup>above</sup> subject at the 2nd Punjab Civil Surgeons' Conference held at Lahore on 10-5-1935 said:

The scheme of subsidised medical practitioners in the villages has engaged the attention of the Government and the medical department for some time past. The Government have agreed to give a fair

trial to the scheme and a provision of Rs. 50,000 has been made in the current year's budget for this purpose. The scheme has all the elements necessary for success, inasmuch as it is based not on the one-sided solicitude of the Government for the people, but on the enthusiasm and collective efforts of the people themselves.

The feeling at the Conference was that the scheme would run best under the aegis of a co-operative medical society, ~~and~~ that was the readiest and cheapest method of affording relief to the rural population. By this method it was possible to afford relief to four times the number of people with the same amount of funds spent on the maintenance of one rural dispensary, and it would further afford a living wage to a very large number of medical practitioners.

(The Tribune, 12-5-1939).+

Rural Medical Relief in Bombay Presidency:

Scheme of Subsidised Doctors. +

As an experimental measure the Government of Bombay sanctioned in October 1936 a scheme for subsidising private medical practitioners in selected centres in 6 districts in the Province. The subsidised medical practitioners in these cases were all persons professing the allopathic system of medicine. Later Government extended the scheme to several other centres and have subsidised ayurvedic and unani practitioners also in some of the new centres which have been opened.

Government subsidy and Medicine Allowance.- The rules relating to the appointment and conditions of service of subsidised medical practitioners of ayurvedic and unani systems of medicine have been recently published. These practitioners will have to be registered under the Bombay Medical Practitioners' Act, 1938. The Civil Surgeon and the President of the District Local Board will be jointly responsible for the selection of the medical practitioners to be in charge of a rural dispensary. He will get an honorarium of Rs. 30 per month and a travelling allowance of Rs. 15 per month if his duties are not confined to one village area. A grant of Rs. 150 per year will be given for medicines. Indents for supply of medicines should, however, be sent through the Civil Surgeon of the District. The medical practitioner may, however, purchase locally such herbs and other ingredients of medicines as are obtainable cheaply after obtaining the sanction of the Civil Surgeon to such local purchase.

Visits to Patients, etc.- The subsidised medical practitioner should attend to indigent patients from the area allotted to him at such places and during such hours as may be fixed by him in consultation, if necessary, with the President of the District Local Board. The examination and subsequent treatment of all indigent patients will be free. The medical practitioner will be entitled to carry on private practice and to charge all patients who are not indigent. An indigent patient is one who is in receipt of an income of Rs. 30 or less per month, or who is a member of the family of such person and is actually dependent on him. Fees to be paid to the subsidised medical practitioner for attendance at the residence of patients who are not indigent and for giving <sup>to</sup>subcutaneous or intra-muscular injections have been fixed. Visits during day time to places within the limits of the village are chargeable at Rs. 1/- per visit, and visits during night at Rs. 2 per visit. Double fees are chargeable for visits beyond the limits of the village in which the dispensary is situated and also travelling allowance at the rate of 2 annas per mile, unless a free conveyance is provided. Provision to charge Re. 1/- per injection, in addition, to the cost of the drug injected and the visit fee has also been made. Option has been given to the medical practitioner to lower

the fees in any case in which he may consider it necessary or desirable to do so.

Additional Work.- The subsidised medical practitioner is required to do such duties as may be assigned to him by the Civil Surgeon or the President of the District Local Board in times of epidemics. The execution of such duties shall be free of charge. The medical practitioner shall execute a bond which will be in the custody of the Civil Surgeon agreeing to serve under the scheme for a period of at least 3 years, to be extended further, if necessary.

33 New Relief Centres.- Government has recently sanctioned the opening of 33 new rural medical relief centres for subsidised medical practitioners under the above scheme in the districts of Satara, Nasik, Ratnagiri and Poona. 14 of these practitioners will be ayurvedic medical practitioners and 6 of them allopathic practitioners, and the type of practitioners for the rest of the centres has not yet been decided.

(Information extracted from a Note on the subject published at page 2 in the issue dated 1-5-1939 of "Public Information Series, Government of Bombay").

#### Health Conditions in Asansol Coal Mines - 1937-38. \* .

Health Statistics.- The total area of the Asansol Mining Settlement is 413 square miles and the population according to the 1931 census is 382,680; out of this, 47,659 lived in municipal areas and 355,021 in other areas. The total number of registered births in 1937 was 11,135 against 10,751 in 1936. The birth-rate was 29.09 per 1000 compared to 28.0 in 1936. The average birth-rate for the preceding 5 years was 28.5 per 1000. The corrected birth-rate in 1937 was 26.7 per 1000. The registered deaths numbered 7076 in 1937 against 7,220 in 1936. The death-rate was 18.4 per 1000 compared to 18.8 in 1936 and 19.8 per 1000 which is the average for the preceding 5 years. The corrected death-rate in 1937 was 17.09 per 1000. ~~Better prices prevailed during the year. The health of the mining population continued to compare favourably with that of the general community.~~ The death-rate among the resident mining population fluctuated between 8.6 per 1000 in February 1937 and 18.5 per 1000 in November 1938, as against 17.1 and 22.8 per 1000 in the general population and was considerably below the general death-rate throughout the year.

Economic Conditions.- Better prices prevailed during the year. Although production increased, demand increased more than proportionately, while labour was less available owing to a good harvest. At the same time, the cost of ~~mine~~ production rose to some extent and this was due, among other causes, to: (a) shortage of labour, (b) increased wages, (c) replacement of women labour by men who draw higher wages, (d) introduction of regulations leading to increased expenditure, (e) adoption of mechanical means involving the use of explosives with the object of making the mine less

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\* Annual Administration Report of the Asansol Mines Board of Health for the year 1937-38. Oriental Press, Asansol. 1938. pp 45 & tables.



dependent on supply of labour.

Mining Conditions.- A Coal Mining Committee was appointed by the Government of India in October 1936 to report on measures to be taken, (a) to secure safety of those employed in mines; and (b) to prevent avoidable waste of coal. The report of the Committee (presided over by Mr. L.B. Burrows, C.B.E.) was published in April 1937. Among the recommendations are: (i) A very large measure of state control without, however, nationalising the mines or the royalty rights; (ii) compulsory stowing for purposes of safety and conservation to be financed by a general cess on all coal and coke; (iii) the appointment of a Statutory Authority to administer funds for the stowing scheme and control methods of working; (iv) two Central Rescue Stations - in Jharia and Raniganj fields; (v) a Coal Research Board - as a complement of conservation and safety; and (vi) changes in the Act and Regulations.

Safety Conditions.- In the Asansol Exhibition held in March 1937, ~~prize~~ of place was given to a specially prepared Section on Safety in Mines in order to focus the attention of all concerned in the mining industries on the desirability of infusing a safety sense among the illiterate miners and the subordinate staff. A Centre was opened in one colliery in Jharia coalfield for training in rescue ~~work and some collieries took the opportunity to get their staff~~ trained. It is proposed to establish a Central Rescue Station in the Coalfield - a proposal recommended by the Coal Committee, which is also of opinion that gasmasks and self-rescue apparatus kept at the collieries might be useful in certain circumstances.

Wages.- Improved demand for coal together with an ~~an~~ inadequate supply of labour led to an increase in wages by about 25 per cent. The recruiting cost went up by about 200 per cent. Much of this goes to the pocket of the miners directly or indirectly. It is ~~very~~ very doubtful, however, if the average daily income of the miners showed any appreciable increase in spite of the above factors as the majority were working for less number of days per week and showed an unwillingness to work upto their full capacity. +

## Education.

### Technical Training of Textile Workers: Proposal for Municipal Textile School. +

A proposal to start a technical school for cotton textile workers was considered by the Bombay Municipal Corporation on 22-4-1939 and eventually referred to the Law Committee for report.

Mr. R.S. Nimbkar moving the resolution stated that the mill-owners had been contending that labour in India was not as efficient as it was in Manchester or Japan. In fact, a statement to the effect that textile labour in Bombay required training had been made before the Textile Enquiry Committee. The Victoria Jubilee Technical Institute provided training for those who aspired to be officials in the mills, such as weaving or dyeing masters. There was, of course, the Working Men's Institute, conducted by the Social Service League, but between 1934 and last year, only 121 had passed out of the Institute. The textile industry was the primary industry of Bombay City and no fewer than 150,000 workers were employed in it. If the municipality started a school, the standard of efficiency of the labouring population would rise and there would be a greater turnover.

Mr. Mohanlal M. Desai moved that the matter be referred to the Law, Revenue and General Purposes Committee for report, particularly on the question whether the starting of a school of the kind suggested fell within the purview of the Municipality.

The amendment was finally carried as a substantive proposition.

(The Times of India,  
29-4-1939). +

### Educational Reorganisation in U.P: Compulsory Primary Education correlated with Manual Training recommended by Enquiry Committee. +

In March 1938 the United Provinces Government appointed a Primary and Secondary Education Reorganisation Committee under the chairmanship of Acharya Narendra Deva, to consider various problems connected with Secondary and Primary Education in the Province.

The Committee has recently submitted its report and the recommendations of the Committee are now under the consideration of the

Government. The following are the more important findings in the report:

Primary Education.- The committee recommends that compulsory primary education should be provided free on a nation-wide scale and should extend over seven years beginning from the age of seven. And throughout this period, education should be correlated with one or more forms of manual and productive work and with the social and physical environment of the child. Every child must be taught spinning on the takli and elementary agriculture or gardening.

Secondary Stage.- The secondary stage of education will begin at the age of 12 and will last for six years. Schools of primary education will be called basic schools, which should replace all preparatory, primary, vernacular and Anglo-vernacular middle schools. The secondary institutions will be called colleges and the standard which these institutions should aim at will be somewhat higher than the present intermediate standard. The terms 'high school' and 'intermediate' will be given up and there will be one unified stage.

Medium of Instruction.- The medium of instruction in basic schools and at the college stage should be Hindustani, viz., the language commonly spoken and understood in the United Provinces, ~~definitely combating tendencies towards over Sankritization or over Persianization.~~ English will not be taught in these schools. It will be compulsory at the college stage. The committee also recommends the establishment of a college of domestic science and colleges for technical and professional studies.

Technical Institutions.- Industrial and technical schools and colleges should be transferred from the Department of Industries to the Ministry of Education, and a Bureau of Technical Education and Vocational Guidance should be established. A central pedagogical institute with library and reading room should also be established.

(Leader, 13 & 14-5-1939).+

Vocational Training in C.P.: Local Government  
appoints Committee of Enquiry. +

The Government of the Central Provinces have appointed a Committee with 19 leading educationists, including Mr. S.V. Gokhale, Education Minister, as Chairman, and Dr. Venishanker Jha, as Secretary, to investigate the possibilities of improvement in vocational training in secondary schools. This step has been taken with a view to give effect to the Haripura Congress resolution, based on the Wardha education scheme which aimed at bringing secondary education in the province in line with modern progressive educational ideas and national needs.

(The Statesman,  
22-5-1939). +

Agriculture.Rural Uplift in C.P.: Government appoints Committee.

The Government of Central Provinces and Berar has appointed a Committee of 17 members to investigate and report on the various topics connected with rural uplift work in the province. The Chairman and Secretary of the Committee will be the Hon'ble Minister for Local Self-Government and the Secretary to the Government in the Local Self-Government Department respectively.

The terms of reference to the Committee, include among others, reviewing the existing organisation and progress of village uplift in the province, studying the systems of village uplift recently introduced in other provinces particularly Bombay, the United Provinces and Bihar, and to report how far these systems could be adopted to suit the local requirements of the province, suggesting measures for the co-ordination of the village uplift activities of Government with a view to evolving a definite plan of action if possible with a definite time limit.

~~The Committee has been requested to submit its report, if possible, by the end of June, 1939.~~

(The Central Provinces  
and Berar Government  
Gazette dated 19-5-39.  
Part I pages 391.)

Cambay State Agricultural Enquiry Committee's  
Report.

A Committee under the chairmanship of Rao Saheb Pranvallabhdas H. Banatwalla, appointed to enquire into the condition of Cambay State (Bombay Presidency) agriculturists, has submitted its report to the Government of the State.

The report states that the condition of the agriculturists in the State is not a happy one on the whole. It attributes their indebtedness to social customs, depreciation in prices, famines, frost and failure of crops. To remedy the existing indebtedness ~~of~~ the committee suggests that the ryots should be given facilities for paying off debts by annual instalments and to charge interest at the rate of 4 per cent. The State will have to shoulder the responsibility of supplying capital or of securing punctual recovery of scaled-down debts. The committee also suggests the

establishment of land mortgage banks.

For the general uplift of the farmers, the committee recommends that the State should encourage subsidiary industries, including spinning, weaving, poultry-farming, bee-keeping, and dairying, and that credit and marketing facilities should be provided. The construction of good roads, it urges, should be taken up at the earliest opportunity as the most important item of rural development. The Committee has made other suggestions, including one for forming an Advisory Board of Agriculture to deal with the difficulties of farmers. It has also submitted draft rules to regulate the dealings of farmers with moneylenders.

(The Times of India,  
26-5-1939). +

Migration.Scheme to repatriate non-Ceylonese Daily-paidEmployees: Threat to Indians in Ceylon.

A scheme sponsored by Major J.L. Kotelawala, Minister for Communications and Works, Ceylon, and discussed by the Ceylonese Board of Ministers for repatriation of all daily-paid non-Ceylonese employed in Government Departments in Ceylon since 31-3-1934 with a view to provide employment opportunities for unemployed Ceylonese is creating considerable alarm among the Indians in Ceylon.

10,000 Posts to be Released. - A memorandum explaining the scheme submitted by Major Kotelawala points out that the question of unemployment in Ceylon is daily assuming graver proportions. In Colombo alone there are now over 15,000 unemployed. Nearly 1,200 men are now being employed by the Government on relief works in Colombo or its neighbourhood, but useful work of this nature cannot be found indefinitely for them. In the Ministry of Communications and Works alone there were approximately 6,000 non-Ceylonese in a ~~total of daily-paid staff of 25,000~~ in these Departments, drawing wages totalling between 2 to 22 million rupees per annum. The discontinuance of these 6,000 men would mean 6,000 posts for Ceylonese unemployed; if the daily-paid non-Ceylonese in the Departments under other Ministries are also discontinued, another 4,000 posts would be released for absorption of unemployed Ceylonese, or in all about 10,000 posts.

Repatriation with Gratuity. - Briefly, Major Kotelawala's suggestion is that all daily-paid non-Ceylonese workers in Government Departments should be repatriated to the country of their birth, with a small gratuity, and their fare paid, and that stringent regulations should be enforced to prevent their return. He urged that not only would there be a saving to the tax-payers, but that much money now sent to India and other countries would be spent in Ceylon if his plan is adopted.

(The Hindustan Times,  
6-5-1939). -

Maternity Benefit for Women Labourers in Estates:  
New Ceylon Agreement.

It is understood that an agreement has been entered into between the Department of Medical and Sanitary Services, Government of Ceylon, and the planting interests in the Island with regard to maternity protection for Indian women employed on estates.

Details of Agreement - Cash Bonus, Provision of Maternity Room and Midwives.- According to the agreement, a woman labourer will not be allowed to work for one month after confinement and will receive during this time one-eighth of a bushel of rice and 75 cents in cash each week. At the end of the third month, she will receive a further cash bonus of Rs. 2 for the maintenance of the child. 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 rooms. If a woman labourer refuses to use a maternity room provided by the estate, the bonus of Rs. 2 need not be paid to her. Every estate which employs more than 700 women labourers will engage a midwife. Where fewer women are employed, one midwife may be appointed for a group of adjoining estates.

(The Hindustan Times,  
14-5-1939). -

The Standing Emigration Committee's Meeting at  
Simla on 26 and 27-5-1939: Government's  
South African Policy endorsed.

The Standing Emigration Committee met at Simla on 26 and 27-5-1939. The following information about the proceedings is taken from a press note dated 27-5-1939 issued by the Government of India.

South African Situation.- The situation in South Africa, including the pending Asiatic (N Transvaal Land and Trading) Bill, was fully discussed. The negotiations which have taken place between the Government of India and the Union Government, and the stage now reached in those negotiations were explained in detail. The Committee considered the various lines of action open to the Government of India, together with their possible implications. The course of action which the Government of India have proposed was endorsed by the Committee, who also expressed approval of the manner in which the case was being presented. The correspondence between the two Governments conti-



nues to be confidential.

The Situation in Burma.- The questions at issue between the Government of India and the Government of Burma were next discussed. The action being taken by the Government of India regarding the main question of compensation and immigration was explained to the Committee and approved.

The Ceylon Situation.- The situation in Ceylon was then discussed. The latest proposals placed before the Ceylon State Council regarding repatriation of Indian daily-paid labour were explained and the representations so far made by the Government of India were placed before the Committee. Possible lines of action in the event of the situation deteriorating were considered. +

(The Hindustan Times, 28-5-1939).

Indians in Malaya, 1937: Report of the Agent  
of the Government of India. \* +

Indian Population in Malaya.- According to the annual report of the Agent of the Government of India in British Malaya for 1937, the total population of Malaya at the end of 1937 was estimated at 5,137,474. Of these, the number of Indians was estimated at 754,849 - an increase of 130,840 over the enumerated population of the 1931 census. Nearly two-thirds of this increase is accounted for by the migrational surplus during the post-census period. Indians form 14.2 per cent. of the total population for the whole of Malaya. The presence of Indians in any locality is determined by the penetration and extension of the plantation industry.

Immigration.- 54,489 labourers were assisted to emigrate by the Malayan emigration authorities. Of this number only 5,337 were recruited by licensed kanganies; the remaining 49,512 were voluntary assisted emigrants, 97 kangani licences were issued in the year, of which 84 were in the first quarter of the year. During this period there was a general shortage of labour in the country. Most of these licences were for oil-palm and tea estates. Following the recommendation of Mr. Sastri to abolish the kangani system of recruitment, the whole question of recruitment was under examination at the close of the year. Besides the above, 67,717 came as deck passengers paying their own passages, of whom 73 per cent. or 50,128 were labourers, the rest being traders and others. The total immigrants during 1937 were 122,506 and the labour immigrants were 104,977.

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\* Annual Report of the Agent of the Government of India in British Malaya for the year 1937 - Published by the Manager of Publications, Delhi. 1939. Price Re. 1 or 2s. pp 36.

The total repatriates were 6,566. 37,920 people returned to India paying their own passage, of whom 23,054 were labourers. 9 repatriates and 12 deck passengers died on the voyage to India.

Strength and Distribution of Indian Labour.- 306,759 working adults were employed in the estates, mines, factories and Government and Public Departments as against 247,327 in 1936. The total labour population in 1937 was 434,178, which included 306,759 working adults and 127,419 dependants, as against the total population of 358,502 in the previous year. There is also a fairly considerable population of indeterminate and general labour not accounted for by any departmental returns. This population is about 50,000 to 60,000. In all the present total labour population in Malaya is about 500,000.

Sex-ratio.- The sex-ratio for the Indian estate population in 1937 was 643 females to 1,000 males. This gross figure does not convey an accurate idea as to the proportion of sexes in the reproductive ages (15 to 45). An analysis of the census statistics by age periods for the whole of Indian population (separate figures not being available for estate and non-estate population) shows that in the age period 20 to 40 there are 588 out of 1,000 males and 451 out of 1,000 females with a sex-ratio of 370 females to 1,000 males.

Economic Conditions.- In the earlier part of 1937 there were signs of high prosperity and of buoyant optimism in the rubber industry. There were also signs of labour unrest. The labour situation was rapidly eased by increasing the wage rates paid to all labour, including South Indian labour. The permissible exportable percentages of the basic quotas fixed by the International Rubber Regulation Committee were progressively raised from 75 in the first quarter to 80 in the second quarter and thereafter to 90 for the remaining half of the year. Despite the setback to the industry towards the end of the year, trade conditions for the year remained on the whole satisfactory. The appreciation in the wage rates, the greater production and the higher price level for rubber - all these are reflected in the large scale movement of Indian labour from India during the year.

Wages.- The main principles governing the rates of wages of unskilled Indian labour are the fixation of certain standard rates of wages having statutory force in certain selected areas known as 'Key' areas and the provision for higher standard rates in certain less accessible and more expensive areas as distinguished from ordinary areas. From 1930 the standard rates had been subjected to a cut of 20 per cent. owing to the prolonged depression in the rubber industry. ~~one of~~ The main recommendations in Mr. Sastri's report ~~were~~ that the standard rates of wages should be fully restored to 50 cents for men and 40 cents for women, the distinction between 'Key' and 'Non-key' areas should be abolished and the higher rates of standard wages in the less popular areas should be allowed to continue. In January 1937 the rates of wages were increased from 40 and 32 to 45 and 36. In April 1937 they were again raised

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to 50 and 40. No standard wages enquiries were held to give effect to these two increases, nor were the rates 'gazetted'. Though the rates were fully restored to the pre-slump level, they were only nominal rates and prevailed as such throughout the year. The legal rates were and continue to be 40 and 32.

According to the labour laws in Malaya, 9 hours' work constitutes a full working day. In the case of tappers there have been varying practices in different places. When the reduced wage rates were in force, the tappers were left alone after they had done their 6 to 6½ hours' customary morning work. When the wages were increased, they were compelled to do field work for 2 hours in the afternoon so as to earn their full wage for the day. They were not credited with any extra work which left them ineligible for over-time payment. On an estate of 1,500 acres, the value of 'free' labour of this kind was estimated at \$ 2,000/- in a year. Deductions by way of 'half-names' on account of short work caused by rainy days or such other circumstances beyond the control of the labourers are frequent. The persistence with which complaints are made year after year go to show that the practices are fairly widespread.

Housing.- There are many estates in which the living conditions are not quite enviable. As no statistics are collected, it is difficult ~~xx~~ to say what progress is being made.

Medical Relief and Maternity Benefits.- The total number of hospitals maintained by different estates in 1937 was 232. The report shows that married women working on estates are paid maternity allowances in cases of child birth for one month before and one month after confinement as provided in the labour laws; that is 2/6ths of the earnings of the previous six months for the first birth and 2/11ths of the previous 11 months' earnings for the second and subsequent births. Larger estates are called upon to pay considerable sums owing to the great increase in the child population on the estates. Except for occasional complaints, these allowances are generally paid.

Education.- Both in the Crown Colony and in the protected Malay States, vernacular education is compulsory for the Malays and voluntary for the immigrant races. The total number of vernacular schools, aided and unaided, on the estates has risen from 534 to 622 in 1937. The number of pupils enrolled for the same period has risen from 18,598 to 22,331.

Legislation.- An ordinance to regulate the immigration into the Colony of aliens and of British subjects and protected persons (other than those born in the Colony or a Malay State respectively) and to control their residence therein was introduced in the Legislative Council in August 1937 but was withdrawn in October 1937. Several of the Unfederated Malay States have adopted the Workmen's Compensation Enactment.

Sick-pay.- The Federated Malay States Government have

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recently decided that daily-paid labourers in Government services should receive half-pay when they are confined to hospital. This concession will apply to labourers whose pay does not exceed \$ 1/- per day and normally the payment will be made in respect of any period not exceeding 30 days. But this maximum may be extended to 3 months at discretion. The same concessions apply to the employees in the Federated Malay State Railways. In the municipalities of Singapore and Penang, labourers, while undergoing treatment in the hospital or medically certified unfit for duty, may be granted sick leave on full pay up to a maximum of 28 days a year. In the P.W.D. and other Government Departments of the Straits Settlements and in the Singapore Harbour Board, no wages are at present paid to labourers while they are sick. These concessions are not in force in any form in the Unfederated Malay States.

General.- Whether there is an Indian problem or not, recent events have shown that the identity of Indians, as a community, particularly in the Federated Malay States, is being obscured as a result of certain administrative measures. On the representation of a former Agent, the statistics relating to the Ceylon Tamils were separated from those relating to the Indians in the census of 1931. This practice has not been adopted in the various departmental returns. Indians and Ceylon Tamils are invariably shown under 'Tamils' - an extremely doubtful form of classification. This practice causes much confusion besides conveying misleading information so far as the Indians are concerned. An extension of this principle has been made to cover the representation of Indians on public bodies. Indian opinion feels that there is no justification to inflict a double injury on the community. Not only is the community deprived of a right to representation, but it is forced to accept the position that their representative shall be an Indian created either by statute or by definition.

Indians along with the other non-Malay Asiatic races are not admitted to the Malayan Civil Service and to the Malay Administrative Service which is constituted for the Federated Malay States only. A statement was made in June 1937 in the Straits Settlements Legislative Council and subsequently in identical form in the Federal Council that the High Commissioner saw no reason why higher technical posts under Government should not be given to Asiatics provided they were fully qualified and efficient. He, however, made it clear that the Malayan Civil and the Administrative Services would be open only to Europeans and Malays.

Indians in Malaya are increasingly alive to the fact that the status of the Indian community depends on its own inherent strength as well as on the readiness and ability to assume responsibility to bring about the desired changes within the society so as to give it a coherence and a unity of purpose.

(The Annual Report of the Agent to the Government of India in British Malaya for 1936 was reviewed at pages 76-80 of our October 1937 report).-

General.

Gandhi Seva Sangh and Labour: New Labour  
Committee appointed.

The 5th Conference of the All-India Gandhi Seva Sangh was held at Brindaban (District Champaran, Bihar) from 3 to 7-5-1939. Mahatma Gandhi opened the Conference. Among other matters, the labour programme of the Sangh came up for discussion at the Conference.

On 6-5-1939 Mr. Mashruwalla, the President of the Sangh, announced that an autonomous committee was to come into existence on which the members of the Sangh might serve and which would take up work among the labouring class on a permanent and broadbased scale, in place of the small committee which functioned during last year under the auspices of the Gandhi Seva Sangh. The resolution passed by the Executive Committee of the Sangh in this connection says:-

"The Executive Committee of the Sangh, having gone through the report of its Labour Committee for last year, expresses its satisfaction on the progress made by the Committee in the field of service of the working classes and appreciates the enthusiasm of labour to ~~organise itself, and in response to the suggestion of the Committee to create a bigger and autonomous body in order to meet adequately the demands of extension work in this field and its vast possibilities, resolves to form such a body and to dissolve the present "Labour Committee"~~.

The importance of the Gandhi Seva Sangh lies in the fact that it consists of political workers who take their lead directly from Mahatma Gandhi; the leaders of the Sangh are now in control of the Indian National Congress.

(The Bombay Chronicle,  
8-5-1939).

Plans for co-ordinating Labour Legislation: Government  
of India to convene Conference of Provincial  
Labour Ministers in August 1939..

It is understood that invitations have been issued by the Government of India to the Provincial Governments for a Labour Ministers' Conference in Simla which, if sufficient response is forthcoming, is

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likely to be held in August 1939. ~~A referen~~

Under the Government of India Act both the Central and Provincial Legislatures are competent to legislate on labour matters. The need for some co-ordinating machinery which may help to secure uniformity in labour legislation has for a long time been urged by commercial bodies. The coming conference, it is expected, will take up this question and try to evolve a suitable machinery. Even within the last few months it has been seen that some provinces like Madras and Bombay are forging ahead with far-reaching proposals such as sickness insurance, etc., while others are lagging behind. As has been pointed out by commercial bodies, it may have an undesirable effect on the industry as a whole and also produce undesirable repercussions in the relations between labour and capital in other provinces if individual provinces go ahead without reference to others.

As the Government of India is also a large employer of labour its interests are in some ways involved. The conference is, therefore, being convened in order to bring Labour Ministers together for considering the problem in all its aspects, particularly the feasibility of setting up a co-ordinating agency.

(The Hindustan Times,  
21-5-1939).

List of more important publications received  
at this Office during May 1939.

Conditions of Labour.-

Workmen's Compensation Statistics for the year 1937, together with a Note on the working of the Workmen's Compensation Act, 1923. Delhi: Manager of Publications, 1939.

Economic Conditions.-

- (1) Government of the United Provinces - Detailed Estimates and Grants for the year 1939-40. (As passed by the Legislative Assembly) Final. Allahabad: Superintendent, Printing and Stationery, U.P. 1939. Price Rs. 5/- .
- (2) Government of the Central Provinces and Berar - Report of the Industrial Survey Committee, Part 1, Vol. 1. Nagpur: Superintendent, Government Printing, C.P. and Berar. 1939.

Employment and Unemployment.-

Career Lecture Series, No. 14 - Shipping in India - delivered by Gaganvihari L. Mehta (Scindia Steam Navigation Co., Ltd.,) President, Indian Chamber of Commerce, Calcutta, 28th March 1939. Appointment and Information Board, Calcutta University.

Public Health.-

- (1) Annual Report for 1938 - League of Nations, Health Organisation, Eastern Bureau, Singapore. Printed by G.H. Kiat & Co., Ltd., Singapore.
- (2) Annual Administration Report of the Asansol Mines Board of Health for the year 1937-38. Asansol: Oriental Press. 1938.
- (3) Tenth Health Number (dated 15-4-1939), The Calcutta Municipal Gazette. Received from the Manager, the Calcutta Municipal Gazette, Calcutta.
- (4) Administration Report of the Medical and Public Health Department of H.E.H. the Nizam's Government for the year 1346 Fasli, (from 6th October 1936 to 5th October 1937) with the Review thereon. Hyderabad: Government Central Press. 1939.
- (5) Annual Public Health Report of the Province of Orissa for the year 1937 and the Annual Vaccination Report for the year 1937-38 - by Lt. Col. G. Verghese, I.M.S., Director of Public Health and Inspector-General of Prisons, Orissa. Cuttack: Press Officer, Government Press, Orissa. Price Rs. 2/- .

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Co-operation.-

Annual Report on the Working of Co-operative Societies in the United Provinces for the year 1937-38. Allahabad: Superintendent, Printing and Stationery, U.P. 1939. Price Re. 0-5-0.

Education.-

Report on Public Instruction in the Madras Presidency for the year 1937-38. Vol. 1. Madras: Superintendent, Government Press, 1939. Price Re. 0-10-0.

Agriculture.-

Department of Commercial Intelligence and Statistics, Government of India - Estimates of Area and Yield of Principal Crops in India, 1937-38. Published by Order of the Governor-General in Council. Delhi: Manager of Publications. 1939. Price Rs. 1-8-0. or 2s. 3d.

Migration.-

"Indians Overseas" - by T.S. Rajagopal, M.A., L.L.B., Lawyer, Santhepet, Mysore. Printed at the City Power Press, Mysore. Price Re. 1/- . 1938. (Purchased by the office).

Miscellaneous.-

- (1) Annual Report of the Civil Veterinary Department, Bihar, for the year 1937-38. Patna: Superintendent, Government Printing, Bihar. 1939. Price Rs. 1-4-0.
  - (2) "Handbook of Information on the Administration of the Presidency of Madras". 1939. Price Rs. 2/- .
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INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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Report for June 1939.

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Ratification.Dr. Convention re. Minimum Age (Non-Industrial  
Employment), 1937.

The decisions of the Government of India on the Dr. Convention re. Minimum Age (Non-Industrial Employment), 1937, were explained in a Statement laid before the Central Legislature by it in April 1938 (vide pages 1 to 2 of our April 1938 report). In pursuance of those decisions, the Central Government has now, by a circular letter addressed to provincial Labour Departments, drawn the attention of the Provincial Governments to the Convention with a view to considering whether local legislation is desirable in respect of any of the matters covered by the Convention.

When the Draft Convention was examined by the Central Government, it was found that, in India, with the exception of domestic service, young children were not employed in substantial numbers in non-industrial occupations. The regulation of employment of children in domestic service, however, was found not practicable in view of the large inspection staff and heavy expenditure for its organisation and maintenance which ratification of the Convention will necessitate.

(The Hindustan Times, 4-7-39). 4

National Labour Legislation.

Attention is directed to the following:-

Bengal:The Bengal Maternity Benefit Act, 1939. (Act IV of 1939).-

The Bengal Maternity Benefit Bill, 1937, was adopted by the local Assembly on 22-8-1938 and by the Council on 10-3-1939; notification of the assent of the Governor and the text of the Act are published at pages 25-29 of Part III of the Calcutta Gazette dated 20-4-1939.

(Bengal Government Gazette, Part III, dated 20-4-1939, pages 25-29).

Bengal:The Bengal Shop Hours and Shop Assistants Bill, 1938, Withdrawn.

This non-official Bill introduced by Mr. Humayun Kabir in the Bengal Legislative Council on 27-1-1938 was withdrawn on 5-5-1939 by Mr. Kabir on an assurance given by the Labour Minister that the Government of Bengal will introduce a Bill on the same subject at the next session of the Council.

(Bengal Legislative Council Debates of 5-5-1939, Vol. II, No. 3, Pages 123-132).

Bombay:Proposed Amendments to Bombay Payment of Wages Rules, 1937.

The Bombay Government proposes to revise Form IV appended to the Bombay Payment of Wages Rules, 1937. The amendment relates to the inclusion in the Form of statistics of aggregate wages <sup>paid</sup> ~~paid~~, including certain deductions made. Criticisms of the proposed amendments received till 25-8-1939 will be considered.

(Notification No. P.119 dated 17-5-1939, Page 873, Part IV-A, Bombay Government Gazette dated 25-5-1939).

Bombay:Constitution of Court of Industrial Arbitration.

By Notification No. 2955/34 dated 19-5-1939 the Government of Bombay has constituted under the Bombay Industrial Disputes Act, 1938, a Court of Industrial Arbitration consisting of three members.

(Bombay Government Gazette dated 25-5-1939, Part ~~XXXX~~ IV-A, Page 837).

Bombay:The Bombay Industrial Disputes Rules, 1939.

Under Notification No. 2847/34 dated 29-5-1939 the Government of Bombay publishes the Bombay Industrial Disputes Rules, 1939, made under the Bombay Industrial Disputes Act, 1938.

(Bombay Government Gazette dated 31-5-1939, Part IV-A, Pages 886-910).

Bombay:Appointment of Inspectors under the Employment of Children Act, 1938.

Under Notification No. 130/39 dated 2-6-1939, the Government of Bombay announces the list of officers appointed as Inspectors under the Employment of Children Act, 1938, to secure compliance with the provisions of the Act in the minor ports of Bombay.

(Bombay Government Gazette, Part IV-A, dated 8-6-1939, Pages 1006-1008).

Bombay:Proposed Bombay Employment of Children (Minor Ports) Rules, 1939.

These rules propose to provide for the appointment of Inspectors under the Employment of Children Act, 1938.

(Bombay Government Gazette, Part IV-A, dated 8-6-1939 - Notification No. 130/39 dated 2-6-1939, Pages 1009-1010).

Bombay:Application of the Bombay Industrial Disputes Act, 1938.

The Bombay Government has published a Notification No. 2847/34-A dated 30-5-1939 announcing the classes of concerns in the cotton textile industry to which the Bombay Industrial Disputes Act, 1938, will apply.

By another Notification - No. 2847/34-B dated 30-5-1939 - the Government specifies areas, which will be considered "local areas" for the purposes of the Act.

(Bombay Government Gazette Extraordinary dated 31-5-1939, Pages 1445-1446).

Bombay:Appointment of Conciliators under Bombay Industrial Disputes Act, 1938.

By Notification No. 2847/34 dated 10-6-1939, the Bombay Government announces, in supersession of its Notification dated 14-3-1939 (vide page 3 of our March 1939 Report), the names of the persons appointed as Conciliators for "local areas".

(Bombay Government Gazette dated 15-6-1939, Part IV-A, Pages 1029).

Bombay:Proposed Amendment of Bombay Factories Rules.

Under Notification No. 352/34 dated 12-6-1939, the Bombay Government proposes to amend the Bombay Factories Rules so as to include rules relating to the provision of first-aid boxes in factories employing between 10 and 20 workers to which the Act has been extended.

(Bombay Government Gazette, Part IV-A dated 15-6-1939, Pages 1032-1033).

Bombay:The Bombay Rent Restriction Act, 1939 (Act XVI of 1939).

This Act restricts the increase of rents of certain premises, in specified areas in Bombay Province, the standard rent of which does not exceed Rs. 80 per month. The Act is designed to curb the tendency of landlords to increase rents due to the recent decision of the Bombay Government to levy a tax on urban immovable property in the Province (vide the Bombay Finance (Amendment) Act, 1939).

(Bombay Government Gazette dated 19-6-1939, Part IV, Page 462-468).

Central Provinces:The C.P. and Berar Employment of Children (Non-federal Railways) Rules, 1939.

These rules relate to the appointment of Inspectors under the Employment of Children Act, 1938, to cover non-federal railways in the C.P. and to the classes of medical practitioners who can grant certificates of age in respect of young persons.

(The Central Provinces and Berar Gazette dated 23-6-1939, Part III, page 837).

The Mysore Code of Civil Procedure (Amendment) Bill,  
1939, referred to Select Committee on 21-6-1939.

The Mysore Government moved in the State Legislative Council on 21-6-1939 that <sup>the</sup> Bill further to amend the Code of Civil Procedure be read.

Statement of Objects and Reasons: The Statement of objects and reasons appended to the Bill states that the Code of Civil Procedure (Amendment) Act, 1938, which exempted from attachment for debt wages of labourers and domestic servants and salary to the extent of the first fifty rupees and one-half of the remainder of such salary was found defective in that, as the Act stands at present, the wages of most skilled workmen do not appear to come under any sort of exemption, not even the fifty rupees limit, since their remuneration which is fixed on the daily rate basis is not considered as salary.

Again, as the Act stands at present, wages of labourers and domestic servants, and salaries of officials, etc., are exempt from attachment whether before or after they are actually payable. But the salary of private officials and workmen is not exempt from attachment if it has become actually payable. There is no necessity for the distinction and this exemption from attachment after the salary has become actually payable should be allowed to private employees also.

The Bill was referred to a Select Committee on the same day.

(The Hindu, 22-6-39).

The Mysore Workmen's Compensation (Amendment) Bill, 1939:  
Measure granting Compensation for Silicosis adopted.

The Mysore Government introduced a Bill in the State Legislative Council on 21-6-1939 to amend the Workmen's Compensation Act, 1928, to empower Government to introduce rules governing the grant of compensation to workmen found to be suffering from silicosis -- in view of the special character of the disease and the large number of workers involved.

The Bill was passed by the Council the same day.

(The Hindu, 22-6-39)..+



Conditions of Labour.

Prevalence of Forced Labour in Orissa;  
Government decline to publish Report of  
Special Officer. -

Attention is directed to page 2 of No.1, Vol. IV of the Official Report of the Orissa Legislative Assembly, (proceedings of 25-2-1939) where is published an interpellation by Babu Sadasiva Tripathy in which he sought information regarding ~~the~~ report of a Special Officer appointed by the local Government to enquire into the prevalence of "bethi" and "hegar" (forms of forced labour) ~~prevalent~~ in certain parts of the Province. In its reply, the Government, while admitting the receipt of the report of the Special Officer, declined to lay a copy of it on the table of the House as it did not "consider it will be in the public interest" to do so.

Liability of Employer for Arrears of Workers' Pay;  
Plea of Engagement by sub-Contractor not valid;  
Judgment by Commissioner of Workmen's Compensation,  
Calcutta. +

Mr. S.N. Nodak, I.C.S., Commissioner for Workmen's Compensation, Bengal, dismissed the case recently brought by the Chief Inspector of Factories, Bengal, on behalf of a number of workers of the National Metal Industries Ltd., of Dum Dum against Mohamed Razak, described as a contractor under the proprietor of the National Metal Industries, Ltd., to recover a large amount of money from the said company in respect of wages in arrears under the Payment of Wages Act. It was found on the evidence that the real employer in the case, was the firm, National Metal Industries, Ltd., and that consistently with the intentions of the Payment of Wages Act, the Company could not introduce an outsider styling him as the contractor and make him responsible for payment of wages.

The following is the concluding part of the judgment, in the course of which the Commissioner has passed a stricture upon the Inspector of Factories.

"I have no hesitation in finding that the opposite party, Mohamed Razak, was not the employer responsible for the payment of wages to the workers on whose behalf the Chief Inspector of Factories made this application. This sort of arrangement is to be severely deprecated in so far as it renders the question of responsibility for the payment of wages extremely hazy, and seriously jeopardises the right of the workers to receive wages in due time. It is conceivable that an employer might introduce in due time, a man of straw giving him the style and designation of a contractor and making him responsible for the payment of wages, and finding in the long run, that this man was not able to pay, leave the workers in serious difficulties. Such a situation, in my opinion, completely militates against the spirit and fundamental policy involved in the Payment of Wages Act, and I should expect that the Inspector of Factories would consistently discourage introduction of so-called contractors of this type, in the interest of the workers themselves. .... I should imagine however that a properly instituted and a properly proved case against the National Metal Industries, Ltd., ought to succeed."

(New Equity, (Official Organ of the A.B. Railway Employees' Association) Comilla, May 1939 issue). +

Conditions of Work in Oils, Paints, Soap manufacturing and other Miscellaneous Industries in Bombay Presidency:  
Report by Bombay Labour Office (fourth  
Report in General Wage Census Series) \* .

The fourth of the series of reports prepared as the result of the general wage census covering all perennial factories in the Bombay Province, undertaken by the Bombay Labour Office in 1934, has now been published. The first report dealt with wages, hours of work and conditions of employment in the engineering industry (vide pages 14 - 17 of our January 1936 report) and the second and third with conditions in the printing

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\*  
Labour Office, Government of Bombay. General Wage Census.  
Part I -- Perennial Factories. Fourth Report.  
Report on Wages, Hours of Work and Conditions of Employment in the Oils, Paints and Soap; Match Manufacturing and other Miscellaneous Industries in the Province of Bombay.

May 1934.  
Prepared by the Labour Officer, Government of Bombay.  
Printed at the Government Central Press.  
Price. -- Annas 11 or 1s. 2d.

and textile industries respectively (vide pages 22-25 of March 1936 and pages 16 - 22 of June 1937 reports of this Office). The Labour Office has also published a report on wages, hours of work and conditions of employment in seasonal factories. (vide pages 10 to 14 of our February 1939 report).

Industries Covered:- The present report covers all perennial industries not covered by the three ~~previous~~ previous reports, namely, (1) oils, paints and soap industry, (2) match manufacturing industry, (3) rubber, crepe and leather manufacturing industry, (4) refined sugar manufacturing industry, (5) chemical and pharmaceutical industry, (6) aerated water manufacturing industry, (7) glass manufacturing industry, (8) tobacco and cigarette manufacturing industry, (9) flour milling industry, (10) paper manufacturing industry, (11) dairying, biscuit and sweet manufacturing industry, (12) tiles manufacturing industry, (13) power laundries, (14) distilleries, and (15) gold and silver thread industry.

Scope of Report:- The report gives for each of these industries information relating to the labour force employed, rates of wages and wage periods, shifts, hours of work and leave, and welfare work.

Exaction of Forced Labour in Assam Forest  
Department: Interpellations in the Local  
Assembly.

The following information about exactions of forced labour from certain forest tribes living in the forests of Assam by the Forest Department is taken from the reply given by the Assam Government to interpellations on the subject put in the Assam Legislative Assembly on 6 and 9-12-38.

The system of forced labour exacted may be described as follows: Firstly, there are those people who remain in the forest and cultivate land there and who in lieu of the land they are given to cultivate have to give labour in exchange. Then there are villagers who live outside the forest and who are given land in the forest to cultivate in lieu of which they have to render labour for 10 days. There are others who render 10 days' labour in lieu of which they are given fuel, thatch, etc. for domestic purposes. They are required to work in the forests in clearing jungles. Formerly they had to render some domestic services to the Forest Officers, but such services have now been abolished by Government. No payment of any sort is made for such labour. Recently orders were issued by the Government to reduce the ~~the~~ number of days of free labour to be given by forest villagers from 10 to 5. If the labourers desire to pay rent in lieu of the labour, they will be allowed to do so.

(Vide pages 903 to 906 and 1146 to 1149 of the Assam Legislative Assembly Debates of 6 and 9-12-1939 respectively).+

Legislative Programme of the Madras Government;  
Proposals re. Settlement of Trade Disputes, Unemploy-  
ment Insurance and Indebtedness of Workers. +

Proposals for the establishment of permanent machinery for the settlement of trade disputes, reference of disputes to Boards of Arbitration, establishment of sound trade unions to be recognised and consulted by employers and unemployment insurance assistance are contained in a Memorandum which the Madras Government has circulated among industrial employers of the province. The memorandum will form the basis of discussion at a meeting arranged between the Hon'ble Mr. V.V. Giri, Minister for Industries and Labour, and the employers, to take place on 29-6-1939. The salient features of the memorandum are summarised below;

Settlement of Trade Disputes.- Legislation with respect to the relation between employers and workers will be on the basis of internal settlement of disputes; if such settlement be not possible then alone would there be friendly intervention of Government directly or through their officers. The proposed enactment contemplates the appointment of a Labour Commissioner and empowers him to appoint Conciliators. If the Labour Commissioner or the conciliators are unable to settle the dispute either of the parties or both of them together may approach the Conciliation Boards which are proposed to be set up permanently. The enactment also contemplates the setting up of an Arbitration Board to settle these disputes found difficult of settlement by the Conciliation Board. Reference of a dispute to the Arbitration Board is dependant on both the parties to the disputes agreeing to that course and the award of the Board will be binding on the parties.

Development of Trade Unionism.- In order to get optimum results from the machinery set up to settle trade disputes, the Government considers that the establishment of sound trade unions is necessary. To this end, Government's policy will be to encourage workers to join unions in large numbers and to recognise unions fairly representative of workers. Recognition will confer on unions the rights to be consulted by the employers on labour matters and to negotiate with employers improvements desired by workers. Consultation or negotiations with non-recognised unions are not precluded but recognised unions have the right to be consulted. No alteration in the working conditions will be permitted unless the recognised union of workers affected by the proposed alteration has been consulted. "Working Conditions" will be defined on the lines of the Industrial Disputes Act of Bombay.

Unemployment Insurance.- As regards unemployment insurance the proposal is to pass an enabling measure which in the light of experience gained may be gradually extended to various industries in the province. To begin with, it is proposed to apply its provision to the best organised industry in the province, namely, the textile industry. The scheme will be under State control and will be of a compulsory character.

Classes of Workers Ineligible to Insure. - The following class of workers will not be eligible to participate in the benefits of the scheme:-- (1) Those whose annual earnings exceed Rs. 960. (2) Those who are in receipt of any pension or income of the annual value of Rs. 600 or upwards which does not depend upon their personal exertion. (3) Casual or temporary workers, i.e., those who are without continuous work for a period extending over six months including "seasonal" workers who are discharged after the period for which they are temporarily engaged and "short-time" workers whose work consists in working either a reduced number of hours per day or a reduced number of days per week or working for a period, say a week and having no work during the following week. (4) Those who are already in receipt of benefits under any other scheme, such as under the Workmen's Compensation Act, the Maternity Benefit Act, etc. (5) Children (persons who have not completed the age of 15). (6) Those above the age of 55.

Conditions of Eligibility. - The benefit will be given only to those whose unemployment is involuntary, that is to say, due to causes beyond the control of workers. This would exclude workers who voluntarily quit service who are dismissed for misbehaviour, and also those who are on strike. To be eligible for the benefit, the unemployed worker should both be available for work and capable of doing work suitable for him. He should show that he is capable of doing work of a kind such as he may have some reasonable opportunity of obtaining, and of keeping and of performing it in the ordinary manner. This will exclude from the benefits of the scheme those workers who as a result of sickness, accident, invalidity or old age are not able to work. Benefit will not be paid if employment is refused when offered by the prescribed authority. In order that workers observe these conditions they may be required to register their names with the prescribed authority and that authority will be responsible for the placement of workers. Placement shall be the responsibility of the State.

Contribution to the Fund. - It is proposed to require every employer who may come under the scope of the Act to contribute a sum equivalent to one quarter anna for each worker employed per day and, in addition to recover from the wages of their workers a like sum for contribution to a fund to be created for the purpose. The Government will be free to add to the contributions of the employers and workers with a view to strengthening the financial position of the fund. The Government will be empowered to prescribe in the light of the financial position of the fund a schedule of the benefits payable and the maximum period during which such benefits may be paid. The Government will also be empowered to prescribe penalties for breach of the provisions and to grant exemptions in any particular case from any of the provisions.

Statistics of Employment and Unemployment. - With a view to assess periodically the seriousness and extent of unemployment situation in the various undertakings in the Province, Employers of labour engaging more than 10 persons throughout the year will be required to submit returns to the Government through the prescribed authority giving statistics of employment and unemployment, etc.

Indebtedness of Workers.- The Madras Government also contemplates the introduction of legislation for relieving industrial labourers from indebtedness and has invited the view of the District Collectors on the subject.

With regard to affording relief to agricultural labourers from indebtedness, the Government consider that on account of the peculiar conditions in which agricultural labourers are placed, they cannot be brought within the ambit of the legislation contemplated for industrial workers. The Board of Revenue has been requested to report, in consultation with District Collectors, whether legislation for the relief of indebtedness of agricultural labourers is necessary and, if so, to indicate the lines on which such legislation can be undertaken.

(Summarised from the Government memorandum on the proposed legislation, copies of which were received in this Office.)+

Criticisms of Employers.- The Southern India Millowners' Association sent its criticisms of the above scheme in the last week of June 1939; a brief summary of the Association's criticisms is given below;

Legislation re. Industrial Disputes.- The compulsory arbitration plan contemplated by the Government to settle industrial disputes will not be a very healthy procedure in the long run. The Chamber's experience of arbitrations in the past has not been a happy one and it suggests as a via-media the appointment of an arbitrator acceptable to both sides.

Recognition of Trade Unions.- It would be advisable to make recognition of a union by an employer compulsory only if the union has in its a membership at least 50 per cent. of labourers in the mill of the employer. The Government should direct its energies to the organisation of sound trade unions which are not influenced by outside politicians. This is a step which should be taken before making recognition of unions compulsory.

Unemployment Insurance.- The institution of an unemployment insurance scheme will, due to the incidence of the additional financial burden on industry, greatly retard the industrial progress in the province. It is pointed out that Madras Province counts only for 1/10th of the number of spindles working in the whole of India, while the rest of India, including Indian States, share the remaining 9/10ths; competition from outside will, therefore, be keen. The Association also considers that it would be highly injudicious and improper to tax one industry alone leaving the others free.

Course of Labour Legislation.- The attention of the Government is drawn to the ~~the~~ divergent standards set up in provinces due to the lack of uniformity in provincial labour legislation; the need for a proper co-ordination in labour matters is also stressed by the Chamber.

(The Hindu, 29-6-39).+

Labour Ministers' Conference with Employers.- The Labour Minister met representatives of employers at a Conference on 29-6-1939 to discuss the Madras Ministry's immediate labour programme.

Industrial Disputes Legislation.- It is learned that as regards the contemplated Industrial Disputes Legislation, the employers' representatives wanted to know more details as to how the Government would define working conditions, what machinery of approach the Government would recommend between labour unions and the employers in cases of disputes and what percentage of membership would be fixed as a condition precedent to the recognition of a union.

Unemployment Insurance.- Regarding unemployment insurance, the representatives of the textile industry promised to acquaint the Government with the present position of the industry and submit their views on the proposal as early as possible.

At the close of the conference which lasted over an hour, the Minister is stated to have informed the representatives of employers that the Government would give all the interests concerned ample time to consider the details of the proposed legislation after the publication of the draft bills.

(The Hindu, 29-6-1939)..+

Working Class Cost of living Index Numbers for Various Centres in India in April 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during April 1939 as compared with the prededing month.

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in April 1939 remained unchanged at 103. The average in the year 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during April 1939 rose by 1 point to 69. The average for 1938 was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during April 1939 remained stationary at 71. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in April 1939 increased by 1 point to 60.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in April 1939 declined by 1 point to 55.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during April 1939 advanced by 1 point to 97.

(Extracted from the April 1939 issue of Monthly Survey of Business Conditions in India).

Bengal to adopt Industrial Disputes Act on  
Bombay Model; Labour Minister's Hint in Legislative  
Assembly. +

According to an Associated Press message from Calcutta during question hours in the Bengal Council on 15-6-39, the Minister for Labour, Mr. H.S. Suhrawardy, hinted at the possibility of the Bengal Ministry introducing Legislation on trade disputes on the lines of the Bombay Industrial Disputes Act, 1939. Mr. Suhrawardy said that the question was under examination of the Government at the moment. The Minister added that during the last six months there were thirteen disputes in the various jute mills in the province, involving stoppage of work, and fourteen such disputes in the jute presses. The speaker stated that the Government were aware of the vigorous communistic propaganda carried on in the jute mill areas.

(The Hindu, 15-6-1939). +

Bengal Chauffeurs' Union's Demands; Labour Commissioner's  
Enquiry re. Uniformity of Service Conditions..

It is understood that Chauffeurs in Bengal have recently organised themselves into a union, and that representatives of the Union waited in deputation on the Labour Minister, Bengal, to submit their grievances. The main grievance is that there is no uniformity in service conditions of chauffeurs employed by different mercantile firms with regard to tenure of service, provident fund, gratuity, pension and leave facilities.

Enquiry by Labour Commissioner. - In this connection, the Labour Commissioner of Bengal, it is understood, has written to various business concerns inviting their opinion on the demands formulated by the Chauffeurs' Union. Assuming that the present conditions of service vary considerably, he has requested business concerns to furnish him with their views as to whether they consider it desirable to attempt to introduce some degree of uniformity in service conditions and how far it would be a practicable proposition. The Labour Commissioner has also asked them to supply him with typical examples of minimum and maximum pay and other benefits for chauffeurs at present obtaining in mercantile firms. The Government of Bengal in the Department of Labour also is understood to have addressed similar letters to business concerns.



Views of Employers.- From enquiries made by a representative of the Statesman, it is understood that while the employers are sympathetically disposed towards the demands of the Chauffeurs' Union, they are under the circumstances prevailing not in a position to provide for all the facilities claimed by the Union. The question, according to them, should not be considered from the point of view of chauffeurs only. They have also to take into consideration the case of hundreds of their other employees who do not enjoy all the privileges asked for by the Chauffeurs' Union. They are against making any distinction between different sections of their employees and in their view whatever privileges they may grant to their staff should cover the entire staff uniformly, and not chauffeurs only.

(The Statesman, 28-6-39). +

Digboi Labour Dispute; A.I.C.C. condemns  
Attitude of Assam Oil Company. +

At pages 14 to 16 of our Report for February 1939 were given details of a dispute between the Assam Oil Company at Digboi and the Assam Oil Company Labour Union, and of the recommendations of the Court of Enquiry appointed by the Assam Government to go into the dispute. While discussions were going on between the Company and the Union regarding the effect to be given to the recommendation of the Court of Enquiry, 63 workers were discharged in several batches by the Company on the ground that they were surplus hands. The Union claimed that there was an understanding that the status quo would not be disturbed during the investigations and negotiations, and that the Company was not justified in discharging the 63 men. The protests of the Union as each batch of workers in the 63 discharged was sent out was disregarded by the Company.

Strike Declared on 3-4-1939.- In consequence, the Union declared a strike on 3-4-1939 on the issue of the discharge of the 63 workers, though discussions regarding the effect to be given to the recommendations of the Court had proceeded apace smoothly and the Company had agreed to implement the major portion of the recommendations. The Union's claim was that the Company should have consulted it before effecting the discharges and that in a big establishment employing above 10,000 workers there was no occasion for the hasty discharge of such a small number of men, especially while the whole question of the relation between the Union and the Company and the terms of employment, including the question of security of service, was under investigation and negotiation. The Company, however, claims that the strike was

engineered <sup>through</sup> by political motives and that the union was on the look-out for a pretext to precipitate a strike.

Soon the strike covered the entire labour force of the Company, and the main demand of the strikers ~~has been~~ the re-employment of the 63 discharged men. The Company has made it clear that it would not employ any discharged hands as they were not required and also that out of the strikers only as many would be taken back as were needed.

Efforts at Settlement.- Dr. Rajendra Prasad, President of the Indian National Congress, was approached to effect a settlement of the dispute. He, along with a few other leaders, held discussions at Calcutta early in June 1939 with the Assam Premier, and representatives of the Company and the Union.

Demands of the Union.- The minimum demands of the Union as against the Company were as follow:- (1) All strikers to be taken back. (2) Workers dismissed during the pendency of the dispute to be reinstated. (3) All outstanding points of dispute to be referred to and finally settled by a Board of Conciliation or Arbitration to be appointed by the Government.

Terms offered by the Company.- The position taken up by the Company was briefly as follow:- (1) Discharged men cannot be re-employed since the labour force at present is in excess of the work available. (2) The management cannot agree to workers exercising joint control in the matter of employment of labour. (3) Assurances cannot be given to take back strikers if their places have already been filled, but the management is willing to absorb them gradually in vacancies. (4) The management is willing to bear the expenses of repatriation of unemployed strikers and their families (5) The management undertakes to implement all the recommendations of the Court of Enquiry, approved by it.

Finding that <sup>a</sup> compromise formula could not be evolved, Dr. Rajendra Prasad gave up hopes of an amicable settlement.

(The Amrita Bazar Patrika, 18-6-39).

A.I.C.C. Resolution on the Situation.- The All India Congress Committee which met at Bombay on 21-6-1939, adopted the following resolution regarding the situation.

"This Committee views with grave concern the prolonged strike at Digboi and expresses its sympathy with the strikers in their distress. The Committee regrets that the Assam Oil Company has not seen its way to accept the modest suggestion of referring the question of the method and time of re-employment of the strikers to a conciliation board to be appointed by the Government of Assam. In the opinion of this Committee no corporation however big and influential it may be can be above public criticism or Government supervision and legitimate control. Moreover, as was declared at the Karachi session, the Congress policy is

that there should be State ownership or control of key industries. The oil industry is undoubtedly a vital key industry. This Committee therefore hopes that better counsels will prevail with the company and that its directors will accept the modest suggestions made on behalf of the Committee by the President of the Congress. If however the directors do not see their way to do so, the Committee advises the Assam Government forthwith to undertake legislation for making the acceptance of the decisions of the Conciliation Boards obligatory and further to give notice to the Company that the Committee may reluctantly be obliged to take such steps as may be necessary to stop renewal of the lease to the Company on its termination. At the same time ~~that~~ this Committee urges the Company to fall in with the just suggestions made by the Committee, it hopes that the Labour Union will be ready to listen to the Committee's advice, and if they were to retain Congress and public sympathy they will be ready and willing to abide by the advice that may be tendered to them by the Committee.

(A.I.C.C. News Letter No. 6 dated 30-6-1939).

Factory Administration in India, 1937. \* +

The Statistics included in the Note on the working of the Factories Act, 1934, for the year 1937, exclude Burma, which was separated from British India on 1-4-1937. The totals for 1936 shown for purposes of comparison in the Statements, have been altered from the figures shown in the previous report, so as to omit statistics for Burma, and reference in the Note to statistics for 1936 relate throughout to British India without Burma.

Number of Factories:- The total number of registered factories during the year which increased from 9,189 in 1936 to 9,863 was again the largest ever recorded. The number actually working, which included 625 premises notified as factories under Section 5(1) of the Act, was 8,930, of which 5,287 were perennial and 3,643 seasonal. 90.5 per cent. of registered factories worked during the year. The number of new factories registered was 987 and the number struck off the registers 313.

Statistics of Operatives:- The average number of operatives employed during the year increased from 1,562,917 in 1936 to 1,675,869 in 1937, the highest ever recorded. The most marked increases were Bombay (43,436), Bengal (35,223), Madras (15,830), the United Provinces (5,982), the Punjab (5,511), Bihar (3,793) and Sind (2,562). The number of workers employed in the cotton textile industry rose from 426,784 in 1936 to 474,134 in 1937. Jute mills employed 305,785 workers in 1937 against 289,136 in 1936, an increase due to the establishment of a few small mills and the adoption of double shift by several of the old Mills.

Employment of Women and Children:- The number of women employed in factories increased from 222,759 in 1936 to 232,122 in 1937 but the number of children employed decreased from 11,967 to 10,833. The percentage of children to the total factory population was .76 in 1936 and .64 in 1937. But the apparent increase in female labour is partly to be explained by the fact that new premises, carried on without the aid of power and probably already employing large numbers of women, were brought within the scope of the Act. Madras and Bombay, which used notification to a great extent, showed 3,870 and 3,239 more women respectively in factory employment.

Hours of Work:- Percentage of Factories in which the normal weekly hours are:---

		Not above 42.	Between 42 and 48.	Above 48.
Perennial --				
	For men ..	6	24	70
	For women ..	11	18	71

\* Statistics of Factories subject to the Factories Act, 1934, (XXV of 1934) for the Year ending December 31st, 1937 together with Note on the working of the Factories Act during the year.

Published by order of the Government of India. Published by the Manager of Publication, Delhi. 1939.

Price: Re. 1-2-0- or 1s. 9d. *7/4.37.*

Not above 48. Between 48 and 54. Above 54.

Seasonal --

For men ..	25	13	62
For women ..	33	11	56

Prosecutions and Convictions:- The Bengal report mentions the difficulty of enforcing the law in factories where the labour is employed by contractors, or overlapping shifts are in vogue and dwells on the inadequacy of small fines when compared with the substantial profits to be made by evasion of the law. In the Central Provinces and Berar, prosecutions were launched in 5 cases for employment of workers beyond the specified hours in contravention of section 42, and the accused were adequately fined. In the Punjab, as many as 92 cases were instituted for employment of workers outside prescribed hours, but ~~no~~ comment is made on the inadequacy of the penalties imposed on occupiers of cotton ginning factories, and the deliberate character of the offences. Three cases of working without weekly holidays, in excess of 54 hours and in violation of the spread-over rule in the Central Provinces and Berar, and 7 cases in the United Provinces of working without holidays and outside the specified hours resulted in convictions and fines. The number of convictions obtained under the Act was 1,182 as against 934 in 1936. The chief increases were in Madras (27), Bombay (24), Bengal (31), the Punjab (130), and Sind (78). In the Punjab, overworking in ginning factories and in Sind failure to give weekly holidays were largely responsible for heavier penal action.

Wages:- The wages of skilled and unskilled labour were more or less steady.

Safety:- The safeguarding of machinery and plant continued to receive close attention in all Provinces. In Sind, most of the small factories had to be ordered by Inspectors to provide guards and fencing. In Madras, 24 prosecutions were instituted for contravention of provisions relating to fencing and guarding, and convictions were obtained in 20 cases, the remainder being undecided at the end of the year. In Assam and in the United Provinces, numerous orders were issued for installing adequate guards and fencing and the United Provinces launched eleven prosecutions. Bengal mentions further progress in the improvement of fencing in the Jute Mills of the Calcutta and Howrah areas. In Sind and the United Provinces, factory managers were impressed with the importance of wearing close fitting clothing. In the Central Provinces and Berar, occupiers in many cases attempted to evade their responsibilities by requiring their operatives to buy themselves clothes or by supplying a single pair of shorts to do duty for the whole season. In Bombay, slackness in providing or, after providing, in compelling workers to wear close fitting garments was reported in some ginning factories. Four prosecutions ended in fines being imposed.

Inspections:- The number of factories inspected during the year was 7,908 or 88.5 per cent. of working factories. The percentage of perennial and seasonal factories inspected to the total number of such factories was 91.5 and 84.2 respectively as against 94.4 and 88.3 in the preceding year. No factory remained uninspected in the Central Provinces and Berar, Delhi, Ajmer-Merwara, Bangalore and Coorg.

(Factory administration in India during 1936 was reviewed at pages 21 to 23 of our May 1938 report).+

Workers' Organisations.

2nd All-Punjab Insurance and Banks Employees'  
Conference, Lahore 10 & 11-6-1939. .

The 2nd All-Punjab Insurance and Banks Employees' Conference was held at Lahore on 10 and 11-6-1939 under the Presidentship of Dr. Suresh Chandra Banerjee, President, All India Trade Union Congress.

Presidential address.- Dr. S.C. Banerjee, the President, stressed the need for employees of insurance companies and banks to organise themselves into a strong trade union for purposes of collective bargaining, and heartily approved the Conference's intention to affiliate their union to the All-India Trade Union Congress.

Referring to the difficult conditions of work under which the employees of insurance companies and banks laboured, he said:- "Many of these have not yet provided for service rules regarding salary, security of tenure, promotion, provident fund, gratuity, old age pension and sick leave. Many of you are also to work overtime from eight in the morning till late in the night without any compensating return. In many offices the work of thirty hands is done only by ten. There are many offices where dismissal comes as a matter of course and at the sweet will and pleasure of the man at the head. Some times it so happens that when a clerk reaches the salary of say Rs.50 or Rs. 60 from the meagre initial start, he is given the sack for reasons of economy and a new hand is taken in at much reduced salary in his place. In many offices it takes years to get a total increment of Rs. 10, and even this increment is not dependant upon the merit of the work put in, but on the choice of the man at the top. The fixed service rules relating to hours of work etc., if they are observed more in their breach.

Dealing with the economic and financial back-ground of insurance companies, he said that they had almost limitless possibilities for expansion. While in 1905 the new business of companies operating in India was Rs. 80 million, in 1936 it had shot up to 460 millions. In this country, not to speak of the rural population and the lower middle class, even the higher classes have not yet taken to insurance in any measure comparable even to many unimportant countries in the West. In America, the per capita insurance is Rs. 2,318, in Canada Rs. 1,760, in England Rs. 732, while in India it is only Rs. 5.5. In so far as Banks are concerned, India lags still further behind.

Resolutions.- The following were among the more important resolutions adopted by the Conference.

(a) A resolution, embodying the general demands of the employees of insurance companies and banks urged the Government to give statutory sanction to the following demands regarding conditions of employment and work:

(1) Clerks should not be employed on less than Rs. 40 p.m. and peons should not get less than Rs. 20 p.m.

(2) Clerks should get Rs. 5 yearly increment and peons Rs. 2.

(3) Peons should get free quarters and free medical aid at the company's cost.

(4) No employee should be made to work for more than six hours. If the employers wanted an employee to work for longer hours, he should be given overtime pay; in no case should any employee work for more than 42 hours a week.

(5) No employee should be made to work on Sunday or any holiday; those working on a holiday should get double pay.

(6) One month's privilege leave and 15 days' casual leave should be given to every employee. Employees should also be given provident fund and gratuity benefits.

(7) The Board of Directors should have a representative of the employees.

(8) No employee, excepting <sup>the</sup> cashier, should be asked to deposit a cash security.

(9) Apprentices should be given some remuneration and should be confirmed after six months.

(b) The Conference demanded that, in pursuance of the Karachi resolution of the Indian National Congress, no officer of insurance concerns should get more than Rs. 500 per mensem as pay, and that no officer should be paid <sup>the</sup> ~~for~~ class travelling allowances when on tour.

(c) The Conference requested insurance and banking concerns to grant recognition to the Union, to allow their employees to become members freely, and allow the Union to represent the employees in all disputes that may arise.

(The Tribune, 13-6-1939). +

Textile Workers and Depression in Textile Industry;

Mr. N.M. Joshi Suggests All-India Textile Workers'

Conference. +

In view of the critical labour situation in the textile industry, wage cuts, closure of night shifts and the consequent increase of unemployment, Mr. N.M. Joshi, M.L.A., president of the All-India Textile Workers Conference, has suggested that a conference of representatives of the textile workers in India be convened at an early date in Bombay to discuss the situation and devise ways and means to meet it. The date of the conference is to be announced later.

(Times of India, 19-6-1939).



All-India Textile Conference on 24-7-39.- In pursuance of this suggestion, an informal conference of representatives from various textile centres was held at Bombay, to consider the present situation in the textile industry. Mr. W.M. Joshi, President of the Textile Workers' Conference, presided. Representatives from Bombay, Cawnpore Sholapur and South India attended the meeting.

Mr. Joshi, in his opening speech, drew attention to the increasing unemployment and closing of night shifts. There were reports, he said about wage cuts and rationalisation also. He stressed the need for collecting full and detailed information and for summing a conference of textile delegates from all over India. In the general discussion which followed, views were expressed, that the deterioration of situation was universal and required immediate consideration before final decisions were taken. It was therefore decided that an All-India Textile Delegates' Conference should be held at Nagpur on 24-7-1939, the earliest date available. It was further decided that during the intervening period detailed information should be gathered regarding wage-cuts, unemployment and other grievances.

Messrs. Ranadive and Dange were put in charge of issuing a detailed questionnaire to all the Textile Unions, with a view to elicit detailed information.

(The Times of India, 3-7-39)..

Economic Conditions.Planning Coal Industry of Bihar: Government  
appoints Committee.

It is understood that the Government of Bihar has appointed a Committee to examine (i) the present difficulties of the coal industry of the province with a view to its re-organisation, (ii) the possibilities of planning the industry, and (iii) schemes for the utilisation of the by-products of the industry. The Director of Industries, Bihar, is the Convener of the Committee.

(The Amrita Bazar Patrika, 11-6-1939). +

Industrial Development of Bihar: Reports of  
Mechanical and Chemical Industries Committees. +

Reference was made at page 28 of our December 1939 report to the appointment of three sub-Committees by the Government of Bihar for carrying out detailed investigations into the prospects of different industries in the Province. Two of these Committees, which investigated the ~~possibilities~~ possibilities of mechanical and chemical industries respectively, have now reported; a brief summary of their recommendation is given below:

Mechanical Industries.- The report declares that the proximity of raw materials, adequate water supply, availability of trained labour, transportation facilities and cheap electric power make Bihar pre-eminently suited for the establishment of large mechanical industries. The Committee has recommended the establishment, at present, of the following industrial units: national engineering workshop, structural workshop, sheet metal products company, tool steel products company, bolts, nuts factory, metal products company, metallic lamp manufacturing company, umbrella fitting manufacturing company, electrical products manufacturing wire cable company, and electrical communication apparatus manufacturing company.

The initial investment for these industrial units will be approximately Rs. 65 millions. The Committee suggests that all industries should be financed and controlled by the State, but managed by private firms of national repute, on the lines of the State-owned and company managed railways. The scheme according to the Committee, will provide employment to about 300,000 workers.

Chemical Industries.— The Chemical Industries Committee recommends, as the first instalment of industrial planning, the establishment of low temperature coal carbonization and the manufacture of fertilizers. These industries, states the report, are of all-India importance and require capital of about Rs. 125 millions. The Committee considers it desirable that the Government should also help in various ways the establishment of the following basic industries on a provincial scale only; (1) sulphuric acid in conjunction with low temperature carbonization, (2) alkali industry, (3) glass and ceramics, (4) pulp paper and cardboard, and (5) bone crushing and superphosphates.

The report gives detailed suggestions and recommendations regarding the possibilities of various industries, including coal, manures, phosphates, heavy chemicals, sulphuric acid, alkali, oil crushing, soaps, paints, and varnish industries, industrial solvents, lac, rubber, leather, pharmaceuticals, match, and electro-chemical industries.

(The Statesman, 15-6-1939).

Crisis in the Indian Textile Industry: Millowners' Associations of Bombay and Ahmedabad propose All-India Mill-owners' Conference.

The Millowners' Associations of Bombay and Ahmedabad have jointly addressed to the other textile millowners of India a proposal to hold an All-India Millowners' Conference to discuss the present depressed conditions in the textile industry and to concert measures for meeting the crisis. They have enquired whether, in view of the present state of the industry, millowners would agree to a voluntary restriction of production on both day and night shifts. If the answers of a great majority of mills in ~~and~~ India indicate that an all-India and temporary restriction of production would be desirable, it is intended to take steps to call an all-India conference to frame a simple and workable scheme.

(Bombay Chronicle, 5-6-39).

The Bengal Millowners' Association, Calcutta, while agreeing that Bengal also is affected by the depression, has pleaded that the peculiar conditions in Bengal at present, principally the fact that Bengal mills are small units (out of 24 cotton textile mills in Bengal, 16 have less than 116 spindles each), render

any attempt at restriction in Bengal impossible.

(Bombay Chronicle, 22-6-39).

The Cawnpore millowners have agreed to attend the Conference, if and when held.

(Times of India, 16-6-39). +

Second Session of National Planning Committee,  
Bombay, 4 to 17-6-39: 29 Sub-committees appointed  
to report by 31-12-39. +

The second session of the National Planning Committee was held at Bombay from 4-6-39 to 17-6-39 under the presidentship of Pandit Jawaharlal Nehru. (The first meeting of the Committee was held in December 1938. For further information vide pages 30-31 of the report of this Office for December 1938).

Representatives present.- There was a large attendance of members including representatives from Hyderabad, Mysore, Baroda and Bhopal States. Representatives of various provincial Governments were also present. Four Ministers of Industries, the Hon'ble Dr. Syed Mahmud (Behar), the Hon'ble Mr. V.V. Giri (Madras), the Hon'ble Mr. C.J. Barukha (Central Provinces), and the Hon'ble Mr. L.M. Patil (Bombay) also attended the meeting.

General Principles.- Certain general principles underlying national planning were enunciated in a Preliminary Note submitted to the Conference by Pandit Nehru to form the basis of discussion. The more important points in the Note are summarised below:

Equal Opportunities for all.- The ideal of the Congress is the establishment of a free and democratic State in India; such a full democratic State involves an egalitarian society, in which equal opportunities are provided for every member for self-expression and self-fulfilment, and an adequate minimum of a civilised standard of life is assured to each member so as to make the attainment of this equal opportunity a reality. This should be the background or foundation of the plan.

Cottage and Large-Scale Industries.- The Congress has laid great stress on the encouragement of cottage industries in India. This does not necessarily mean a conflict between cottage industries, ~~factories and industries~~ A large number of essential industries, which are necessary for the independence and well-being of the country, must inevitably be on a large-scale.

State Control and Ownership of Key Industries.- The Congress has laid down in its Karachi resolution on fundamental rights that the State shall own or control key industries and services, mineral resources, railways, waterways, shipping and other means of public utilities. A legitimate extension of this

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principle would be to apply it to all large-scale enterprises. It may be impracticable to insist on State management of existing industries in which vested interests have already taken root. But wherever even an established industry under private control receives aid or protection from the State or tends to develop into a monopoly, or comes into conflict with the general policy of the State in regard to workers or consumers, the State should take necessary steps to assure conformity in all such ventures with its basic policy and with the objective laid down in the plan.

Fundamental Rights of Labour.— The Note reiterated the principles laid down by the Karachi resolution on the subject:

(a) The organisation of economic life must conform to the principle of justice, to the end that it may secure a decent standard of living.

(b) The State shall safeguard the interests of industrial workers and shall secure for them, by suitable legislation and in other ways, a living wage, healthy conditions of work, limited hours of ~~y~~ labour, suitable machinery for the settlement of dispute between employers and workmen, and protection against the economic consequences of old age, sickness and unemployment.

Agricultural Planning.— The resolution appointing this Committee does not mention agriculture as such but it is impossible to conceive of any scheme of national planning in any country, and least of all in India, which does not include agriculture. Agriculture is and will remain the largest single industry of this country, and it is associated with a host of subsidiary industries. Any improvement of variation in agriculture has far-reaching results in the economy of the nation. Cottage industries are intimately connected with it, more especially as providing suitable occupations for the spare time of the agriculturists. Agriculture must therefore inevitably be considered by this Committee in its scheme of national planning.

(The Bombay Chronicle,  
10-6-39).

29 Sub-Committees appointed.— After considering the replies to the Committee's Questionnaire received from various provincial Governments, Universities, chambers of commerce, trade unions, etc., the Committee appointed 29 sub-committees. The reports of the sub-committees, which will bring together a vast body of co-ordinated information on all aspects of the subject, will later be considered by the full Committee. The sub-committees are divided under the following main heads:

1. Agriculture, 2. Industries, 3. Demographic relations, 4. Commerce and Finance, 5. Transport and Communications, 6. Public Welfare, and 7. Education.

Agriculture.- Under the category "Agriculture", it was decided to appoint eight sub-committees, each dealing with the following subjects: 1. Rural marketing and finance. 2. River training and irrigation. 3. Soil conservation and afforestation. 4. Land policy, agricultural labour and agricultural insurance. 5. Animal husbandry and dairying. 6. Crops, planning and production. 7. Horticulture. 8. Fisheries.

Industries.- The second group which relates to industries will be in charge of seven sub-committees. Cottage and rural industries, including marketing and finance will be in charge of one sub-committee. The other subjects to be dealt with under this group are: (a) power and fuel, (b) chemicals, (c) mining and metallurgical industry, (d) engineering industry which will deal with the manufacture of machine tools, prime movers, etc., including transport industry, (e) manufacturing industry, (f) industries connected with public services such as sanitation, making of scientific instruments and appliances.

Labour.- A labour sub-committee and a population sub-committee will be appointed to deal with the subjects which the Planning Committee refers to ~~demographic~~ demographic relations.

Commerce and Finance.- The following are the five heads to be dealt with by different sub-committees under the category of commerce and finance: (a) trade both inland and foreign, (b) industrial finance, (c) public finance, (d) currency and banking, and (e) insurance.

Transport and Communications.- Two sub-committees will be appointed under this head, one dealing with transport services such as railways, roads, rivers, coastal and overseas transport and air. The second sub-committee will deal with communications, namely, telegraph, telephone and radio.

Public Welfare.- This subject will be divided into two sub-heads, namely, national housing and public health.

Education.- Of the two sub-committees under this head, one will be in charge of general education, including mobilisation of labour for social service, and the other in charge of technical education, both industrial and agricultural and also developmental research.

The Planning Committee will circulate to all the sub-committees a general questionnaire which will help them in the matter of collection of data and formulation of specific proposals for development of each industry. Besides this, each sub-committee will issue a special questionnaire dealing with the industries. The objective which each sub-committee will be expected to place in view while making its recommendations will be the raising of national wealth by 200 to 300 per cent. in the course of the next decade.

(The Bombay Chronicle, 18-6-39).

Secretariat of National Planning Committee.- The Committee has decided to reorganise and enlarge the staff of its Office. Professor K.T. Shah has been appointed Honorary General Secretary, with three Joint Secretaries, Mr. K.D. Guha, Mr. H.V. Kamath, and Mr. P. Huthesingh to assist him. (Mr. Kamath has since expressed his inability to accept the post).

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Programme of Work.- It is expected that by December 1939 or earlier the work of all the sub-committees will be completed, and that early in 1940 the National Planning Committee will be able to submit its report to the Congress Working Committee and to the Governments. The Working Committee has extended the time for submission of the Committee's report to March 31, 1940.

(The Times of India,  
1-7-39). +

### Employment and Unemployment.

#### Educated Unemployed in Mysore: Employment Bureau set up by the Mysore University..

It is understood that the Mysore University has instituted an Employment Bureau, the object of which is to obtain from the authorities concerned notifications relating to the appointments available in the public departments and circulate them among University institutions, to maintain a register of graduates and under-graduates desiring employment, and to maintain a register of employers desiring to be put in touch with suitable graduates and under-graduates for employment.

(The Bombay Chronicle, 23-6-1939)..

#### Unemployment in the Punjab; Recommendations of Punjab Unemployment Enquiry Committee. .

Reference was made at page 67 of our April 1937 report to the appointment by the Government of Punjab of an Unemployment Enquiry Committee with the Hon'ble Sir Chhotu Ram, Minister for Development, as Chairman to advise and report on the means the Government should take to cope with the unemployment problem in the Punjab. An advance summary of the recommendations made in the ~~Committee's~~ Committee's report (including a majority report and a dissenting minute), has now appeared in the press; the more important of the recommendations are given below;

Extent and Nature of Unemployment.- The Committee was not able fully to gauge the exact nature and extent of unemployment in the province, but is of opinion that on a conservative estimate there are over 150,000 unemployed in the Province. The majority of the Committee is understood to have expressed the opinion that a rise in the standard of living has contributed to the growth of unemployment. That there is no permanent unemployment amongst agricultural classes in the narrow meaning of the term is understood to be another conclusion of the majority, whose report, there is good reason to believe, attributes the large-scale unemployment of village shoe-makers, potters and other artisans to the increased use of imported boots, hurricane lanterns, crockery, and umbrellas, etc.

Expansion of Industries.- Of the 131 recommendations made in the majority report, relate to the need of developing employment by expanding the industrial and agricultural activities in the pro-



vince and of compulsorily retiring Government servants after they *have* put in 25 years' service. The minute of dissent does not differ from these two recommendations, although it is supposed to have made concrete proposals for ending poverty and unemployment. Apart from Unemployment Insurance schemes, the dissenting note advocates, the establishment of a Statistical Bureau by means of legislation making it obligatory for every institution, public authority and Government Department to furnish to the Bureau correct statistics regarding its activities.

Supreme Economic Council.- That a Supreme Economic Council should be set up to make the necessary surveys and control the planned projects appears to be another suggestion. The Council is to be constituted of reputed economists, industrial and financial experts. The planning, it is suggested, should be financed by a vast loan to be raised by stages up to, if necessary, Rs. 500 millions or Rs. 1000 millions.

State Enterprise.- Still other suggestions are that ~~as~~ the State should acquire electrical power producing concerns in the province, that it should introduce the system of collective farms, that a planned economy should undertake the immediate development of communications in the province, and that the State should organise cheap transport in all the areas of primary production.

National Housing Scheme.- Then a National Housing Scheme is advanced. Improvement Trusts are to be set up where they do not exist ~~and energised where they do~~. In the villages, the rammed earth houses are to be constructed on a planned scale. Furthermore, Local Self-Government must be organised.

Local-Self-Government.- It has been suggested that a provincial Local Government Board be set up, which would exercise the power of the Government in Local Self-Government matters, with a final appeal to a Tribunal. All local bodies would be constituted on the elective adult franchise basis, and taxation for the purpose of rural reconstruction would be on a local and provincial basis by means of graduated taxes exempting a minimum holding or an income. The cost of police administration is intended to be reduced by the entrusting of ordinary police duties to civil guards operating under the authority of Local Bodies, chosen on the basis of adult franchise and proportional representation in order to assure correct representation of minorities.

Other Steps to reduce Unemployment.- Apart from the recommendations forecast above, the Unemployment Committee have recorded suggestions by Government officers, principals of colleges, head masters of schools, local bodies and mercantile associations as to how the problem of unemployment should be tackled. Other steps suggested are: birth control, increase in the import duty on foreign wheat, starting of cottage industries, use of Indian-made goods, protection of nascent industrial institutions, resuscitation of village industries, consolidation of holdings, arrangements for marketing Indian products abroad, as well as satisfactory trade agreements, improvement of communications, formation of Agricultural Co-operative Societies, Trade Unions and Employment Exchanges, colonisation of new areas and development of cattle breeding, dairy farms, bee-keeping, poultry-farming, etc.

(The Tribune, 27-6-39).+

Social Conditions.Wages for Work done for Prisoners: Jail  
Reform in U.P. +

Acting on the recommendations of the Jail Inquiry Committee appointed some time back by the United Provinces Government to investigate the possibilities of reform in the system of jail administration in the province, the Government has decided that wages should be paid for work turned out by prisoners in jails. The Cawnpore Jail has been selected experimentally for the purpose, where a tailoring department has been started and entrusted with the task of supplying the uniforms of the police force of the province. The experiment is progressing satisfactorily. The earnings of the prisoners average between Rs. 5 and Rs. 7 per month. Encouraged by the success of the experiment, the Government is understood to be contemplating its introduction in other jails of the province.

Other reforms recommended by the Committee are: (1) the starting of a training school for jail officials, (2) the setting up of a training school for the training of convict-teachers, (3) the starting of panchayats of the prisoners themselves for dealing with minor jail offences, (4) the setting up of different prisons for male convicts, female convicts and juvenile offenders, and (5) the adoption generally of more humane methods of prison management, including the abolition of flogging, cross-bar fetters, etc.

(The Statesman,  
8-6-1939)..+

Meeting of Committee of A.I. Criminal  
Tribes Association, Bombay, 25-6-39: Demand for  
Repeal of Criminal Tribes Act. +

A meeting of the Committee of the All-India Criminal Tribes' Association was held under the presidentship of Mr. M.S. Aney at Bombay on 25-6-39.

The Committee accepted the draft of the "Habitual Offenders Reformative Act" prepared by Mr. V. Raghaviah, the Secretary, and requested all the Provincial Governments to repeal the much condemned Criminal Tribes Act and replace it by the above Act. The draft

2.  
bill seeks to restrict the provisions ~~in~~ only to previously convicted offenders, to individuals and not to Tribes, and provides for a judicial trial before registration, with appeal to the District Judge.

Another resolution requested the provincial Governments to discontinue the management of the Criminal Tribes' Settlements by missionary and other proselytising agencies, and to take over the management thereof themselves.

(The Bombay Chronicle, 27,6-39). .

Public Health.Health Conditions in Jharia Coal Mines - 1937-38 +

Jharia Mines Settlement; Vital Statistics:- The area of the Jharia Mining Settlement is 787 square miles, and the corrected population 536,480. (The area under the Asansal Mines Board of Health, it may be noted, is 413 square miles and the corrected population 405,341). The birth rate during 1937-38 increased by 1.64 as compared with 1936. The death rate during the year decreased by 0.6 due to the fact that there were no epidemics in the Mining Settlements during the year. The infant mortality decreased by 16 per 1,000 infants born. The rate of increase of population i.e. the excess of the Birth Rate over the Death Rate was 9.83 in 1936 and 12.07 in 1937. The Bihar figure for 1936 was 13.6.

Average Daily Labour Force.- The average Daily Labour Force employed in 1937 was 62,190 as against 61,064 in 1936; of these, 36,107 and 1,316 were respectively male and female underground workers, and 17,263 and 7,504 male and female above ground workers.

Accidents.- 858 accidents were reported in 1937, as against 808 in 1936. Of the 808 accidents, 104 were fatal, 566 reported as recovered and 188 minor.

Water-supply.- In the course of the year, 7 collieries were connected to the Jharia Water Board mains, bringing the total number of connected collieries to 192, while notices were served by the Jharia Mines Board on 5 collieries, requiring them to link up.

Housing in Colliery Areas.- The five years' housing programme of the Board remained in force during the year. The following table of licences issued during the past two years will show that the improvement effected in the colliery housing has been consistently maintained.

		Permanent.	Temporary.	Total.
31st December, 1936	..	23,379	5,069	28,448
31st December, 1937	..	24,996	4,020	29,016

Food Adulteration.- During 1937, proceedings were initiated in 161 cases under the Food and Drug Adulteration Act, and of these 127 resulted in conviction, 15 were dropped, 3 were stayed, 3 were disposed of after taking evidence under Sec. 512 Criminal Procedure Code and 13 were pending at the end of 1937.

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\* Annual Report of the Jharia Mines Board of Health for the year 1937-38. Superintendent, Government Printing, Bihar, Patna.

Pages 27.

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. 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 supervision of the Medical Officer of Health who is the Honorary General Secretary of the Fund. The fund at present maintains 4 clinics and all these continued to do useful work.

Maternity and Child Welfare Scheme.- During the year under report, there were 10 Maternity and Child Welfare Centres managed by the Board.

(Health Conditions in the Jharia Coal Mines Area during 1936-37 were reviewed at pages 34-35 of the report of this Office for April 1938)..

Housing of Workers in Indore City: Maharaja  
donates Rs. 300,000.-

To give an impetus to the movement for providing better housing for workers, the Maharaja of Indore has recently announced a grant from his privy purse of Rs. 100,000 every year for three years for providing improved housing to workers in Indore City, with the stipulation that the work should be executed in co-ordination with the big scheme for housing of workers in Indore City which the State Government had already sanctioned.

(The Bombay Chronicle, 22-6-39)..

Progress of Safety First Association of India,  
Bombay, in 1938.-

The following information relating to the work of the Safety First Association of India in regard to industrial safety during 1938 is taken from the Annual Report of the Association for 1938.

Industrial Safety Service.- The Association improved and expanded its service to industry. During 1938, 12 communiques were issued on industrial safety. The communiques issued by the Association, which number 38 since the beginning of the service in 1935, deal with methods of effecting greater economy and increased production combined with improvement in efficiency and quality.

Textile Safety Code.- In response to requests for a comprehensive and authoritative safety code for the textile industry on the lines of its American counterpart, a draft Textile Safety Code was prepared. This draft has been circulated to mill managers and factory executives with a view to eliciting their constructive views.

Organisation of Safety Committees.- There was an alround progress in the number of Factory Safety Committees and the organisation of new ones. Bengal reported 9 committees, Assam 1, Bihar 34, Bombay (excluding Ahmedabad) 17, Madras 2, United Provinces 1, and Central Provinces 1. .

Results of Prohibition in Ahmedabad; Research  
Advisory Board Formed by Bombay Government. .

The Government of Bombay, finding that a close and accurate study of the effects of <sup>the</sup> prohibition measure, introduced in the Ahmedabad area, on the general conditions of the mass of people is necessary, has constituted a Prohibition Research Advisory Board in Ahmedabad with Mr. Gulzarilal Nanda as Chairman, for the purpose of collecting accurate and detailed information regarding the results of prohibition. The main functions of the Board will be to investigate conditions in respect of :

Health:- A. Physique and health level of the population. (existing records and periodic medical inspections). B. Incidence of sickness (and disease) -- (a) Diseases specifically related to use of intoxicants (cirrhosis of liver etc.), (b) Others. C. Mortality and expectation of life. D. Changes in health factors, e.g., food, housing, etc.

Economic Conditions:- A. Chages in standards of living and use of the increased spending power. B. Economic staying power: indebtedness savings, insurance, regularity and promptness in payment of dues. C. Regularity of employment.

Use of Leisure:- A. Attendance at places of amusement, libraries, and reading rooms, recreation facilities, etc.

Domestic and Social Life:- A. Crime and litigation. B. Venereal diseases. C. Education. D. Condition of women and children . E. Atmosphere of domestic and communal life. F. Extent of other vices: gambling, etc.

Industry and Trade:- A. Efficiency: output, absenteeism, punctuality, Labour Turnover, etc. B. Accidents. C. Turnover. (Retail trade at shops of various kinds, restaurants, transport services).

It is left to the Board to amplify the list of necessary. The immediate task of the Board will be to conduct a survey of the results on the lines of a questionnaire provided by Government. The office of the Prohibition Research Advisory Board will be located in the premises of the Prohibition Department, Khanpur, Ahmedabad.

(The Times of India, 26-6-1939). .

Co-operation.Development of Cottage Industries:Mysore's Three-Year Plan.

The Government of Mysore has sanctioned a three-year plan for starting demonstration centres of cottage industries like village tanning, leather stitching, lacquerware, tile-making, pottery, coir industry, village smithy, mat-weaving, paper manufacture and tin toys' manufacture in 43 centres in different districts of the State, so that demonstrations in at least four industries may be conducted in each district simultaneously. The total estimated cost of the scheme is about Rs. 1,81,570, and the realisations by the sale of products are expected to be about Rs. 4,49,740, net cost being Rs. 1,31,830.

(The Hindu, 31.5.1939)..

Cottage Industries in other Countries:Provincial Governments collecting information throughIndian Trade Commissioners.,

Indian Trade Commissioners at London, Hamburg, Milan and Japan are to secure information about small industries in these countries at the instance of Provincial Governments in India.

These industries are ; mechanical toys, rubber balloons, wooden toys, pottery, hosiery, knitted goods, cutlery, articles of stationery (excluding papers), that is, fountain pens, and stationery fittings, lead pencils and crayons and inks, celluloid toys, buttons, toilet requisites, glassware, including glass bangles, clocks and watches, bicycles and tricycles and smoker's requisites. The Trade Commissioners are to be asked to secure information on the following points:-- Organisation of these industries, whether as cottage industries or as co-operative societies or as small factories, raw materials required, sales and the amount of assistance required, etc.

(The Hindu, 3-6-1939).r

Training of Weavers for Bombay Cotton Mills:  
Millowners' Association's Scheme.+

The Millowners' Association, Bombay, has had under consideration for some time past the desirability of instituting a system of training weavers as a means of solving the problem of inefficiency and lower earnings brought about by the employment of raw and "badli" (substitute) workers in mills, and has now drawn up a scheme for the purpose.

The scheme, in brief, is to train up in weaving under full-time instructors a limited number of apprentices to be recruited from sons and other relatives of employees and a select number of school boys recommended by mill officials. The apprentices are first taught to knot broken ends, draw ends through healds and reeds, and to work on sample looms. After two months on sample looms, they are to be taken into the weaving shed as "badli" (substitute) weavers on single looms. It is expected that after four months of such learning, the apprentices will be able to look after two looms.

The Association has recommended the adoption of the scheme by member mills.

(Excerpts from the Proceedings of the Committee of  
the Millowners' Association, Bombay, for April 1939).+

Vocational Education in Bombay: Government converts  
5 High Schools into Vocational Institutions.+

The Government of Bombay recently decided, in view of the growing demand for vocational training facilities, to convert five Government High schools in the province into vocational high schools - three Agricultural High Schools, one Commercial High School and one Technical High School.

Courses of Studies.- The courses of the Vocational High Schools, like those of the ordinary high schools, are to cover four years (Standards IV to VII) and will consist of English, regional language, elementary mathematics, science, geography and theoretical and practical training in the vocation taught in the school. There will be an examination at the end of the four years course, conducted by Government, and the holders of the certificate of that examination will be eligible ~~after~~ for entrance into Government service in the same manner as the holders of the Matriculation Certificate and will have preference for appointments for which knowledge of and skill in the particular vocation is considered desirable. Efforts will be made also to



facilitate their admission to such institutions of higher instruction in the vocation, as are existing now or may be created hereafter, and also to obtain recognition of the University for the examination as being equivalent to the University Matriculation. It may be noted, however, that the main objective in starting the vocational high schools is to send out young men with better value in the employment market or better ability to start business on their own initiative.

(Summarised from Communiqué No. P.212 dated 1-6-1939 issued by the Public Relations Officer, Government of Bombay).1

Vocational Bias in Secondary Education in Hyderabad State: Government Sanctions New Scheme. +

The Government of H.E.H. the Nizam of Hyderabad (Deccan) has recently sanctioned certain schemes of re-organisation of secondary education in the State, covering reform of education of girls and introduction of vocational training. A brief summary of the changes contemplated is given below:

Period of Education.- The new scheme, while fixing the total period of education at 14 years, divides the same into four distinct stages, viz., the Primary Stage, the Lower Secondary Stage, the Higher Secondary Stage, and the University Stage, the first two stages covering 4 years each and the last two, 3 years each. In the Primary Stage, however, which excludes the Infant Class, at least one extra year will be provided for such pupils as do not propose to pass on to a secondary school.

Curricula and Examinations.- There will be two public examinations besides the degree examination, one at the end of the Lower Secondary Stage (class V to class VIII), and the other at the end of the Higher Secondary Stage. In order to mitigate the burden of examinations, the curricula have been divided in both Lower Secondary and Higher Secondary classes into examination and non-examination subjects. While the Higher Secondary classes will have three different courses of study viz., (1) Arts, (2) Mathematics and Science, and (3) Biology, (specialisation commencing in class X) the Lower Secondary schools, will be divided into urban schools and rural schools. Manual training and gardening, together with agriculture, will be taught respectively in the urban schools and rural schools as non-examination, but compulsory, subjects.

Education of Girls.- There will be four alternative ~~ex~~ courses of study for girls in the higher stage, viz., (1) Arts, (2) Mathematics and Science, (3) Biology and (4) Domestic Science; while for the Lower Secondary Certificate Examination, Domestic Science will be an additional examination subject besides those that are prescribed as examination subjects for boys.

Vocational Bias.- At the end of each stage of instruction, vocational education will be provided in separate vocational institutions. At the end of the Primary Stage there will be industrial schools while at the end of the Lower Secondary Stage and the Higher Secondary Stage there will be provided different types of vocational and technical institutions.

Commencement of Scheme.- The new scheme is to come into force in June 1939.

(Summarised from Communique No. P.E. 44  
dated 1-6-1939, issued by the Information  
Bureau, Hyderabad State.) +

Agriculture.

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Setting up of Provincial Board of Rural  
Development in Bombay. +

According to a communique dated 26-6-1939 issued by the Public Relations Officer, Bombay, the local Government has set up a Provincial Board of Rural Development consisting of 7 officials and 33 non-officials, with the Minister for Finance and Rural Development, Bombay, as Chairman, and Mr. M.P. Patil, his Parliamentary Secretary, as Secretary. To facilitate the work of the Board the non-official bloc is divided into four committees, viz., (1) Agriculture and Live Stock Committee; (2) Cottage Industries Committee; (3) Training and Propaganda Committee; and (4) Backward Areas Committee.

Functions of the Board.- The function of the Board and its committees will be to advise on general principles and policy regarding rural development activities. The Board will meet every quarter, but the committees will meet as often as may be necessary. It is not necessary that the official members should attend all the meetings of the Board or its sub-committees. Such of the members as are concerned with the subjects to be discussed at the meeting will, therefore, be invited. The proceedings of the committees will be submitted to Government through the Board of Rural Development for final orders.

As the functions of the existing Divisional Boards of Agriculture will be taken over by the Agriculture and Live Stock Committee of the Board of Rural Development, there is no necessity of a separate organisation as Divisional Boards of Agriculture. Government has, accordingly, directed that these Boards should be dissolved as soon as the Board of Rural Development comes into being. +

Effect of Removal of Restriction on Employment

of Lascars in Cold Latitudes: European

Seamen not affected. +

The following information about the effects of the decision made by the Government of India in September 1938 to suspend for a period of three years the restrictions on the employment of lascars (Indian seamen) in latitudes above 38 degrees North during winter months is taken from a contribution on the subject published in the Times of India, Bombay, dated 1-6-1939.

No Elimination of European Seamen.- The fear expressed in certain circles that European seamen may have to lose their jobs to lascars as a result of the recent decision of the Government of India to suspend all restrictions on the employment of lascars as deck hands on vessels proceeding to certain North American ports, during ~~winter~~ winter months, is regarded in Bombay as being unfounded. Inquiries made at the Government Shipping Office, Bombay, reveal that the only persons hit by the decision are Malayan and Chinese deck hands hitherto employed on ships for voyages to the prohibited ports. It is pointed out that there is no question of competition between Indian and European seamen.

Conditions of Employment of Lascars.- In September 1938, the Government of India suspended the restrictions on lascars for a period of three years with a view to gaining experience, at the end of which final orders would be passed. Indian lascars can now go to the prohibited ports provided they do so voluntarily. The rules require that the crew should be provided with adequate warm clothing in these ports at the expense of the owners. The master of the vessel is required to see that the clothes are actually worn by the crew and that the seamen are not subjected to undue exposure. Food suitable to cold climate is to be provided. On the termination of the voyage, the master of the vessel has to submit a report on the weather conditions, its effect on the efficiency of the crew and a medical report on the health of the crew to enable Government to judge the measure of success of the decision.

(The Times of India, 1-6-1939).+

Health of Returned Lascars Satisfactory.- Questions were recently asked in the British Parliament regarding the health of Indian lascars in view of the removal of the above restrictions. Lt. Colonel Muirhead, replying on behalf of the Secretary of State for India, said that since last September, when the restrictions were suspended, medical reports on the health of lascar seamen returning from northern latitudes had been received only from Calcutta, no such crew having been discharged at Bombay. The reports from

Calcutta covered 11 vessels, and in no case were ill effects due to cold climates mentioned as calling for special notice. The Shipping Master at Calcutta was of the opinion that the lascars had stood the climate very well, and the Government of India considered that this opinion was justified.

Effect on Employment of British Seamen.- Questions were also asked as to the effect of the admission of Indian lascars into colder climes on employment conditions of British seamen. Colonel Muirhead pointed out that the Government of India was not concerned with that aspect of the question but was concerned only with the health aspect of the removal of the ~~present~~ restrictions.

(The Hindu, 23-6-1939)..

Migration.

Indians in West Indies: Memorandum of  
Mr. Tyson to the Royal Commission on the West Indies.

Following widespread labour unrest during the past three years, culminating in serious rioting, a Royal Commission was set up in August 1938 to inquire into social and economic conditions in the West Indies and Guiana. The presence of some 300,000 Indian settlers, forming a third of the total population in these areas, led to the demand that the Government of India should depute an officer to represent the settlers' views before the Royal Commission, and to assist them to prepare their case. Mr. J.D. Tyson, I.C.S., was chosen for the purpose by the Government of India; and it has now published the memorandum on the condition of Indians in the West Indies, submitted by Mr. Tyson to the Royal Commission. The salient features of the memorandum are summarised below:-

Jamaica.- Indians in Jamaica number 17,380 and almost all of them are engaged either in agriculture or work as labourers. There is a general wave of unemployment, the effect of which on the backward and helpless Indian community has been severe. The Indian worker is also meeting with competition from West Indies workers repatriated from Cuba and other places. On many sugar and banana estates, Indians are hardly getting more than two days' work per week. Due to pressure of competition from other communities and racial prejudice, unemployed Indians fail to get absorbed in industries or in the Colonial Government's schemes for the unemployed. The community feels that its interests are not adequately safeguarded, especially since the abolition of the post of the Protector of Immigrants, and demands that repatriation, closed in 1929, be revived.

Mr. Tyson has urged the revival of the post of the Protector and has expressed the opinion that, in view of the conditions in India of Indian nationals repatriated from other countries, repatriation is not likely to be the best solution. He suggests that the money which would be required for repatriation could more usefully be spent on ameliorative schemes like the education of the settlers and their settlement on land as a means of solving the present unemployment problem. Mr. Tyson also recommends, the extension of poor law relief to Indians also.

British Guiana.- Indians in British Guiana number about 130,540 and form 41 per cent or the largest single element in the population of the colony. The present economic prosperity of the colony is attributable largely to the Indian worker. So far as wages, housing, water supply and transport on sugar estate are concerned, matters for the improvement of which the industry contends that better times must be awaited, it is recommended that labourers in the estates should also share the benefits of the preference in British markets enjoyed by the sugar industry of the colony. In view of the grant of preferences, the Colonial Office should conduct an independent scrutiny of the accounts of the industry and all its subsidiary activities and ascertain the real state of the industry. For the better control and regulation of general working conditions in the plantations, a strong and independent Labour Inspectorate should be set up. The Colonial Government should take steps to fix minimum wages in all industries. Steps should be taken to prevent labour flocking to the sugar industry alone and creating unemployment; for this purpose, alternative employment should be provided and plantation labourers should be made less dependent on wages than now through ~~and~~ land settlement schemes and allotment of more lands on the estates for cultivation of rice and vegetables. There should also be better security of tenure in estates. Trade unionism should be encouraged and for the purpose a Labour Officer with sufficient experience of labour organisation should be appointed.

Trinidad.- Since, in Trinidad, Indians form one-third of the population, one of the four Executive Councillorships should go to a man conversant with Indian affairs in the island. Referring to the complaint of discrimination against Indians in the matter of entrance into and training in mechanical trades, Mr. Tyson suggests that, apart from directing the attention of private employers to the need for removing such discrimination, Government departments and concerns, like railway workshops etc., should take qualified Indian apprentices and give them training.

(The Statesman, 1-6-1939). +

#### Repatriation of Indian Workers in Ceylon:

##### Scheme to take immediate Effect. +

References were made at pages 38 and 55 of our March and May 1939 reports respectively to the decision of the Government of Ceylon to replace daily-paid Indian workers in Government Departments of the Colony by Ceylonese workers as a measure of solving the unemployment problem among the indigenous population. Further particulars are now available about the scheme.

Government's Proposals to affect about 9,000 Indians.- The Government proposes to repatriate with a small gratuity immediately about 1,000 daily-paid workers who entered service after 1-4-1934. As regards those who joined earlier, estimated to number about 8,000, a circular letter recently issued by the Chief Secretary to the Ceylon Government to the Heads of Government Departments states that non-Ceylonese daily paid workers engaged before April 1934 will be offered up to the last day of December 1939 the opportunity of retirement with tickets to their homes and bonuses.

(The Hindu, 4-6-39).

Policy of Government.- The future policy of the Ceylon Government in regard to immigration was laid down at a meeting of the Board of Ministers held on 14-3-1939; the decisions reached at the meeting are understood to be as follow;

(1) There should be no refusal of entry of any person into Ceylon, except in the interest of health or public tranquillity or on the ground of lack of means. (2) At the time of entry into Ceylon every non-Ceylonese should be required to complete a form indicating the purpose of his entry into Ceylon and the period for which he is likely to stay in Ceylon. (3) Non-Ceylonese without passports will be given identification cards. (4) No non-Ceylonese will be allowed to stay in Ceylon more than three months without a permit. (5) Persons with identification cards must report monthly during their first three months in Ceylon. (6) A permit to stay in Ceylon for more than three months will not be granted to persons desiring to carry on a business or profession or to be employed in Ceylon, unless the Immigration Authority is satisfied:-- (a) in the case of a ~~business~~ business or profession, that the business or profession is in the interests of Ceylon and will not compete unduly with Ceylonese business, and (b) in the case of employment that no suitable Ceylonese is available for the post.

The above six clauses will not apply in full to estate labourers. They will be given identification cards marked specially "Estate Labour," and will be precluded from taking up any other occupation without first obtaining a permit under (6). Their employer must keep track of them and notify the Immigration authority whenever they change their addresses. It was also decided that power is to be taken to fix a quota for each class of employment whereby no employer in Ceylon may employ more than the fixed proportion of non-Ceylonese appropriate to his class. Every person in Ceylon employing a non-Ceylonese should pay a special tax, which should vary with the ~~xx~~ class of employment, the tax being fixed in each class at a level which will provide a definite inducement to employers to substitute Ceylonese for non-Ceylonese.

(The Bombay Chronicle, 8-6-1939).

Developments in June 1939.- The Government of India is now in correspondence with the Ceylon Government for concluding a trade treaty between the two countries and actual negotiations, according to the suggestion of the Ceylon Government, have been postponed to October 1939. The Government of India, it is understood, has agreed, provided that, first, the subject of status of Indians in Ceylon



should definitely form part of the negotiations and, secondly, that till the negotiations are concluded, no action should be taken by the Ceylon Government to alter the status quo in any way.

(Statesman, 24-6-1939).

The Government of India, it is understood, has been informed in the last week of June by the Ceylon Government that it is unable to postpone the measure passed by the State Council for repatriation of non-Ceylonese daily-paid workers in Government service.

(The Times of India, 29-6-39).

Situation discussed by A.I.C.C.- The All India Congress Committee which met at Bombay in June 1939, passed a resolution on 23-6-1939 viewing with concern the developments and commissioning Pandit Jawaharlal Nehru to visit Ceylon try to try to bring about an amicable settlement. +

Indian Immigration into Burma: Burma  
Government appoints Commission of Enquiry. +

The Government of Burma has recently been in correspondence with the Government of India on the subject of Indian immigration into Burma. The matter is one which has been for some time prominently in the public mind and received special attention when the <sup>Burma</sup> Riot Enquiry Committee, discussing in its Interim Report some of the underlying causes of the disturbances which occurred last year, made special mention of the widespread uneasiness about Indian penetration into Burma. The Government of Burma has now decided, in agreement with the Government of India, to ascertain by a special inquiry the true facts with regard to the alleged penetration of Indian labour into Burma.

The enquiry is to be entrusted to a sole Commissioner to whom one Burman and one Indian will be attached as assessors. The enquiry will be directed <sup>to</sup> ascertaining:-- (1) the volume of Indian immigration; (2) to what extent it is seasonal and temporary and to what extent permanent; (3) in what occupations Indians are mainly employed and the extent to which they are unemployed or under-employed. (4) whether in such employment Indians either have displaced Burmans or could be replaced by Burmans, due regard being paid to both the previous history of such occupations and their economic requirements; and (5) whether in the light of the statistics obtained and other relevant factors, ~~and a~~ a system of equating the supply of Indian x unskilled labour to Burman requirements is needed.

The Hon'ble Mr. J. Baxter has been appointed as Commissioner.

(Summarised from pages 696 - 697 of the supplement to the Burma Gazette dated 17-6-1939). +

List of more important publications received  
in this Office during June 1939.

Conditions of Labour.-

- (1) **Annual Report on the Working of the Hours of Employment Regulations in the North Western, East Indian, Eastern Bengal, Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta and Bengal and North Western Railways during the year 1937-38 - by the Supervisor of Railway Labour.** Delhi: Manager of Publications. 1939. (Price annas 7 or 8d).
- (2) **General Wage Census, Part I - Perennial Factories, Fourth Report - Report on Wages, Hours of Work and Conditions of Employment etc. in the Province of Bombay. 2 May 1934. Labour Office - Government of Bombay.** 1939. (Price annas 11 or 1s 2d).
- (3) **Statistics of Factories subject to the Factories Act, 1934 (XXV of 1934) for the year ending December 31st, 1937, together with a note on the working of the Factories Act during the year.** Delhi: Manager of Publications. 1939. (Price Rs. 1-2-0 or 1s 9d).

Economic Conditions.-

- (1) **Statistical Abstract for British India with Statistics, where available, relating to certain Indian States from 1927-28 to 1936-37. (15th issue).** Delhi: Manager of Publications. 1939. (Price Rs. 5-10-0).
- (2) **Joint Stock Companies in British India and in the Indian States of Hyderabad, Mysore, Baroda, Gwalior, Indore, Travancore and Cochin. 1935-36. (22nd issue).** Delhi: Manager of Publications. 1939. (Price Rs. 6-14-0 or 11s).
- (3) **Bulletins of Indian Industries and Labour No. 67 - Proceedings of the Tenth Industries Conference (held at Bombay on the 23rd and 24th January 1939). March 1939.** Delhi: Manager of Publications, 1939. (Price Rs. 3-12-0 or 6s).
- (4) **Proceedings of the Meetings of the Standing Finance Committee for Railways, held on 12th, 13th and 15th April 1939. Vol. XVI - No. 1.** Delhi: Manager of Publications. 1939.

Social Conditions.-

**Report on the Excise Administration of the Province of Orissa 1937-38.** Cuttack: Press Officer, Government Press, Orissa. 1939. (Price Rs. 1-12-0).

Public Health.-

- (1) **Annual Report on the Jharia Mines Board of Health for the Year 1937-38.** Superintendent, Government Printing, Bihar, Patna. 1938.
- (2) **Annual Report on the Administration of the Industrial Housing**

Scheme, 1937-38. Superintendent, Government Printing and Stationery, Bombay. 1939. (Price Anna 1 or 1d).

Co-operation.-

Report on the Working of the Co-operative Societies in Ajmer-Merwara for the year ending 30-6-1938. New Delhi: Manager, Government of India Press. 1939.

Agriculture.-

Proceedings of the Second Meeting of the Crops and Soils Wing of the Board of Agriculture and Animal Husbandry in India, held at Lahore from 6th to 9th December, 1937, with Appendices. Delhi: Manager of Publications. 1939. (Price Rs. 4-2-0 or 6s 6d).

Maritime Affairs.-

Maritime Labour in India - by Dinkar D. Desai, Servants of India Society, Bombay. 1939. (*Advance type-written copy*).

Miscellaneous.-

Annual Administration Report of the Delhi Province for 1937-38. Delhi: Manager of Publications. 1939. (Price Rs. 3-6-0 or 5s 6d).

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INTERNATIONAL LABOUR OFFICEINDIAN BRANCH

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Report for July 1939.N.B. Every section of this Report may be taken out separately.Contents.Pages.1. Ratifications.-

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- (b) Repeal of Supplementary Coal Mines (Temporary) Regulations, 1937. 2
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- (d) Draft Bengal Factories Rules, 1939. 2
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- (f) The Bengal Rural Poor and Unemployed Relief Act, 1939. (Act No. X of 1939). 3
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Ratifications.Draft Convention regarding Minimum Age (Non-Industrial Employment), 1937: Bengal Chamber of Commerce against Ratification. +

Reference was made at page 1 of the June 1939 report of the Office to the decision of the Government of India to bring the Draft Convention regarding Minimum Age (Non-Industrial Employment), 1937, to the notice of the Provincial Governments for possible local legislation. The Government of Bengal is understood to be consulting industrial interests as regards the action to be taken on the Convention.

The Bengal Chamber of Commerce, in communicating its views on the Convention, recalls the observations of the Government of India on the Convention of 1932 on the same subject that "India cannot hope to conform immediately to standards which are acceptable to Western countries and that the best course would be to aim at gradual progress"; that "differences of climate, habits and customs, of economic opportunity and industrial tradition justify special treatment"; that "the size of the country, the prevailing illiteracy among the masses, the absence of compulsory education in most areas, the lack of any proper system of birth registration ..... are factors which will require very careful consideration before any practicable scheme of regulation can be devised for this country", and expresses the view that, as these special circumstances hold good in large measure in Bengal today, before legislation on the lines of the 1937 Draft Convention is undertaken in the Province attention should be given, as opportunity permits, to the many more pressing social problems which exist.

(Summarised from the Abstract of Proceedings of the Bengal Chamber of Commerce for the months of May and June 1939). +



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National Labour Legislation.

Government of India:

Amendments to Indian Coal Mines Regulations, 1926.-

The amendments relate to the adoption of measures to ensure better safety in mines by safeguarding against accidents due to explosions.

(Notification No. M. 955(1) dated 5-7-1939: Gazette of India, Part I, dated 8-7-1939, pages 1200-1201).

Government of India:

Repeal of Supplementary Coal Mines (Temporary) Regulations, 1937.-

Notification No. M-955(2) dated 5-7-1939 of the Department of Labour, Government of India, repeals Supplementary Coal Mines (Temporary) Regulations, 1937. (Vide page 21 of our July 1937 Report).

(Notification No. M-955(2) dated 5-7-1939: Gazette of India, Part I, dated 8-7-1939, page 1201).

Government of India:

Amendment to the Indian Coal Mines Regulations, 1926: Dimensions of Pillars and Galleries.-

These rules prescribe the minimum dimensions of pillars and galleries in coal mines with a view to ensure better safety in mines.

(Notification No. M-955 dated 20-7-1939: The Gazette of India, Part I, dated 22-7-1939, pages 1262 to 1264).

Bengal:

Draft Bengal Factories Rules, 1939.-

The above is the draft of the General Rules which the Bengal Government intends making under the Factories Act, 1934, in supersession of all previous rules made under the Act. The Draft will be taken into consideration after 14-10-1939.

(Notification No. 2069-Com., dated 8-7-1939: The Calcutta Gazette, Part I, dated 13-7-1939, pages 1610 to 1647).

Bengal:The Draft Bengal Maternity Benefit Rules, 1939.-

These draft Rules are proposed to be made under powers granted by the Bengal Maternity Benefit Act, 1939, and relate to the administration of the Act. Views of interests concerned in the Draft Rules are to reach the Government before 24-8-1939, by which date Government expects to take the Draft into consideration.

(Notification No. 2158-Com., dated 15-7-1939: The Calcutta Gazette, Part I, dated 20-7-1939, pages 1711 to 1717).

Bengal:The Bengal Rural Poor and Unemployed Relief Act, 1939. (Act No. X of 1939).-

The Act creates a fund derived from Public charities for affording relief to the poor and unemployed in the rural parts of the Province. It contemplates relief at the rate of 2 annas per day for a period of 5 days, and in exceptional cases for 10 days, for each person found destitute. Grant of small loans, repayable in six months, to able-bodied destitutes to help them to secure employment is also provided for.

(The Calcutta Gazette, Part III, dated 20-7-1939, pages 44 to 48).

Bengal:The Draft Bengal Employment of Children (Workshops) Rules, 1939.-

The above rules are proposed to be made by the Bengal Government to define the powers of the Inspectors appointed under the Employment of Children Act, 1938. The Rules also relate to the form of certificate of fitness required under the Act.

(Notification No. 2245-Com., dated 20-7-1939. The Calcutta Gazette, Part I, dated 27-7-1939, page 1768).

Bombay:Extension of the Factories Act.-

The Bombay Government has extended the operation of certain sections of the Indian Factories Act, 1934, to all cloth weaving concerns in the Province employing 10 or more persons.

(Notification No. 2969/34 dated 23-6-1939: The Bombay Gazette, Part IV-A, dated 29-6-1939, page 1079).

Bombay:The Draft Bombay Employment of Children (Workshops) Rules, 1939.-

The above rules are proposed to be made under the Employment of Children Act and relate to the powers of the Inspectors appointed under the Act and to the form of age certificate.

(Notification No. 2764/34 dated 21-7-1939: The Bombay Government Gazette, Part IV-A, dated 27-7-1939, pages 1170 to 1171).

British Baluchistan:The British Baluchistan Factories Rules, 1939.-

These are general Rules made under the Factories Act, 1934, by the Chief Commissioner, British Baluchistan.

(Notification No. A/62(28) I.D./6915/G dated 3-7-1939: The Gazette of India, Part II-A, dated 15-7-1939, pages 427 to 456).

Central Provinces and Berar:Bill for compulsory Recognition of Trade Unions in C.P.: Notice of Introduction given by Mr. Page.-

Mr. G.S. Page, M.L.A.(C.P.) has, it is understood, given notice of a Bill, to be moved at the next session of the Provincial Legislative Assembly, proposing to make it obligatory for employers to accord recognition to trade unions; it also provides for prompt settlement of labour disputes by impartial tribunals.

(The Leader, 15-7-1939).

Central Provinces and Berar:Draft Amendment to C.P. and Berar Payment of Wages Rules, 1936.-

The proposed amendment relates to the substitution of a new form in place of Form IV (Deductions from Wages) for annual returns.

(Notification No. 3269-964-VII, dated 14-7-1939: The Central Provinces and Berar Gazette, Part III, dated 21-7-1939, pages 989 to 990).

Madras :

The Hazardous Occupations (Weight Lifting) Rules, 1939.-

These rules declare operations in factories involving weight lifting by women as hazardous occupations and that no woman worker shall lift or carry weights more than a third of her weight or 50 lbs., whichever is less.

(Notification No. 486 dated  
19-6-1939: The Fort St.  
George Gazette, Part I, dated  
27-6-1939, page 775).

Madras :

The Madras Maternity Benefit (Amendment) Act, 1939. (Act No.  
XVI of 1939).-

The amending Act is intended to afford better protection to women workers against the risk of dismissal during the early days of pregnancy.

(The Fort St. George Gazette,  
Part IV, dated 11-7-1939).

Madras :

The Hazardous Occupation (Bleaching and Dyeing) Rules, 1939.-

The Rules declare bleaching and dyeing in textile factories as hazardous and make it obligatory for employers to provide rubber gloves for workers in these occupations.

(Notification No. 533. G.O. No.  
1682 - Development, dated  
4-7-1939: The Fort St. George  
Gazette, Part I, dated 11-7-39,  
page 838).

Madras :

Amendment of Factories Rules: Provision of Washing Facilities.-

The amending rules make it obligatory on factories in which injurious or obnoxious substances are handled to provide sufficient water, soap, nail brushes and such other articles of toilet; also to grant to workers ten minutes before the end of the day's work for washing purposes.

(Notification No. 554. G.O. No.  
1724, Development, dated 8-7-39:  
The Fort St. George Gazette,  
Part I, dated 18-7-1939, pages  
896 to 897).

Orissa:The Employment of Children (Orissa Minor Ports) Rules, 1939.-

These Rules made under the Employment of Children Act, 1938, relate to the appointment of Inspectors under the Act and the grant of age certificates to children employed in the minor ports of Orissa.

(Notification No. 4603-II P-3/39-Com., dated 5-7-1939: The Orissa Gazette, Part III, dated 7-7-1939, pages 231).

Sind:The Bombay Maternity Benefit (Sind Amendment) Act, 1939. (Act No. XIX of 1939).-

The amending Act seeks (1) to extend the operation of the Act in Sind to concerns employing 10 or more persons which have been declared as factories under the Factories Act; (2) to raise the benefits payable to 8 annas or average wages, whichever is higher; and (3) to make it obligatory for employers to provide free medical aid before, during and after confinement.

(Sind Government Gazette, Part IV, dated 6-7-1939, pages 859 to 861).

Sind:The Draft Employment of Children (Workshops) Rules, 1939.-

The above Rules proposed to be made by the Sind Government deal with the appointment of inspectors and medical practitioners under the Act for the purpose of administering the Act in "workshops" in Sind.

(Notification No. 262-M/38 dated 11-7-1939: The Sind Government Gazette, Part IV-A, dated 20-7-1939, pages 599 to 600).

United Provinces:Draft Factory Rules.-

Since the period of operation of Rules 98-113 of the United Provinces Factories Rules has recently expired, the United Provinces Government proposes extending the life of these Rules for a further period of three years. The existing draft of Rules 98-113 will be taken up for consideration by 10-10-1939.

(Notification No. 2540/XVIII-218(L), dated 17-6-1939: The U.P. Gazette, Part I-A, dated 8-7-1939, pages 203 to 207).

## United Provinces :

### The U.P. Industrial Disputes Bill: Government sounds Industrial Interests.--

It is understood that the United Provinces Government has forwarded the draft of its Industrial Disputes Bill to the Cawnpore Mazdoor Sabha and the Employers' Association of Northern India, and has asked both bodies to submit their views by 1-8-1939. The Bill is expected to be introduced at the next session of the United Provinces Legislature.

(The Statesman, 19-7-1939).

## Bhavnagar State :

### Trade Disputes Regulations in Bhavnagar: New Rules adopted.--

The Government of Bhavnagar State has, in view of the rapid increases in industrial concerns and trade disputes in the State, recently adopted Regulations for settlement of industrial disputes. The Regulations contemplate the appointment of a special Conciliation Officer by the State to whom all trade disputes will be referred for amicable settlement. The right of workers to strike ~~may be exercised in case employers do not redress the just grievances of the workers in good time.~~

The State Government is also understood to have adopted a regulation for payment of maternity benefit to women factory workers.

(The Bombay Chronicle, dated 5-7-1939).

## Indore State :

### The Indore Trade Unions\* Act, 1939. (Act V of 1939).--

The Indore Trade Unions Act, 1939, received the assent of H.H. the Maharaja Holkar on 21-6-1939 and will be coming into force on 1-8-1939.

The main provisions of the Act are as follows: (1) The Government is empowered to appoint a Registrar of Trade Unions; (2) Any union of seven or more members is eligible for registration; (3) The general funds of a trade union may be spent only for certain specified, prescribed purposes, but a separate fund may be maintained for the promotion of the civic and political interests of its members; or in furtherance of certain other specified objects; (4) The accounts of a registered trade union must be audited annually and an annual return should be made to the Registrar; (5) Not less than one-half of the officers of a union must, unless exempted by the Government, be employed in the industry with which the union is connected; (6) The officers and members of a trade union are given protection in

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 case of any civil or criminal proceedings in respect of any legitimate activities for the furtherance of trade unionism and in connection with trade disputes.

(Summarised from a copy of the Act forwarded to this Office by the Indore Government).

(A/<sup>second</sup> copy of the Act has been asked for, and when received, will be forwarded to Geneva).

Burma:

The Draft Children (Pledging of Labour) (Burma Amendment) Bill, 1939.-

The above Bill proposed to be introduced in the Burmese Legislature by the Government, proposes to amend the definition of "Child" so as to raise the age from 15 to 16, and provides for the punishment of persons acting as agents or brokers for the pledging of labour of children. Since these agents or brokers do not enter into any agreement with the parents or guardians, no action can be taken against them under Section 5 of the Act as it stands.

(The Burma Gazette, Part III, dated 22-7-1939, pages 167 to 168). +

United Provinces:

The U.P. Maternity Benefit Rules, 1939.-

These are Rules made under the U.P. Maternity Benefit Act, 1938, for the purpose of administering the Act.

(Notification No. 3774/XVIII-239-33, dated 20-7-1939: The United Provinces Gazette, Part I-A, dated 22-7-1939. Pages 220 to 223). -

United Provinces.-

The Draft U.P. Employment of Children (Railways other than Federal Railways) Rules, 1939.-

The above Rules are proposed to be made under the Employment of Children Act, 1938, and relate to the powers of the Inspectors appointed under the Act, as also to certificates of age.

(Notification No. 1563-A/XVIII-1342 dated 17-7-1939: The United Provinces Gazette, Part I-A, dated 22-7-1939, page 219). -

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Conditions of Labour.

Conditions of work of Bombay Corporation Employees:

Special Committee of Enquiry appointed. ✓

The Bombay Municipal Corporation, at a meeting held on 3-7-1939, appointed a special committee to investigate into the terms of employment of the lower-paid employees of the Corporation, including their remuneration, hours of work, permanency, leave, provident fund, housing facilities and other amenities. A proposition fixing the minimum wage for women employees at Rs. 25 per month was also referred to the committee. The resolution for the appointment of a committee was moved by Mr. M.R. Masani, who remarked that as the largest employer of labour, the Corporation ought to be a model to other employers.

In the course of the discussion of the resolution, it was pointed out that at present there was no proper system of promotions. More than 50 per cent. of the labour staff had no housing accommodation provided by the Corporation.

Dr. J.M. Choksy suggested that the women employees working in the different departments should be paid a uniform wage of Rs. 25 per month "as the invidious distinction now made between men and women of the menial staff caused great discontent among the latter." Women workers' wages were recently raised from Rs. 19 to Rs. 21. A suggestion made by Dr. G.R.A. Sheikh for the payment of wages to labourers on Sundays, whether they were on duty or not, was also referred to the same committee.

(The Times of India, 5-7-1939). ✓

Sunday Holiday for Business Houses in the Punjab:

Government's proposed Legislation. ✓

The Punjab Government, it is understood, is drafting a "Holiday Bill," prohibiting all kinds of business on Sundays and bank holidays. Consequent upon the enforcement of this Bill all shops both in villages and towns are expected to be closed and public entertainments will not be possible on these holidays without special permits.

(The National Call, 7-7-1939). ✓



Textile Mill Shifts in Cawnpore: Workers  
prefer Japanese System. ✓

The workers of the Cawnpore Textile Mills decided by ballot on 20-7-1939 to have the Japanese system of shifts as against the present system by 1062 votes to 179. The present arrangement of shifts in the Mills is a day-shift from 7 a.m. to 5 p.m. with an interval of one hour and a night shift from 6 p.m. to 6 a.m. with an interval of three hours between 11 p.m. and 2 p.m. According to the Japanese system, the first shift starts at 6 a.m. and continues till 4 p.m. while the second shift commences at 4-30 p.m. and lasts till 2-30 a.m., with a leisure period of one hour in each shift. The Japanese system was introduced recently in several <sup>other</sup> mills of Cawnpore.

The Mazdoor Sabha urged the adoption of the Japanese system of shifts since the workers would be able to enjoy a rest from 3 a.m. to 9 a.m. and would also have enough time for other domestic and social requirements. The Employers' Association contended that workers would not like the Japanese system as, in the light of recent communal riots, they would not take the risk of leaving the mill premises at 2-30 a.m.

The Labour Commissioner, to whom the matter was referred, decided the issue by taking a vote of the workers of the mills, with results as indicated above.

(The National Herald,  
23-7-1939). ✓

Working Class Cost of Living Index Numbers  
for various Centres in India during May 1939. ✓

The cost of living index number for working classes in various centres of India registered the following changes during May 1939 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 May 1939 remained unchanged at 103. The average for 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during May 1939 rose by 2 points to 71. The average for 1938 was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during May 1939 advanced by 2 points to 73. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in May 1939 decreased by 1 point to 59.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in May 1939 remained stationary at 55.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during May 1939 advanced by 2 points to 99.

(Extracted from the May 1939 issue of the Monthly Survey of Business Conditions in India). ✓

#### Tea Stalls in Bombay Mills: Substitutes for Drink Shops.

The Bombay Millowners' Association have had under consideration for some time the question of the improvement of tea stalls in Bombay mills, on which the Indian Tea Market Expansion Board has submitted a scheme to the Association. The improved tea stalls, it is expected, will serve as substitutes for the drink shops which will be closed on the introduction of prohibition in Bombay from 1-8-1939. Member mills have been requested carefully to consider the following recommendations of the Association:

(a) Mill managements should make every effort to organise and to run tea shops departmentally.

(b) If mill managements, for one reason or another, find that they are unable to establish their own tea shops, they should exercise control over (1) the price at which tea is sold which should not exceed one pice per five oz. cup, (2) the hours during which it should be sold over the counter of the shop, (3) the quality, price and source of supply of the leaf tea to be used, (4) the quality, supply and price of sugar and milk to be used, (5) the preparation of tea, and (6) the carrying out of frequent tests of quality of leaf tea used and the liquid tea sold.

(c) The working of tea shops should be under the supervision of a Canteen Supervisor appointed specially for the purpose on a

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salary of between Rs. 40 and Rs. 50 per month. The salary of the supervisor should be met from the rent received from the tea vendors.

(d) As regards the distribution of tea, it is recommended that it should be distributed in the departments at fixed times during working hours and suitable means should be devised for keeping the tea supply fresh and hot.

The Indian Tea Market Expansion Board will make available the free services of four inspectors for the purpose of supervising the preparation and distribution of tea for a period of three or four months. It is recommended that full use of the services of these inspectors should be made by the member mills.

(The Labour Gazette, Bombay,  
June 1939 issue). ✓

Deterioration of Labour Standards in the Indian Textile  
Industry: Bombay P.C.C. urges Government Action. ✓

Reference is made at pages 24 to 26 of this Report under heading "Workers' Organisations", to the All-India Textile Labour Conference held at Nagpur on 25-7-1939 to consider the effect of the present textile crisis on workers' standards. The same subject, as far as it affected Bombay Province, was considered by an urgent meeting of the Bombay Provincial Congress Committee held at Bombay on 21-7-1939 with Mr. Nagindas Master presiding.

The main resolution adopted stated that the Bombay Provincial Congress Committee viewed with alarm the growing deterioration of the industrial situation in Bombay, as was evidenced by the closing of night shifts and lock-outs resulting in a large number of workers being thrown out of employment, which has led to discontent and resentment, among the workers, that, if the situation was allowed to continue, it might develop into a major industrial crisis; and that the Bombay Provincial Congress Committee, while strongly protesting against the Indo-British trade agreement and the imposition of a duty on raw cotton, was of the opinion that it was unfair and unjust to make these an excuse for reducing wages or employment. The Committee urged the millowners to place their case before the Congress Working Committee and the Congress Ministry and attempt with their assistance to find a solution of the problems confronting them. The resolution further requested the Bombay Government to take note of the labour situation and effectively intervene in the interests of both the labourers and the industry.

(The Times of India, 24-7-1939). ✓

Jamshedpur Labour Dispute referred to Arbitration. ✓

During the past several months acute differences over service conditions in the Tata Iron and Steel Company, Jamshedpur, had sprung up between the management and the workers. An enquiry into the dispute was ordered but differences relating to the terms of reference of the enquiry into the dispute caused a breakdown in the negotiations for a settlement and hampered the progress of the work of the Board, which was constituted recently.

An understanding has now been reached and Dr. Rajendra Prasad, Chairman of the Bihar Labour Inquiry Committee appointed by the Government, and Pandit Jawaharlal Nehru, will, it is understood, sit in arbitration on the labour dispute at Jamshedpur during the second week of August..

(The Statesman and Amrita Bazar Patrika,  
28-7-1939) ✓

The Digboi Labour Dispute: Referred to Board  
of Conciliation. ✓

References were made at pages 14 to 16 of our June 1939 report to the dispute between the Assam Oil Company at Digboi and the Assam Oil Company Labour Union and to the resolution adopted by the All India Congress Committee on the question. On 10-7-1939 the Government of Assam announced the appointment of an Enquiry Committee with Sir Manmatha Nath Mukherji, a retired Acting Chief Justice of the Calcutta High Court, as Chairman, to enquire into the events leading to the firing incident of 18-4-1939, the measures taken by local authorities before, during and ~~for~~ after the occurrence and the origin and causes of the strike and to suggest means whereby strikes of this nature ~~could~~ be avoided in future. (The Assam Gazette Extraordinary, dated 10-7-1939).

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This enquiry was later on postponed.

On 26-7-1939 the Assam Government announced the setting up of a Board of Conciliation consisting of Mr. K.K. Hajara, I.C.S., District and Sessions Judge, Assam Valley Division, as the sole member to decide the time and method of re-employment of the strikers under the Assam Oil Company and to explore the possibilities of settlement regarding any outstanding matters still in dispute between the Company and the Labour Union.

(Notification No. 4730-G.J. dated 26-7-1939: The Assam Gazette Extraordinary dated 26-7-1939). ✓

Conditions in Assam Tea Estates: Indian Tea Association announces withdrawal from the Enquiry: Government Decision to continue Enquiry. ✓

Reference was made at pages 20-21 of our May 1939 report to the appointment of a Committee to enquire into and report on the existing conditions of labour in the tea plantations in Assam. On 1-7-1939 Mr. Langden, Chairman of the Indian Tea Association, Assam, addressed a letter to the Assam Government expressing his Association's unwillingness to co-operate with the investigations of the Committee, the reason adduced being the "biased and hostile" attitude of three members of the Committee to the tea industry. He further added that the Association will co-operate only with an enquiry conducted by "an individual person acceptable to the tea industry or by an independent and unbiassed Committee appointed by the Government of India." (The Amrita Bazar Patrika, 17-7-1939).

The Assam Government in a communiqué issued on 14-7-1939 deplors the attitude taken up by the Association and explains that the Committee, which has an I.C.S. <sup>Officer</sup> as Chairman, is composed of members representing legitimate interests connected with the tea industry; the Government is therefore of opinion that the Association's objections with regard to the personnel of the

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Committee or the allegations of its hostility to the planters are not sustainable. The Government has decided to proceed with the enquiry even if the Association continues to withhold co-operation.

(The Amrita Bazar Patrika,  
17-7-1939). ✓

## Enforcement of Conventions.

### Factory Administration in Bengal, 1938\*.

**Number of Factories.-** The number of factories on the register at the close of the year 1938 was 1,735, an increase of 41 on the previous year's total. 1,348 were perennial and 387 seasonal. 91 factories were brought on to the register under section 2(j) and 2 by declaration under section 5(1).

**Number of Workers.-** The average daily number of workers employed in registered factories was 562,791; this was 3,667 less than the figure for 1937. The decrease was mainly accounted by jute mills and jute presses. Of the 562,791 workers, 495,183 were men, 59,859 were women, 6,275 were adolescents and 1,474 were children.

**Inspections.-** During the year a total of 2,742 visits were made by the inspectors to registered factories and 166 to unregulated concerns. 971 factories were visited once, 232 twice, 125 three times and 136 more than three times. The figures include 458 special visits for investigation into complaints, enquiry into accidents, collection of statistics, etc., also 93 surprise visits outside legal working hours. 271 factories were not inspected. In this total is reflected not only the shortage of staff for purely Factories Administration purposes but also the difficulties of access of certain establishments and the effect of Payment of Wages Act and Bengal Jute Ordinance matters on the general routine of the department.

**Certification of Scheduled Workers (Hazardous Occupations (Lead) Rules, 1937).-** According to information available, 43 visits were paid by certifying surgeons to factories involved in the above hazardous occupation. A total of 1,923 persons were medically examined of whom only three failed to obtain certificates of fitness.

**Working Hours.-** With the exception of certain jute and cotton mills, printing presses and up-country rice mills, factories generally may be considered to have adhered to the limits prescribed under the Act.

**Accident Statistics.-** The accident figures for 1938 were 56 fatal, 1,712 serious and 7,619 minor. Of the total of 56 fatal accidents, 41 were due to causes which could not have been foreseen or prevented; 6 to neglect on the part of the employer to take the necessary precautions or provide effective supervision; 5 either to defective equipment, unsafe methods of work, disobedience or neglect on the part of the deceased persons and the remaining 4 to

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\* Government of Bengal - Annual Report on the Administration of the Factories Act in Bengal for the year 1938 - by R.C. Parsons, B.Sc., A.M.I.(Mech) E., A.M.I.E.E., Chief Inspector of Factories, Bengal. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1939. Price Annas 12 or ls. 4d. pp. 89.

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negligence on the part of other workers.

The report gives detailed information regarding the state of fencing of machinery, safety of structures, precautions against fire, etc.

Prosecutions.- The number of factories prosecuted was 62. 59 were prosecuted once, 2 twice and one on three occasions. The total number of cases instituted was 111, of which 60 were against managers, 47 against occupiers, 3 were against managers and occupiers jointly, and one against a subordinate. Of the 111 cases, 37 related to notices and registers, 26 to illegal employment, 21 to sanitation and ventilation and 27 to safety arrangements. 93 cases (including 6 of the previous year) were disposed of in the year resulting in 91 convictions.

The Chief Inspector remarks that " although undoubtedly there has been some improvement in the fines imposed yet certain courts, still seem reluctant to fine at a rate which will be a deterrent to continued offences. When fines are not impressive, inspections and prosecutions have to be more frequent; and if this is attempted with an inadequate staff the instructive and more desirable work within the law has to suffer."



Industrial OrganisationEmployers' OrganisationsFederation of Trades Associations of India:New Organisation set up in Calcutta. ✓

It is understood that a Federation of Trades Associations of India has been registered in Calcutta on 18-7-1939.

The main object for which the Association has been formed is "to promote and protect the interests of the trading community of India and to communicate with associations and other public bodies throughout the world for the purpose of promoting measures for the protection of trade and persons engaged therein." Among other objects are consideration of all questions connected with the trade of India, to promote or oppose any legislative or other measure affecting such trade, and to collect and circulate statistics and other information relating to such trade.

So far eight Trades Associations have joined the Federation, namely, the Calcutta Trades Association, the Madras Trades Association, the Bombay Presidency Trades Association, the Bangalore Trades Association, the Nilgiris Trades Association, the Secunderabad Trades Association, the Punjab Trades Association, and the Simla Trades Association.

The registered office of the Federation is situated in the office of the Calcutta Trades Association, 34, Dalhousie Square.

(The Statesman, 25-7-1939) ✓

Workers' Organisations.

Special Meeting between Railway <sup>Board</sup> and A.I.R.F. Bombay,  
20-7-1939: Demands regarding Pass Rules, Leave  
Facilities, Provident Fund and Concilia-  
tion Machinery. .

A special meeting between the Railway Board and representatives of the All-India Railwaymen's Federation was held at Bombay on 20-7-39 when the following subjects were considered: Pass rules, extension of Provident Fund membership so far as it related to State-managed railways, accumulation of leave for inferior staff on State-managed railways, extension of hours of employment regulations, and constitution of a joint standing machinery as recommended by the Whitley Commission. The meeting was attended by Sir Guthrie Russel, Chief Commissioner of Railways, Mr. T.S. Sankara Iyer, Financial Commissioner of Railways, and Mr. J.D. Michael, Deputy Director of the Railway Board, on behalf of the Board, and by Mr. Jammadas M. Mehta, Mr. S.G. Joshi, Mr. S. Guruswami and ~~ten~~ eleven others on behalf of the Federation. The following summary of the proceedings is taken from a communiqué issued by the Railway Board to the press at the conclusion of the meeting:

Pass Rules.- In dealing with this subject, the Federation urged that the new pass rules regulating the issue of passes to staff required relief in so far as they related to the issue of passes to 'dependant relatives', the number of passes admissible to employees, and the removal of the distinction contained in the new rules in respect of staff on old and revised scales of pay. The Federation's minimum demand was that the passes, etc., admissible under the rules in force in 1935 should be restored to the employees.

The Chief Commissioner pointed out that the existing rules in some respects were not less liberal than the 1935 rules, as the existing rules provided that, in a case in which an employee had to send his family away when he could not accompany them, a pass issued to him subsequently to join his family was counted as one pass and not as two. He also said that as a compromise he was prepared to recommend to Government to relax the existing pass rules in respect of admissibility of passes to dependants and the abolition of the distinction between employees and old and new scales of pay up to the 24th year of service.

The Federation asked that, in addition to the concessions previously mentioned by the Chief Commissioner with regard to dependant relatives and the removal of the differentiation between the staff on the old and the new scales of pay, staff having between two and ten years of service should be given two sets of passes, while those between 11 and 20 years of service should be given three sets. They further urged that staff drawing less than Rs. 60 should be given

third class passes and those drawing between Rs. 61 and Rs. 160 should get inter-class passes. They also urged that inferior staff should be granted passes after retirement.

The Chief Commissioner pointed out that the Railway Board were endeavouring to hold the balance between the interests of the travelling public and those of the railway employees. He was prepared to recommend to the Government of India the concessions he had previously referred to with regard to dependants and granting staff on the new scales of pay the same passes as those on the old. He did not think that any further concessions could be considered reasonable, but he was prepared to place before the Government of India for their consideration one more concession, viz., that staff from the second to the sixteenth year of service should receive two sets of passes. The Federation accepted this as a reasonable compromise.

Leave of Inferior Staff.- The Federation stated that in many instances records of refusal to grant leave to inferior staff were not maintained and that figures showing the leave granted, compared with the leave due, would show that a large percentage of inferior staff did not get leave for which they applied.

The Chief Commissioner agreed that records of refusal to grant leave must be kept and that instructions would be issued to State-managed railways to do so.

The Federation then referred to the recommendations of the Royal Commission on Labour with regard to the accumulation of leave and requested that inferior staff should be allowed to accumulate some leave so as not to lose leave when circumstances necessitated its refusal.

The Chief Commissioner agreed in the case of inferior and daily rated staff to recommend to Government that leave not granted, or which could not be availed of in a particular year, might be carried forward in such a way that the staff concerned could accumulate leave up to a maximum of 30 days.

Extension of Hours of Employment Regulations.- The subject of extension of the hours of employment regulations to the four ~~Class I~~ <sup>main</sup> railways, the A.B., the B.N., the R. and K., and the S.I. Railways to which the Regulations had not yet been extended was ~~now~~ next taken up.

The Chief Commissioner referred to the fact that the subject could not be discussed at the last half-yearly meeting on account of Mr. Mehta's absence, and said that there were two alternatives open, as it was not found possible, on financial grounds, to extend the regulations immediately to all the four railways. The alternatives were either to extend the regulations in their entirety to the R. and K., and S.I. Railways now and to the other railways later, or to extend the regulations to all staff other than traffic staff on the four railways. Under the first alternative it was estimated that the capital expenditure to be incurred would be about Rs. 575,000 with a recurring expenditure of Rs. 325,000, while under the second alternative capital expenditure of Rs. 430,000 and a recurring expenditure of Rs. 250,000 would be required. The Chief Commissioner

1.3 said that, though the first alternative was the costlier of the two, in view of the greater density of traffic on the railways concerned, he preferred it to the second and asked the Federation which of the two alternatives they preferred.

The Federation submitted that the hours of employment regulations should be extended to all the four railways immediately and that the extension of these regulations had already been unduly delayed, but they agreed that, of the two alternatives suggested by the Railway Board, the extension of the regulations to all the staff of the R. and K. and S.I. Railways was the better.

Extension of Provident Fund to Inferior Staff.- The next subject dealt with was the extension of provident fund benefits to inferior staff on state-managed railways.

The Federation referred to the points put forward by them at the fourteenth half-yearly meeting held in November, 1937, which clearly indicated their attitude on this question. (Vide pages 55 to 58 of the Monthly Report of this Office for November 1937).

The Chief Commissioner stated that the cost of extending provident fund benefits to inferior staff on all ~~class~~ <sup>class</sup> railways would be Rs. 5,000,000 per annum and that already this year the earnings on the railways were Rs. 5,400,000 less than last year. The general trend of the goods earnings was not such as to indicate that the earnings ~~would improve materially before the end of the year~~ and that, in the circumstances, it was not possible for the Government to agree to the proposal.

The Federation submitted that the minimum needs of the railway staff should be met before any contribution was made from railway revenues to the Central Government for the benefit of the Provinces and that the money required could be found from the savings and economies that had been effected in interest charges by loan conversions and from the reserve, or by setting aside the interest on the whole reserve which the railways were building up owing to the fact that contributions to the depreciation fund had for the last 14 years exceeded the withdrawals from the fund.

The Chief Commissioner agreed to place the submission of the Federation before the Government of India for their consideration and asked that a complete statement of the case by the Federation be submitted to the Railway Board within the next three weeks.

Joint Standing Machinery for Settlement of Disputes.- In dealing with the subject of the joint standing machinery for the prevention of disputes on railways set up at Calcutta, the Chief Commissioner referred to the suggestion put forward by the Federation at the last half-yearly meeting for the appointment of assessors on the Industrial Advisory Board, and said that the Railway Board would be prepared to consider favourably the suggestion that the Industrial Advisory Board should be assisted by assessors, one to be appointed nominated by each party, and this should be tried as an experiment.

The Federation pointed out that at present it was applicable to railways operating only in a particular province and requested that the machinery be extended to all railways. They also submitted that it should be made clear what parties could refer disputes to the Industrial Advisory Board.

The Chief Commissioner read out the relevant passage from the Government of India's resolution relating to the setting up of the special machinery at Calcutta and agreed to place the submission of the Federation before the Government of India.

(The Times of India,  
22-7-1939). +

Conference of Motor Drivers in Chittoor District: Plea for  
Enquiry Committee on Conditions of Work of Motor Drivers. +

A meeting of the motor drivers of Chittoor District (Madras Province) was held at Chittoor on 12-7-1939 under the presidency of Mr. S. Guruswamy, General Secretary, All India Railwaymen's Federation. In the course of his presidential address, Mr. Guruswamy referred to the complete lack of regulations in the motor transport industry. As regards leave benefits, provident fund and gratuity, limitation of working hours, facilities for rest rooms at outstations for the running staff and the provision for free quarters, as on the railways. He referred to the competitive advantage the motor transport industry possessed over railways through low labour costs and pointed out that the depressed labour conditions of the motor drivers constituted a menace to the comparative better conditions of railway workers.

Resolutions.- The Conference resolved to form a union of motor transport workers of the District. Resolutions were also adopted urging the Minister for Labour and Industries, Madras, to appoint a committee of enquiry, including representatives of labour, to enquire into and report on the service conditions of motor transport workers in the Province with a view to securing a standard labour code; requesting the Government to take over to itself the management of this transport industry in the interests of the public and of the workers of the Province; recommending the extension of the Payment of Wages Act to motor transport workers and directing the

President of the newly-formed union to prepare a memorandum of the grievances of motor transport workers for submission to employers.

(The Hindustan Times,  
15-7-1939). +

Central Labour Organisation for Kerala (West  
Coast of Madras). +

A meeting of the Executive Committee of the All-Kerala Labour Organisation was held at Cochin on 12-7-1939 under the chairmanship of Mr. P. Gangadharan. The meeting resolved to co-ordinate the activities of all labour unions in Kerala (west coast of Madras Province) and to bring all unions under a central organisation. Each member-union is to be represented in the central association through two persons elected by each of them. A small committee has been appointed to carry on necessary propaganda and organisation work.

It was decided to form a Labour Federation for Travancore and Cochin, each class of labour having a separate guild of its own. There will be two Labour Conferences, one of coir workers at Cochin and another of textile workers at Trichur, in September 1939. The affiliation of the organisations to the All-India Trade Union Congress was also decided upon at the meeting.

(The Hindustan Times,  
17-7-1939). +

Meeting of the General Council of the A.I.R.F.,  
Bombay, 21-7-1939.

A meeting of the General Council of the All India Railwaymen's Federation was held at Bombay on 21-7-1939 to consider the decisions of the special meeting between the Railway Board and the All India Railwaymen's Federation held at Bombay on 20-7-1939. A hint that a general strike of all workers on Indian railways might be called was given by Mr. N.M. Joshi when he addressed the General Council

in connection with the Federation's plea that provident fund facilities should be extended to all workers on railways. At present these facilities are denied to 65 per cent. of the workers.

Resolutions: (1) Decisions of Special Meeting between Railway Board and A.I.R.F.- The General Council expressed satisfaction at the decisions arrived at in the special meeting between the Railway Board and All India Railwaymen's Federation regarding the minimum demands of the Federation in the matter of passes, accumulation of leave for inferior servants, joint standing machinery for the settlement of trade disputes and application of the Hours of Employment Regulations to the S.I., and R.K. Railways, though the Federation felt that a more generous attitude was called for in these respects from the Railway Board.

(2) Provident Funds.- The Council endorsed the stand taken by the Federation before the Railway Board on the question of the provident fund privileges and expressed its disappointment at the virtual refusal by the Board of the demands on the subject urged by the Federation deputation. The Council resolved that the matter could not be allowed to remain where the Railway Board had left it and reiterated its determination to take all steps to secure the ~~benefits of the provident fund in all railway employees, as recommended by the Royal Commission on Indian Labour.~~ The Council further decided to carry on an India-wide agitation on an intensive scale for mobilising the forces of the workers and enlisting the sympathy of the public in support of this demand. If the reply of the Government of India to the representation in this behalf which the President is authorised to send, is unfavourable or if no reply is received by the Federation before the end of September 1939, the President is requested to call a special convention of the Federation at Lahore for the purpose of considering the situation and deciding the measures to be taken for implementing the resolution of the Council.

(The Times of India  
22-7-1939). +

All-India Textile Workers' Conference, Nagpur, 25-7-1939:

Mr. Joshi urges resistance to lowering of existing Labour Standards.

Reference was made at pages 21 to 22 of our June 1939 report to the decision of an informal conference of representatives of textile workers held at Bombay in June 1939 to hold a conference in July 1939 to consider the rapidly worsening conditions in the Indian

textile industry and take steps to safeguard the interests of the workers. Accordingly, an all-India Textile Workers' Conference, was held at Nagpur on 25-7-1939, with Mr. N.M. Joshi as president. Delegates from Bombay, Nagpur, Ahmedabad, Delhi and Rajnandgaon attended. Replies to a questionnaire on the present conditions of workers received from Bombay, Sholapur, Ahmedabad, Cawnpore, Bangalore, Nagpur, Berhampore, Rajnandgaon and Kustia were considered. These reports indicated a general worsening, both direct and indirect, of conditions of textile workers. In most of the centres there have been reductions in wages, rationalization and closing of night shifts on the plea of trade depression.

The conference was not open to the Press, but its conclusions were made available in a lengthy statement issued by Mr. Joshi at the conclusion of the meeting; the following brief review of the work of the conference is taken from the statement:

Deterioration of Conditions of Workers.- The gravity of the situation, can be understood from the fact that in Bombay City alone the number of unemployed consequent on the closure of night shifts, exceeds 30,000. In Ahmedabad, more than 15,000 are already workless, and in Sholapur about 1,000 are workless. Besides, every centre reports direct or indirect wage cuts. Ahmedabad millowners are now contemplating a reduction in wages. This step, it is pointed out, is an attempt to remove the entire wage increases granted by the Bombay Labour Enquiry Committee. Bombay, where indirect wage cuts are in evidence, is preparing for a rationalization drive which will lead to a reduction in the total earnings of workers.

Provincial Governments' Apathy.- The provincial Governments have not, hitherto, taken any action to check the efforts of the employers to circumvent the recent wage increases or to lessen the rising incidence of unemployment. The growing incidence of unemployment and repeated attacks on wages clearly show that neither earnings nor other conditions will be safe without legislative remedies. The cry that labour legislation should be co-ordinated has only been started to delay reform which provincial Governments may feel necessary; and this cannot be allowed as an excuse for delay.

Resolutions: (1) Demand for Legislation regarding Unemployment Insurance and Minimum Wages.- In view of mass unemployment and the repeated nibbling at workers' wages, the conference appealed to all Governments immediately to introduce legislation regarding unemployment insurance and minimum wages.

Workers to resist Lowering of Standards.- By another resolution the conference declared that there was no justification for the present worsening of the workers' standards of living. From reports from textile centres, it was clear that the attack was an all-India one and the conference felt it necessary to adopt effective co-ordinated



measures to resist the offensive. It therefore called upon all textile centres, unions and workers not to accept any lowering of labour standards direct or indirect.

Finally, the conference called upon the textile workers of the country to organise for any emergency that might arise.

(The Times of India, 26-7-1939).

(vide page 12 of this report under section "Conditions of Labour" for the action urged by the Bombay Provincial Congress Committee on the situation; and vide pages 30 to 32 under section "Economic Conditions" for a review of internal conditions in the industry)..

Intellectual Workers.Committee on Non-Government Aided Anglo-Vernacular Schools  
and Colleges in U.P.: Service Condition of  
Teachers to be enquired into. -

The United Provinces Government has appointed a Committee with the Director of Public Instruction, United Provinces, as Chairman, to examine the administration and working of non-Government aided Anglo-Vernacular schools and colleges in the United Provinces and to suggest ways and means for their improvement in all directions.

The terms of reference of the Committee include consideration of questions relating to conditions of service, method of appointment and security of tenure of the teaching staff with special reference to setting up of arbitration committees to which all cases of removal, reduction in salary, suspension, dismissal, discharge and retrenchment of the teaching staff may be referred for a final decision and determination of the point whether power should be given to the inspector of schools to stay execution of an order until such reference has been made and finally decided. The Committee has also been directed to devise methods to prevent short or late payment of salaries.

(The United Provinces  
Gazette, Part VIII, dated  
22-7-1939).+

Economic Conditions.Regulation of Production and Marketing of Steel in India:Conference convened by Government of Indiafor 16-8-1939. ✓

The Government of India has decided to convene a conference of various steel interests in India to arrive at an agreement between the large steel producers and smaller rolling mills with regard to the regulation of production, division of markets and other cognate subjects.

*Letter*  
A circular, to steel interests from the Commerce Department, Government of India, says that representations have been received from the proprietors of a steel rolling mill, complaining that they are unable to make adequate profits owing to 'unfair competition' from the Tata Iron and Steel Company and suggesting that the Government of India should hold a conference of the interests concerned to arrive at an agreement regarding production, marketing, etc., of steel.

*Letter*  
The circular points out that the Government is not in a position to indicate in advance that it would be prepared to give its approval and support to such an agreement. The grant of protection to the iron and steel industry has, generally speaking, already raised Indian prices above the level of world prices, and it would not, in their opinion, be justifiable to impose a further burden upon the consumer by depriving him of the advantage of the effects of fair competition in India. The Government of India, however, recognises that even the consumer's interest may, in the long run, be adversely affected by unfair or predatory competition. It accordingly proposes to convene the conference in the hope that it may be possible to avoid the emergence or, if such be the case, the continuance of such competition.

(The Statesman,  
21-7-1939). ✓

Simla Shipping Conference to Solve Rate-war in Coastal Traffic:Conference Postponed. ✓

An informal Conference of representatives of the more important shipping companies operating in Indian coastal waters, namely, the Bombay Steam Navigation Company, the Moghul Line, and the British India Steam Navigation Company, convened by the Commerce Department, Government of India, was held at Simla on 26-7-39 to discuss the

shipping companies grievances generally, and in particular, the rate-war now raging on the Konkan coast and in the Haj pilgrim traffic; as Mr. Walechand Hirachand, Chairman of the Scindia Steam Navigation Company, the principal Indian ~~firm~~ shipping firm engaged in the coastal trade, was away in England to conduct negotiations on the same subject in London, no representative of the Company attended the Conference.

On representations being received by the Government of India from the Federation of Indian Chambers of Commerce and Industry and other Indian organisations interested in coastal shipping to postpone the Conference in view of the non-participation of the Scindia Company and as invitations were not extended to other Indian shipping companies, the Conference was closed after a brief session for an hour.

It is hoped that another and more formal shipping conference will be held some time later in 1939.

(The Times of India, 28-7-1939) ✓

A Cotton Textile Mill to be started in Morvi State:

Concession granted by the State to the Mill. ✓

It is understood that arrangements have been completed for the establishment of a cotton mill <sup>State.</sup> at Morvi. A joint stock company, under the name of ~~The~~ New Lakhdirji Spinning, Weaving and Manufacturing Company, Limited, with an authorised capital of Rs. 9,00,000, of which Rs. 700,000 will be issued, has been floated.

Concessions aggregating to about Rs. 120,000 per annum have been granted to the mill by the State. The concessions include a monopoly for the manufacture of yarn and cloth for a period of 15 years, advances on easy terms, lease of land at a nominal rent of Rs. 5 per acre, free supply of water and reduced freight rates. During the period of monopoly, no taxes will be collected from the company. The profits of the company will not be subject to any income-tax or super-tax. The State will also construct at its expense 250 rooms for housing the mill workers at nominal rents.

(The Times of India, 25-7-1939) ✓

Overproduction in Cotton Textile Industry:Abolition of Night Shifts:Proposal for Restriction. ✓

The Indian cotton textile industry is at present passing through an acute crisis owing mainly to over-production and additional burdens placed on the industry by Governments, both Central and Provincial. The following information about internal conditions in the industry is taken from an editorial article on the subject in the Times of India of 4-7-1939:

Annual Output of 6,000 million yards.- It is estimated that the active output of the 380 cotton mills in the country is about 6,000 million linear yards of piecegoods; to this must be added another 1,000 million yards of imports from Japan and the United Kingdom to which India is committed in return for those countries' takings of raw cotton. In times of prosperity, when a succession of good seasons increases the purchasing power of the peasantry, it might not be beyond India's capacity to absorb this supply. Unfortunately, conditions in the country for various reasons are far from prosperous. The result is that markets cannot absorb the output of the industry; this fact is reflected in accumulated and rising stocks of piecegoods in most centres. Already the surplus is round about 1,000 million yards, and unless steps are taken to restrict production it will continue to rise. Fierce internal competition, added to that of Japan, (which, despite imposition of quotas, is always able to undercut) has led to deterioration in cloth prices not altogether compensated for by the lower cost of raw material.

Closure of Night Shifts.- Maladjustment in supply and demand is reflected in the voluntary attempts of mills to reduce production. Many have already abandoned double-shift working, although it helped them by reducing overhead expenses. In many standard lines of piecegoods sales are difficult to negotiate at any price; consequently mills are compelled to reduce output rather than see stocks piling up in their godowns.

Growing Incidence of Unemployment.- How far the movement towards lower output has gone is seen in the enforced drop in employment figures in Bombay and Ahmedabad. In Bombay City and Island there has been a decline in the number of workers of 29,000, or nearly 17.5 per cent. of the labour force during the past fifteen months. In Ahmedabad retrenchment in night shift has been about 12,000 over the same period, representing about 11 per cent. of the labour force. They are not final, because unless conditions improve there must be further dismissals.

Scheme for Restriction of Output.- The Millowners' Associations of Bombay and Ahmedabad are at present attempting to bring about an all-India agreement on restriction of output, based on some principle as a shorter working week of 45 hours or positive quotas for the various centres. The obstacles in the path of a voluntary agreement are innumerable. For one thing, it must have overwhelming support from

all sections of the industry; a few "pirate" mills refusing to come in could wreck the whole scheme. Already there are indications that certain centres, Bengal and Delhi for instance, are not enamoured of the restriction proposals. If their opposition persists, voluntary restriction breaks down. Alternatively, if State intervention is sought, the industry must be prepared to face its corollaries in the shape of State control of prices, etc.; the remedy might easily be worse than the disease.

Additional Burdens on Industry.- Government measures in recent months have deepened the economic depression. Particularly is this so in Western India, an area in which the cotton textile industry is already handicapped by the natural tendency for mills to be set up elsewhere in the country wherever raw cotton and consumers' markets are both available at their doorsteps. Bombay and Ahmedabad were losing ground to newer centres before fresh burdens were placed on them. These include the interim award of the Textile Labour Inquiry Committee, which added roughly ten per cent. to the wage bill; the additional tariff duty on imported cotton imposed by the Centre—an impost which weighs most heavily on Bombay and Ahmedabad since they consume the bulk of imported cotton; the urban immovable property tax and the sales tax on piecegoods which, however it is levied, must hit the mills to some extent. It is reliably computed that in Bombay City and Island the additional burden involved in these imposts is over Rs. 10 millions; in Ahmedabad it is said to be about 7 millions.

(The Times of India, 4-7-1939) ✓

Renewal of Indo-Japanese Trade Agreement: Preliminary  
Discussions started. ✓

Following a request addressed by the Japanese Government to the Government of India to begin negotiations for the renewal of the Indo-Japanese Trade Protocol of 1934, due to expire on 31-3-1940, the Government of India fixed 17-7-1939 for starting preliminary discussions and appointed non-official representatives of interests concerned in India to advise the Government.

The Indian non-official advisers met at Simla from 17 to 20-7-39 and the results of their discussions of the various aspects of the Indo-Japanese trade problem are incorporated in a memorandum submitted to the Government. It is gathered that the memorandum proposes the imposition of protective duties on miscellaneous Japanese articles ~~as~~ so as to help the same class of Indian products against competition. This proposal appears to have been formulated after a keen discussion during which full consideration was given to its possible adverse effect on Japan's willingness to continue as a buyer of Indian cotton. With regard to shipping, the Advisers are understood to have adopted, with certain modifications, the case put forward by Indian shipping

interests for a specific share in the carriage of the seaborne trade between India and Japan.

Formal negotiations between the two countries are expected to be started by 15-8-1939.

(The Statesman,  
21 & 28-7-1939). ✓

Trade Agreement between India and Burma: Burmese  
Representatives' Discussions with Government of India. ✓

An exchange of views between the Government of India and the Government of Burma took place in the third week of July 1939 regarding the working of the Indo-Burma Trade Regulation Order. The Burmese representatives at the Conference held in Simla for this purpose were two members of the Burma Tariff Advisory Committee, namely, the Commerce Secretary, Mr. J.H. Wise, and the Finance Secretary, Mr. U. Tin Tut.

The talks are believed to have covered a wide field, including the question of reciprocity in matters like ~~may~~ registration of accountants, patents and designs, apportionment of customs revenue on re-exported goods, imports of Burma's rice into India, conditions on which the two countries maintain free trade as far as home produce is concerned, but vary duties on imported articles either for revenue or protective purposes. The question of Indian settlers in Burma generally and compensation to Indian victims of the recent riots was also touched upon. On this question, the Burma Government ~~is~~ credited with the view that as both Indians and Burmans share common citizenship in Burma, Indians cannot in fairness claim, in the matter of compensation, special treatment as nationals of another country. The view is also attributed to the Burma Government that compensation, in the nature of things, should come out of additional taxation which must bear equally upon Indians and Burmans.

(The Statesman,  
23-7-1939). ✓

Social Conditions.

Improving Conditions of Bombay's Aboriginal Tribes:  
Special Enquiry Officer's Report. +

The Bombay Government has published the report of the Special Officer appointed by it some time back to enquire into the measures required for the improvement of conditions of Bhils and other aboriginals and hill tribes in the Partially Excluded Areas of the Province. Along with the report, Government has also published its orders on the several recommendations made by the Special Officer. A brief summary of the findings and recommendations of the Special Officer, Mr. Symington, and the Government's orders thereon is given below:

Special Officer's Findings.- The problem of the aboriginals and hill tribes lies not so much in their isolation but in their contacts with the main body of the community. It has hitherto been usually assumed that whatever measures were suitable for the country at large were suitable also for the tribal areas. But the common law of the land has been found in many respects highly unsuitable for tribal areas as it produces serious oppression and exploitation.

The State ought to take an entirely new view of the problem of the aboriginal and, instead of relying on the forces of time and example, should adopt active measures designed both to free him from his exploiters and to educate him up to becoming an intelligent and useful member of the community. The Special Officer's suggestions for improvement include: (1) stringent restrictions on sowcars (money-lenders), (2) the composition of debts, (3) a new system of agricultural credit, (4) regulations regarding tenancy and certain kinds of wages, (5) a reversal of the present excise policy, (6) compulsory education, (7) the abolition of local self-government on an elective basis in these areas, (8) social uplift and propaganda work, and (9) a small administrative reshuffle in order to provide the machinery required for certain of these proposals.

Government's Orders: (1) Grant of Land in Partially Excluded Areas.- Government has accepted the recommendation that no land in the Partially Excluded Areas should be given out without specific sanction to any one except to a member of the Backward Classes. Waste lands in places outside the Partially Excluded Areas should be reserved for the aboriginals and hill tribes where they form a substantial part of the population. These orders of Government are not to apply to land intended for purposes other than agricultural. All grants to members of aboriginal and hill tribes should be on the restricted tenure.

If the charging of occupancy price is likely to drive the grantee to the sowcar or to handicap his cultivation, waste lands should be given free of occupancy price. In other cases a light occupancy price



may be charged. Where it is considered inadvisable to grant occupancy rights forthwith, the land may be given on annual lease for rent equal to assessment and after two or three years, full occupancy rights may be granted if the lessee proves satisfactory. The grants of forest lands should be regulated on the same principles and waste lands suitable for afforestation and not required for cultivation should be afforested.

(2) Survey of Land available for Cultivation.- Officers in charge of Partially Excluded and other areas inhabited by aboriginal and hill tribes should survey the land available for cultivation in their respective charges, propose schemes for distribution of such lands and submit them to the Government.

(3) Action on Regulations regarding Tenancy and Wages postponed.- As regards the recommendation that restrictions should be imposed on agricultural rents in part of the Partially Excluded Areas of Thana District, no decision has been taken in view of the fact that the question is under consideration in connection with the Tenancy Bill which is before the Select Committee. Similarly the recommendation about fixation of rents, forced labour, the status for tenants, etc., have not been considered.

(4) Fixation of Minimum Wage for Labour.- As regards the fixation of a ~~minimum wage for labourers~~ employed by the Forest Department, Government has decided that, subject to the vote of funds by the Legislature, the rates of wages of the labourers employed by the Department on creating and tending plantations in the three Thana divisions should be increased by 25 per cent. and in the Panch Mahals division by 75 per cent. and to adopt a standard rate for normal country at Rs. 5 per mile for a 33 ft. or 50 ft. line and Rs. 7 per mile per 100 ft. line for fire protection work in the Northern and Central Circles, and Rs. 10 per mile in the areas such as the Satpudas and parts of West Khandesh where the heavy growth of grass makes this work particularly difficult. Formal orders in this connection will be issued shortly.

(5) Conditions of Employees of Contractors.- The recommendations regarding the steps to be taken by Government about improving the working conditions of employees of contractors are still under the consideration of Government.

(6) Other Orders.- Orders also have been passed on the organisation of grain banks, co-operative societies, provision shops and stores, prohibition, education, medical aid, etc.

(Summarised from Press Note  
No. P.273 dated 11-7-1939  
issued by the Public Relations  
Officer, Bombay). +

Increasing Population of India: 13.4 per cent.  
increase on 1931 Figures anticipated in 1941.

According to certain preliminary estimates made, it is anticipated that the seventh all-India census to be taken in March 1941, will show that the population of India has increased by 13.4 per cent. since 1931. If this estimate is realized, it will be a record unsurpassed in the census history of British India of the past 60 years.

The increases in population over the six preceding decades were as follows:

Year.		Percentage increase per cent.
1872-81	...	7
1881-1891	...	10
1891-1901	...	1.5
1901-1911	...	6
1911-1921	...	1
1921-1931	...	10.

The growth of population during this period has varied according to the famines and epidemics that have marked the various decades. The small increase in 1891-1901 was due to the heavy losses caused by famine in the Central Provinces and Berar, Rajputana, Central India and Bombay. The 1911-21 decade touched the lowest figure, as a result of the influenza epidemic of 1918-1919. During the last 18 years, India has been free from general famine conditions and major epidemics. The 1921-1931 decade showed an increase of 10 per cent. Since 1931, the annual estimated rates of growth have been .9 p.c., 1.4 p.c., 1.2 p.c., 1.9 p.c., and 1.3 p.c., respectively.

(The Statesman,  
21-7-1939).+

Introduction of Prohibition in Bombay City and Suburbs. +

On 1-8-1939 the Government of Bombay introduced prohibition in Bombay City and suburbs. (Prohibition had been already introduced in Ahmedabad City on 21-7-1938). The local Government has prohibited from 1-8-1939 the possession or import of country or foreign liquor, toddy, hemp drugs or opium subject to certain exceptions. Non-Indians whose permanent domicile is outside this country will be

allowed alcoholic liquor for private consumption on a permit system. Liquor will also be available for religious purposes and also to those Indians to whom complete abstinence is dangerous on medical grounds. (The Times of India, 1-8-1939).

Opposition to the prohibition scheme is strong from certain minority groups, principally the Parsis who mostly control the liquor trade in the Province, the interests affected by new taxation like the sales tax, property tax, etc., <sup>imposed</sup> ~~levied~~ to make up the loss in excise revenue, and ~~from~~ those employed in the trade. The government, however, has made arrangements for absorbing the large number of workers in the trade who will become unemployed on the introduction of prohibition. In some cases toddy tapping is a seasonal occupation, the tapper returning to his village during the off season. If any tappers wish to return to their villages, assistance will be given to them by providing them with fares to go back. A number of tappers may be employed for tapping nira (unfermented ~~coconut~~ palm juice) ~~for sale after it is neutralised~~. Others are likely <sup>to</sup> be employed in a factory which Government has decided to start for making 'gul', sugar and other products out of toddy juice under the guidance of experts. For others, Government offer employment in any one of the following occupations: (1) forest work, viz., making roads, charcoal burning and other occupations connected with forest industry, (2) building work, road-making, etc., (3) village industries, such as hand-pounding of rice, manufacture of jaggery, spinning, carding and weaving for which due training will be given. Other schemes are also under preparation.

(Communiqué issued by the Public Relations Officer, Bombay, on 26-7-1939). +

Low Cost Housing in Bombay City, Ahmedabad and Sholapur:Bombay Rent Inquiry Committee's Recommendations. ✓

The Rent Inquiry Committee appointed by the Government of Bombay in April 1938 has submitted its report in the last week of July 1939. The following were its terms of reference:

"(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, and

"(b) if so, to suggest the required legislation, and

"(c) to report on such other matters as may be germane to the points referred to in (a) and (b) above."

Mr. Matheoradas Tricamjee was Chairman and Mr. I. N. Mehta, Secretary of the Committee.

Deplorable overcrowding in Bombay City.- The Report describes the ~~number of persons and the appalling living conditions~~ in Bombay City. The total number of persons living in rooms each occupied by six to nine persons, ten to 19 persons and 20 persons and over, is 256,379, 80,133 and 15,480 respectively. Every third person in the City, therefore, lives in such a frightfully overcrowded condition.

74 per cent. of Population in Single-Room Tenements.- The census of tenements by rooms and population discloses the same plight. There are in the City 244,121 occupied tenements. Of these, 197,516 consist of one room only. One-roomed tenements form 81 per cent. of the total tenements in the City, and they are occupied by 791,762 persons or 74 per cent. of the population of the City. The average number of persons per room in this class of tenement is 4.01. The facts then are, briefly, that three out of every four persons in Bombay live in single rooms and that in these rooms, with each of them, there are at least three other persons. It is perfectly impossible to view a situation like this with complacency.

Danger to Morals.- Overcrowding is not the only ugly aspect of the problem. The living conditions are also appalling. Men and women are forced to live in the least possible space of a most insanitary character which is neither conducive to good health nor decent standards of morality.

All-planned Housing Activity.- There has been building activity, but the houses constructed have been built with little reference to the needs of the City. While there is a scarcity of one and two-roomed tenements, the building activity is directed mostly to the construction of large tenements. Hence the phenomenon of vacancies, which gives a wrong impression to a casual observer about the available accommodation.

Recommendations.-- Standardisation of all rents of Rs. 80 and below and reduction of 10 per cent. on those of Rs. 30 and below in Bombay City and 20 per cent. on those of Rs. 25 and below in Ahmedabad are some of the more important measures of relief recommended by the Government of Bombay in its report which is now published. The recommendation applies only to privately owned tenements.

The Committee discussed at length the housing conditions in the three cities of Bombay, Ahmedabad and Sholapur and draws particular attention to appalling overcrowding, insanitation, lack of adequate amenities to tenants and absence of any plan in building construction. A conference of representatives of interests concerned with the solution of the housing problem which is held to be urgent is suggested. A vital suggestion affecting the life and health of the people made in the report is for a division of Bombay City into zones for the purpose of residence, industry, trade, etc., and the removal of dhobi-ghats and stables from the city. Among other recommendations are the abolition of "night sessions", regulations of opening and closing hours of business, cheap and quick transport service and adequate reduction in Tramway, bus and suburban railway fares.

The Committee's view on the question of working-class housing is contained in the recommendation that "public authorities like the Government, Port Trust, Railways and the Municipality should immediately undertake the responsibility of housing their own employees. Employers of 1,000 persons and more should be required to bear the responsibility of housing at least 25 per cent. of their employees."

The following is a detailed summary of the Committee's recommendations with regard to Bombay City, Ahmedabad and Sholapur:

Bombay.

- (A) Rent Restriction.-- In view of the fact that the supply of one and two-roomed tenements occupied by the working and middle classes in the City of Bombay has not kept pace with the demand and in view of the fact that the rents charged in a majority of privately-owned buildings appear to be unreasonable, looking to the accommodation and amenities available therein, measures for restriction on rents of Rs. 80 and below per month are necessary. A policy of rent restriction, on the lines enunciated by the British Government in February 1938, should be adopted.

(B) Fixing of Standard Rents.- Restrictions on rents should be as under:

- (i) The rent of a tenement should not exceed the standard rent.
- (ii) The standard rent should be the rent in force on January 1, 1937, for tenements with rents between Rs. 30 and Rs. 80 per month and for tenements with rents of Rs. 30 and below it should be the rent charged on January 1, 1937, less 10 per cent. therefrom: provided reduction does not apply to tenements constructed by Government, the Municipality and the Port Trust for the purpose of housing the poor and their respective employees and let as a policy at concessional rates; it should not also apply to premises owned by charitable institutions and rented on absolutely concessional basis.
- (iii) The rents of a building to be let for the first time or constructed after January 1, 1937, should not exceed an amount which would yield a gross return exceeding  $7\frac{1}{2}$  per cent. on the cost of the building inclusive of land value.
- (iv) The ground rent charged by Government, the Municipality and the Port Trust should be on the basis of four per cent. only.
- (v) The owner's right of ejecting a tenant should be restricted on the lines of Section 3 of the English Rent and Mortgage Interest Restrictions (Amendment) Act of 1933.
- (vi) A payment or receipt of a premium popularly known as "pugree" should be made an offence.
- (vii) Rents should be chargeable only according to the English calendar.
- (viii) The tenant should not have the right to sublet the tenements he occupies, without the written permission of the owner in that behalf.
- (ix) A Rent Regulation Board should be constituted for the purpose of dealing with questions relating to standard rent. Its decision should be final subject to an appeal to the civil court on the lines on which appeal from an award in arbitration cases is allowed.

(C) Housing — A Public "Service": Responsibility of Governments, and Employers: Conference to chalk out new Housing Policy.-

The question ~~of~~ of rent is inseparably linked up with the availability of housing accommodation and restriction on rent by itself will not solve the problem of rent and housing.

- (i) It is necessary to regard housing as a "public service" and to that end to draw up a housing programme for supply of cheap and small tenements the need for which is the greatest. It may be stipulated that the programme should be completed within ten years and the main responsibility for this purpose should be laid on the Municipality; but the State also should

give to it all possible facilities including one for obtaining money at cheap rates.

(ii) It is also necessary that public authorities like the Government, the Port Trust, the railways and the Municipality should immediately undertake the responsibility of housing their own employees.

(iii) Employers of 1,000 persons and more should be required to bear the responsibility of housing at least 25 per cent. of their employees.

(iv) In order to hasten the pace and to avoid overlapping and waste, Government should call a conference of representative bodies and interests expected to take up housing activity for chalking out a definite plan of solving the problem of housing.

(v) In order to facilitate the quick execution of housing schemes and clearance of slum areas at cheaper cost, the chapter on "City Improvement" in the City of Bombay Municipal Act should be amended on the lines of the English Housing Act of 1936; for the same purpose the Land Acquisition Act also requires to be modified in a suitable manner.

(vi) The chapter on "Building Regulations" in the City of Bombay Municipal Act should be amended with a view to providing for greater amenities in buildings.

(vii) It is desirable to divide the City into zones for the purpose of residence, industry, trade, etc. It is also desirable that dhobi-ghats, milch cattle stables and other insanitary trades should be removed from the City so that more land may become available for housing purposes.

(viii) In order to relieve congestion and to encourage people to spread out and to live away from places of their work, cheap and quick transport service is essential. It is, therefore, necessary that the transport service in the City should be effectively controlled and the fares of the tramway and bus services should be adequately reduced. The railways also should be required to reduce suburban fares and to make third-class travel comfortable.

(ix) For an even and better distribution of the population over the City, it is necessary that the closing and opening hours of business should be regulated and "night sessions" should be disallowed. ~~Am~~ A measure for such a purpose will also result in the improvement of the health and vitality of the people.

(x) The housing conditions of tenements occupied by the working and middle classes are far from satisfactory and overcrowding as given in Section 379-A of the City of Bombay Municipal Act requires amendment. It is desirable to discourage construction of one-roomed tenements; but wherever they are found necessary they should not be of less than 180 square feet in size and should not accommodate more than four persons. The existing one-roomed tenement of about 100 square feet in size should not provide for more than 2.5 persons, or, in other words,

floor space for a person should not be less than 40 square feet.

- (D) Minimum Amenities in Houses of Working Classes.- It is necessary that a minimum standard of amenities should be prescribed by law. It should be made applicable even to existing buildings in so far as it is practicable. The amenities which should be compulsorily provided for are as follows:
- (i) There should be no back-to-back houses and in a house no back-to-back tenements with one-room. Each such tenement should have only one entrance with provision for through ventilation.
  - (ii) A one-roomed tenement with a minimum size of 180 square feet should have a small partition wall, not more than six feet in height, to divide the kitchen from the front portion of the room. It should have a mori (sink) or nahani and a left. The flooring should be of cement concrete, Shahabad stone or any other material impervious to damp. The height from floor to ceiling should not be less than 10 feet.
  - (iii) The length of a chawl should not be more than 125 feet in any single direction exclusive of the area required for latrines, washing places, bath-rooms, etc. On every floor, for every four rooms, there should be one latrine and one washing place, at least of 16 square feet in size. There should also be on every floor two separate closed bath-rooms, one for men and the other for women, a direct water connection and a metal dust-bin with a cover for depositing refuse for every five rooms.
  - (iv) A building should be provided with a storage water tank. It should have its common conveniences and passages adequately lighted. The entire building should also be whitewashed at least once a year.
  - (v) The use of corrugated iron sheets should be prohibited in the construction of roofs and outer walls.
  - (vi) Construction of huts and sheds should be prohibited and the existing insanitary ones should be demolished.

- (E) Powers to Demolish "U.H.H" Houses.- The City of Bombay Municipal Act should be amended so as to empower the Municipality promptly to demolish a room which is duly declared U.H.H. (Unfit for Human Habitation) and the court procedure relating to the same should be simplified.

- (F) Raising Sanitary Conscience.- In order to supplement legal measures which may be adopted for improving housing conditions, it is necessary that the sanitary conscience of the public should be made more enlightened and that to that end suitable measures for educative propaganda should be adopted by the Municipality.

- (G) Statistics of Variations in Population.- The Municipality should be required under the law to maintain statistics regarding variations in population, in housing accommodation and in rents and to publish them periodically.



Ahmedabad

With reference to Ahmedabad, the Committee's recommendations are as follows:

- (A) Rent Restriction.- In view of the fact that the supply of housing accommodation in Ahmedabad for the working and middle classes has not kept pace with the demand, and in view of the fact that the prevailing rents do not show any downward but on the contrary indicate definitely an upward trend, measures for restriction on rents are necessary.
- (B) Reductions in Rent.- Restrictions on rent shall be on the lines suggested for Bombay in so far as they are applicable to Ahmedabad with the following modifications:
- (i) Restriction should be applied to tenements with rents of Rs. 50 and below.
  - (ii) A reduction of 20 per cent. should be effected in the rentals of premises for which a monthly rent of Rs.25 and below was charged on January 1, 1937. Such reduction however, should not apply to houses constructed by the Municipality for the housing of the poor and the municipal employees, where as a matter of policy ~~commercial~~ residential rents are charged.
  - (iii) In the case of a building let for the first time or constructed after January 1, 1937, the rentals should not be more than an amount which would yield a gross return exceeding 6.75 per cent. of the cost of the building inclusive of land value.
- (C) Planned Housing Programme and Transport.- A lasting solution of the problem of rent as also of overcrowding is attainable only through a well-conceived housing programme. It should be immediately undertaken along with other measures on the lines indicated for Bombay; and for that purpose, suitable powers should be conferred upon the Municipality including powers to deal effectively with the removal of slum areas, obstructive buildings and drainage of waste water from the mills. The transport services should be organised and unified and be placed under effective control of the Municipality. The hours of business should also be regulated.
- (D) Minimum Amenities.- Houses in Ahmedabad are ill supplied with the necessary minimum amenities. These are essential for healthy human existence and should compulsorily be provided for in new buildings and should be extended to existing ones so far as practicable. They should be similar to those described for Bombay with this modification that construction of huts and sheds may be permitted in special circumstances and should be in accordance with prescribed regulations. It is very necessary to adopt and enforce suitable and stringent measures for minimising the intolerable smoke nuisance in the City.

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- (E) Municipality's Responsibilities and Powers.- The Municipality should possess powers for promptly dealing with rooms and tenements declared U.H.H. and the court procedure pertaining to the same should be simplified.
  - (F) Side by side with ~~with~~ the steps which may be taken for solving the housing problem, the Municipality should organise suitable educative propaganda for the purpose of developing the sanitary sense among the people.
  - (G) The Municipality should maintain and publish periodically statistics regarding the relation between the population and accommodation along with the rents charged.
  - (H) Ahmedabad Municipality should be raised to the status of a Municipal Corporation and a special Act in that behalf on the lines of the City of Bombay Municipal Act should be enacted.

Sholapur

As regards Sholapur, the Committee observes as follows:

- (A) No Rent Restriction Needed.- There is not much of a problem of rent in Sholapur and therefore there is no need for any measure for the purpose of placing restrictions on rents.
- (B) Minimum Amenities.- Housing conditions are far from satisfactory; and therefore minimum amenities on the lines suggested for Bombay should be provided for so far as practicable.
- (C) Town-Planning Scheme.- The pace of executing the town planning schemes which are on hand should be hastened and new ones, if necessary, should be drawn up in accordance with the requirements of the City.
- (D) Destruction of Insanitary Huts.- Sholapur has many huts which are constructed without any plan and without proper amenities. It is necessary that the existing insanitary huts should be demolished after making alternative provisions for the dis-housed, and new ones, whenever set up should be in accordance with regulations framed in that behalf.
- (E) Housing of Textile Operatives.- A large section of the population of Sholapur is composed of textile workers; it is, therefore, necessary to place an obligation on the millowners to provide housing accommodation for at least 25 per cent. of their employees.

(The Times of India, 31-7-1939)

Co-operation.Reorganisation of Co-operative Societies in Bihar:Recommendations of the Co-operative Re-  
habilitation Committee. +

Rs. 10 million out of the Rs. 18 million due from members of Bihar co-operative societies should be either written off or remitted; creditors should bear 25 per cent. of the loss amounting to roughly Rs. 2.8 millions; the Government should contribute Rs. 1.9 million towards the loss, besides Rs. 1.4 million already paid to the provincial banks, and advance a loan of Rs. 4.5 millions, half interest bearing and the other half interest free — these are understood to be some of the main features of the proposed scheme of rehabilitation of the co-operative movement submitted by the Bihar Co-operative Rehabilitation Committee appointed some time back by the Government of Bihar.

The proposed rehabilitation measures <sup>also include</sup> ~~consist of mainly~~, the elimination of members who cannot pay their dues, scaling down of existing debts of retained members according to their capacity to repay, recovery of the reduced dues in instalments spread over 20 years, grant of crop loans at low rates of interest to enable members to meet the needs of agricultural operations, provision of medium term loans for purchase of cattle and implements, and grant of rebate for good members who have been regular in meeting their obligations.

(The National Herald,  
5-7-1939). +

Education.

Compulsory Apprenticeship in Factories:  
Government of India considering Legislation.

According to the Simla correspondent of the Leader, Allahabad, the Government of India is understood to be examining the question of introducing legislation for compulsory apprenticeship in various factories in India for training young men in industries. This is in pursuance of a request made to the Central Government by the provincial Governments, which will be consulted as soon as the form of legislation is decided upon.

(The Leader, 6-7-1939).

Technical and Industrial Education in Bombay, 1937-38.

The following information about the progress of technical and industrial education in Bombay Province during 1937-38 is taken from the annual report for the period of the Department of Industries, Bombay:

Number of Institutions.- During the period 1937-38 there was a total of 60 technical and industrial schools in Bombay Province, of which 24 were schools maintained by public and private bodies, aided by the Industries Department, one was a Government institution, and 35 were institutions recognised by the Industries Department. The courses of instruction offered by the schools included, among others, Higher and Lower Grade Mechanical Engineering, Automobile Engineering, Higher and Lower Grade Textile Manufacture (Spinning and Weaving), Carpentry Practice, Drawing and Wood Work Technology, Mechanical Apprentice Course, Automobile Apprentice Course, Handloom Weaving, Typography (composition and printing), Carpentry and Smithy (Agricultural), Tailoring and Cutting, Leather Work, Dyeing and Printing, and Wood turning and Lacquering.

Percentage of Passed Candidates.- Of the 1,880 candidates who appeared at the annual examinations for 1936-37 held in 1937, 1,526 or 81 per cent. were successful. Of the above numbers, 608 candidates took the final year examinations of the different courses and 533 passed and were awarded certificates.

Apprenticeship Scheme.- An apprenticeship scheme sanctioned by the Government was introduced in July 1939. Out of 391 candidates who sat for the preliminary admission examination, 327 were selected and placed as apprentices in mills and other industrial concerns. Of these 235 were placed in mills and workshops in Bombay City and 92 in mills in Ahmedabad. 54 establishments co-operated in Bombay and 25 in Ahmedabad in the matter of accepting the apprentices and training them up.

Need for better Selection.- The report points out that there was considerable unrest amongst the apprentices largely due to the fact that they found the transition from school to industrial apprenticeship without any previous initiation somewhat trying and difficult. Nevertheless, ~~that~~ the wastage was comparatively little. It was noticeable, however, that most of the boys had developed no definite interest or bias for industrial occupation. Their physique too was on the whole not satisfactory. It is essential that there should be attracted to the Scheme boys of good physique who have <sup>liking</sup> for industrial work and who are prepared to work ~~hard~~ and diligently. +

Scheme for Promoting Adult Education in India: Recommendations of the Sub-Committee of the Central Advisory Board of Education. +

*A meeting of*  
The Adult Education Sub-Committee of the Central Advisory Board of Education held at Simla from 17 to 19-7-1939, under the Chairmanship of Dr. Syed Mahmud, is reported to have recommended an annual contribution of Rs. 10 million from Central revenues for a period of ten years to finance adult education in the country.

The Sub-Committee is also believed to have recommended that an appeal should be made to universities to make social service an important subject of study; ~~and~~ <sup>it</sup> has also proposed that the help of students should be enlisted for the spread of education among adults.

(The Hindustan Times,  
21-7-1939). +

Progress of the Mass Literacy Campaign in Bihar, 1938-39. +

The Government of Bihar has recently reviewed the results achieved during the year ended 31-3-1939 by the mass literacy campaign inaugurated on 26-4-1938. On the latter date there were in the Province (including intensive areas) 14,259 literacy centres attended by 318,737 men. When the campaign was started in April, 1938, students of schools and colleges and teachers of all grades joined the movement with great enthusiasm. Literacy centres were started in

college and school buildings and classes were held in the evening regularly.

Preliminary Work.- In the light of the experience gained during the first phase (May to October 1938) the scheme of organisation was improved. The movement retained its voluntary character but provision was made for the grant of a capitation allowance of five annas per literate to needy workers to enable them to meet the cost of oil, etc. Local committees were started at every literacy centre to supervise its working, and thana, sub-divisional and district committees were formed to interest officials and non-officials in the Movement. The period of instruction was extended from six weeks to three months and regular literacy tests were introduced all over the Province. These examinations were conducted by external examiners. Before starting work in a village a local census of illiterates was taken and adequate steps were taken for propaganda.

Intensification of Campaign.- It was decided in the second phase to intensify the campaign in selected areas in addition to the general work all over the Province. One thana in every district was selected for this intensive campaign and efforts were made to make all educable illiterate men, between the ages of 15 and 40 resident in these areas, literate within six months. Organisation in the intensive areas began on 1-12-1938, but in many districts it was not complete till the middle of January 1939. The work was hampered considerably by agrarian and communal disturbances in some areas, acute scarcity and unemployment in others, but in spite of these difficulties, on 15-6-1939, out of the 264,285 educable illiterate men living in the intensive areas, as many as 237,472 were under instruction in 6,435 centres.

Adult Education among Women.- Very little progress has so far been made in the expansion of literacy among women. Efforts have been made to interest educated ladies in this work. On 31-3-1939, there were 281 women's centres with 4,084 pupils of whom 1,547 passed the literacy test.

Teaching Staff.- A remarkable feature of the campaign has been the enlistment of a large army of Hindi or Urdu educated villagers for teaching work at the literacy centres. Out of 6,502 volunteer teachers in intensive areas, as many as 4,479 were non-teachers. In non-intensive areas, however, the brunt of the work has fallen on primary school teachers. Out of 15,926 volunteer teachers in the Province, including intensive areas, 5,331 were non-teachers.

Post-Literacy Course.- A post-literacy course of three months has been arranged for adults after they become literate, during which they read a graded series of two readers published by the Mass Literacy Committee of the Province. These readers have been

.4. so planned as to increase the general knowledge of the literate and also to add to the stock of words of the literate so that the gap between the spoken language and literary language may be bridged.

The Government has planned to start 2,500 village libraries with a view to enable the new literates to maintain their literacy. Each library will consist of 200 Hindi and Urdu booklets on topics of importance to the villager in his daily life. Under the village library scheme weekly newspapers will also be supplied for the benefit of the literates.

Cost of Working Scheme.- No honorarium was paid to any worker in the first phase of the movement. The total expenditure in the districts during the year was Rs. 100,770, including Rs. 44,634 paid as honorarium to workers in the second phase of the movement, Rs. 13,727 spent on purchase of lanterns, Rs. 12,630 on slates and Rs. 17,184 on oil. In addition to this, a sum of Rs. 14,171 was spent on printing of books and the news sheet. The Government contributed Rs. 80,658. The contributions of the public and grants by local bodies amounted to Rs. 42,907.

Conclusion.- It has been estimated that in the first phase of the movement approximately 300,000 people learnt to read and write. In the second phase 147,670 passed the literacy tests upto 31-3-1939. Out of these, 69,378 formed literates of intensive areas. As the result of the first year's campaign, about 450,000 men learnt to read and write. This does not include thousands who may have acquired literacy through those who became literate at the literacy centres.

(The Leader,  
19-7-1939).-

Agriculture.The U.P. Regulation of Agricultural  
Credit Bill, 1939.

The Government of the United Provinces intend introducing shortly a Regulation of Agricultural Credit Bill, 1939, to prevent excessive borrowing by agriculturists. This Bill supplements the U.P. Debt Redemption Bill, 1939, introduced on 12-4-1939 which deals with debts existing on the day of its introduction. The present Bill on the other hand, deals with debts that may be contracted in future by agriculturists and limits the amounts that can be obtained by execution of decrees against agricultural produce and land; it also imposes certain restrictions on the voluntary alienation of land.

(The U.P. Gazette Extraordinary  
dated 10-7-1939, pages 1 to 11).

The C.P. and Berar Relief of Indebtedness Act,  
1939. (Act XIV of 1939).

Attention is directed to pages 15 to 25 of the Central Provinces and Berar Gazette Extraordinary dated 18-7-1939 where is published the C.P. and Berar Relief of Indebtedness Act, 1939. The Act sets up Debt Relief Courts for scaling down the principal and interest of agriculturists' debts and makes provision for payment of scaled-down debts by instalments.

Rural Development in Bombay: District Rural Development  
Boards appointed in each District.

The Government of Bombay has recently sanctioned the formation of District Rural Development Boards in each district. The Boards when formed will take over from the existing district village



1.2  
improvement associations and district executive committees for village improvement all their functions and funds. The village improvement associations and committees will cease to exist from the date on which their work is transferred to the District Rural Development Boards. Other functions and duties of the District Rural Development Boards will be :

(a) To assist and advise the officers of the Rural Development Department in carrying out the schemes of development of rural areas approved by Government; (b) to control and supervise the work of taluka development associations; (c) to organise and supervise all rural development work in the district; (d) to prepare schemes of improvement of rural areas for submission to Government through the Director of Rural Development; and (e) generally to advise the officers of the Rural Development Department on the economic aspects of the rural areas and to act as a focussing centre for all rural development activities.

Boards have so far been appointed in Ahmedabad and six other districts.

(Summarised from Press Notes  
P.274 and 292 dated 11 & 20-7-1959 respectively,  
issued by the Public Relations  
Officer, Bombay).+

## Migration.

### Indian Labour in Mauritius: Protective Measures adopted.

The following information about the steps taken by the Government of Mauritius implementing certain recommendations of the Commission of Inquiry, which inquired into the labour unrest in the sugar estates in the Colony, is taken from a statement issued by the Department of Education, Health and Lands, Government of India, in reply to the representations urging the need for improvement of the conditions of life and work of Indian labour in Mauritius made to it by the Indian Imperial Citizenship Association, Bombay,

A Labour Ordinance.— The Government of Mauritius has recently appointed a labour officer and has enacted a labour ordinance which provides inter alia, for the licensing and control of entrepreneurs or intermediaries.

Trade Union Legislation.— As regards trade union legislation, the Industrial Associations Ordinance provides for the formation of industrial associations, the regulation of conditions of employment, and the establishment of machinery for the peaceful settlement of disputes.

Education.— As regards education, it is reported that Indian languages are taught in 60 out of a total of 127 primary schools. Regarding secondary education, it appears that admissions to the Royal College and the Royal College School are based on the result of a competitive examination. Considering the number of admissions to both schools during the last two years, the proportion of admissions to applications works out at 62 per cent. for Indians and 73 per cent for the other sections of the population. In 1938, the number of Indian pupils in both schools was 120 out of a total strength of 484. The provision of greater facilities to meet the needs of all sections of the population, as also the question of the reform of the system of education, is engaging the attention of the Colonial Government.

Maternity and Child Welfare.— The Colonial Government hold that their attempts at instituting measures for maternity and child welfare among the Indian population have not proved successful in the past mainly owing to lack of co-operation from them. For instance, it is pointed out that during the whole of the decade ending with 1934, no suitable Indian woman appeared for instruction as pupil midwife. The hookworm branch of the Medical and Health Department confine their activities largely to the Indian population.

Infirmaries.— The so-called Government infirmaries are stated to be really private institutions in receipt of Government aid. The Government of India understand that institutions to be established by Indian bodies would receive similar encouragement from the Colonial Government, and that an orphanage recently established by local Muslims, has in fact the largest number of persons maintained in one institution at Government expense.

(The Times of India, 4-7-1939)†

Labour Welfare in British Guiana: Legislation  
regarding Hours of Work, Contract of Employ-  
ment, Minimum Wages, etc. +

An important piece of labour legislation has been prepared for being placed before the Legislative Council of British Guiana, which, if passed, will tend to improve the conditions of the large number of Indians in the Colony.

The Bill seeks to regulate contracts of employment, minimum wages, payment of wages, accident investigations, hours of work and medical facilities for workers. If the Bill is passed, a Commissioner of Labour with subordinate officers to help him is to be appointed. The Labour Commissioner's Department is designed to inspect factories, make investigations and arrange for arbitration in cases of disputes between employers and employees. This Bill further proposes to repeal the obnoxious Employers and Servants' Ordinance, which lays down heavy penal sanctions in the event of breach of contract by the worker. Provision has been made for a wage-fixing machinery, and also for the payment of wages entirely in money. Not more than one-third of the wages could be deducted on account of rent, medical attendance, advances towards tools, etc. ~~Employers are to be compelled to report accidents resulting in injury causing one day's absence or more.~~

The Indian population in British Guiana is over 140,000 in a total of about 335,000. Immigration from India under the indenture system came to an end in this Colony in April 1927 and by 1931, 81.55 per cent. of Indians in the Colony were 'Colonial born'. The number of 'Colonial born' Indians is considerably higher now than it was in 1931. Indians are, therefore, the largest single element in the population of the Colony, and are now, probably to the extent of 90 per cent, a 'Colonial born' element.

(The Hindu, 11-7-1939).+

Working of the Indian Emigration Act, during 1938.\* +

Emigration to Malaya.- Owing to the fall in the price of rubber and consequent reduction in production, there was not much demand for labour in Malaya. Wages of labourers were also reduced. The total number of persons who sought assistance for emigration was 2,923 at Madras and 1,600 at Nagapatam, of whom 208 and 53 respectively were

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\* Annual Report on the Working of the Indian Emigration Act, 1922, for the year 1938. Bangalore: Printed at the Mysore Residency Press and published by the Manager of Publications, Delhi. 1939. Price 8 annas or 9d. pp. 24.

Emigration to Ceylon.- There was no recruitment of labourers by licensed Kanganies during the year. The Emigration Commissioner accepted for despatch only non-recruited emigrants under rule 30(1) of the Indian Emigration Rules. Under this rule, persons who apply direct to the Emigration Commissioner for an assisted passage are eligible to emigrate. 8,849 emigrants and 38,361 non-emigrants proceeded to Ceylon during the year. Labourers proceeding to work in urban areas and in unorganised industries such as agricultural work in small private-owned estates, toddy tapping, fishing, etc., went as passengers. Of 41,778 persons who went as deck passengers, about 1,004 are presumed to be labourers.

(b) Through Nagapattam .- 15,922 assisted emigrants were repatriated to India during the year through this port. The causes for their repatriation were want of work, ill-health, death of some members of the family, etc.

### Conditions of Work in Rangoon Industries:

Two Indo-Pak Government Enquiry Committee.

[illegible]

(The Statesman, 12-7-39).

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Repatriation of Indian Workers in Ceylon:

Pandit Nehru's Mission to Ceylon: Government of India  
stops Emigration of Unskilled Labour to Ceylon. +

At page 45 of our June 1939 report reference was made to the All India Congress Committee deputing Pandit Jawaharlal Nehru to visit Ceylon to explore the possibilities of getting the Ceylon Government to modify its scheme of repatriation of daily-paid Indian workers in Government departments of the Island, with a view to minimising the hardship that such repatriation would entail. ~~for a large number of Indians~~ Pandit Nehru arrived in Colombo on 16-7-1939 and talks between the Board of Ministers and him lasted from 17 to 24-7-1939.

As a Result of negotiations.- As a result of these negotiations, it is understood that the Ministers have promised to effect a number of modifications in the scheme of repatriation. The effect of these changes will be a reduction in the number of men affected by more than half. In respect of the 8,000, who have already accepted the offer of the Government, the Ministry has promised considerable modifications and liberal considerations. It has also promised to ~~effect a number of changes, the cumulative effect of which will be~~ to reduce the rigour of the scheme. A formal communication conveying the reply of the Ministry in this respect will be sent to Mr. Nehru in the course of a few days. (The Hindu, 24-7-1939). Mr. Nehru, in a press interview at Madras, summed up his reactions as follows: "It may be that a measure of relief may come to a few, but the principle in which I was interested has not been established. The position remains indefinite and unsatisfactory." (The Hindu, 25-7-1939).

Other Developments.- Other developments during July 1939 arising out of the Ceylon Government's decision regarding repatriation are: (1) increase in the import duty on Jaffna tobacco made by the Travancore Government, (Travancore is the best customer of Jaffna for its tobacco), and the threat to take retaliatory measures if Travancoreans in Ceylon are repatriated, (2) decision of the Government of India to postpone the Indo-Ceylon trade talks indefinitely in view of the refusal of the Ceylon Ministry to postpone its repatriation scheme, (3) initiation of a movement for boycott of Indian traders in Ceylon by a section of the Ceylonese, (4) increasing nervousness among Indian labourers in estates in the Island. The Ceylon planters, however, have expressed themselves in favour of retention of Indian workers on plantations.

Government of India stops Emigration of Unskilled Labour to Ceylon.- The Government of India has issued a Notification on 31-7-1939 prohibiting the emigration from 1-8-1939 of unskilled labour from India to Ceylon. The reasons for this step are <sup>that</sup> the Government of Ceylon have decided to terminate from August 1, the employ-

ment of a large number of Indians engaged in unskilled work in that country and that the declared policy of that Government is to discontinue in course of time the employment of more Indians; another reason for the ban on emigration is the great uncertainty prevailing in Ceylon regarding the employment of Indian unskilled labour in that country.

(The Statesman,  
1-8-1939). ✓

General.

Conference of Provincial Labour Ministers postponed to 21-11-1939. ✓

Reference was made at pages 59-60 of our May 1939 report to the Conference of Provincial Labour Ministers scheduled to be held in August 1939 under the auspices of the Government of India. It is now understood that the Conference has been postponed to 21-11-1939 to suit the convenience of certain Labour Ministers.

(The Hindustan Times, 29-7-1939,  
and the Statesman 2-8-1939). ✓

List of more important publications received  
in this Office during July 1939.

National Labour Legislation.-

Holkar

The Indore Trade Unions Act (No. V of 1939). Indore: Government Press. 1939. (Price 0-2-3).

Conditions of Labour.-

- (1) Annual Report on the Working of the Boilers Act in Burma for the year 1938. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1939.
- (2) Annual Report on the Administration of the Factories Act in Bengal for the year 1938 - by R.C. Parsons, B.Sc., Chief Inspector of Factories, Bengal. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1939. (Price annas 12 or 1s. 4d.).
- (3) Report and Statistical Returns relating to the Workmen's Compensation Act, 1923, for 1938, in the North-West Frontier Province. (Revised copy).

Industrial Organisations.-

- (1) Report of the Committee of the Bengal Chamber of Commerce for the year 1938. Vol. I. Calcutta: Criterion Printing Works, 8 Jackson Lane. 1939.
- (2) Proceedings of the Madras Chamber of Commerce for January-December 1938. Madras: Diocesan Press. 1939.
- (3) Report of the Bengal Chamber of Commerce for the year 1938. Bombay: G. Claridge & Co., Ltd., 1939.

Economic Conditions.-

Annual Report of the Department of Industries, Bombay Province, 1937-38. Bombay: Government Central Press. 1938. (Price annas 4 or 5d).

Women and Children.-

Report of the All-India Women's Conference, Thirteenth Session, Delhi, December 28, 1938 to January 1, 1939. (Price Rs. 1-8-0).

Migration.-

- (1) Memorandum of Evidence for the Royal Commission to the West Indies. Presented by J.P. Tyson, Esq., C.B.E., I.C.S., on behalf of the Government of India. New Delhi: Manager, Government of India Press. 1939.
- (2) Annual Report on the Working of the Indian Emigration Act, 1922, for the year 1938. Delhi: Manager of Publications. 1939. (Price annas 8 or 9d).



Miscellaneous.-

- (1) Report on the Administration of Assam for the year 1937-38. Shillong: Assam Government Press. 1939. (Price Rs. 3-1-0 or 4s. 8d).
  - (2) The Statistical Laboratory, Calcutta - A Short Account of its History, Nature of Work, Published Papers and List of Workers etc. December 1938.
  - (3) The Indian Statistical Institute, Calcutta - Seventh Annual Report for the year 1938-39.
  - (4) Report of the Reforms Committee, 1938 (1347 F) (English translation). H.E.H. the Nizams Government, Hyderabad, Deccan, with Appendix in separate volume. Hyderabad: Government Central Press. 1939.
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INTERNATIONAL LABOUR OFFICE **B. I. T. Registry**  
INDIAN BRANCH

5 OCT 1939

Report for August 1939.

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

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National Labour Legislation.

Attention is directed to the following:

Baluchistan:Amendments to Baluchistan Payment of Wages Rules, 1936.

The amendments make a few textual changes in the Baluchistan Payment of Wages Rules, 1936.

(Notification No. 4/83(33)/Tr.  
8002-G dated 8-8-1939: The  
Gazette of India, Part II-A,  
dated 12-8-1939, page 504).

Bengal:Amendments to Bengal Trade Union Regulations, 1927.

The above amendments relate to the forwarding of returns and other information to the Registrar of Trade Unions by the unions.

(Notification No. 2474-Com. Dated  
9-8-1939: The Calcutta Gazette,  
Part I, dated 17-8-1939, pages  
2021 to 2027).

Bengal:Amendment to Bengal Payment of Wages Rules, 1939.

The amendment relates to Form No. IV relating to ~~the~~ deductions from wages, appended to the Bengal Payment of Wages Rules, 1939.

(Notification No. 2652-Com. dated  
24-8-1939: The Calcutta Gazette,  
Part I, dated 31-8-1939. Pages  
2126 to 2127).

Bengal:The Draft Bengal Payment of Wages (Procedure) Rules, 1939.

The proposed rules deal with the procedure under the Payment of Wages Act, 1936, for preparing applications under sub-section (2) of Section 15 of the Act.

The Draft is to be taken into consideration by 15-11-1939.

(Notification No. 2348-Com. dated  
28-7-1939: The Calcutta Gazette,  
Part I, dated 10-8-1939, pages  
1917 to 1926).

Bihar:

Amendment to Payment of Wages Rules, 1937.

The amendment relates to the Form in which returns under the Payment of Wages Act are to be made.

(Notification No. 1013-XL-59-Com. dated 21-7-1939: The Bihar Gazette, Part II, dated 26-7-1939, page 713).

Bihar:

The Draft Employment of Children (Workshops) Rules, 1939.

The above rules which the Bihar Government proposes to make under the Employment of Children Act, 1938, deal with the powers of Inspectors appointed under the Act and with the form of certificate of fitness required under it. The Rules are to apply to workshops.

(Notification No. 71-IF-62-39-Com. R. dated 24-8-1939: The Bihar Gazette, Part II, dated 30-8-1939, page 764).

Bombay:

Draft Amendment to Bombay Payment of Wages Rules, 1937.

The proposed amendment makes a textual change in the rules.

(Notification No. 9639 dated 3-8-1939: The Bombay Gazette, Part IV-A, dated 10-8-1939, pages 1297 to 1298).

Bombay:

Select Committee Report on Bombay Shops Bill, 1939.

The Select Committee's Report on the Bombay Shops Bill, 1939, is published at pages 400 to 422 of Part V of the Bombay Gazette dated 10-8-1939; at pages 423 to 425 of Part V of the Gazette dated 11-8-1939, and at pages 426 to 427 of Part V of the Gazette dated 14-8-1939.

Bombay:

Extension of Bombay Industrial Disputes Act, 1938.

The Bombay Government has notified that Sections 55, 62, 63, 65, 66 and 67 relating to illegal strikes and lock-outs of the Bombay Industrial Disputes Act, 1938, shall (1) extend to the whole of

the Province of Bombay, (2) comes into force on 20-8-1939, and (3) apply to the cotton textile industry.

(Notification No. 2847/34 dated 20-8-1939: The Bombay Gazette Extraordinary dated 20-8-1939).

Bombay:

The Hazardous Occupations (Petrol gas generating plants) Rules, 1939.

The above rules declare all operations of generating petrol gas from petrol carried on in any factory as hazardous and prohibit the employment of women, children and adolescents, in such factories. The Rules also contain provisions for ensuring the safety of the workers in petrol gas generating factories.

(Notification No. 1220/34 dated 22-8-1939: The Bombay Gazette, Part IV-A, dated 24-8-1939, pages 1587 to 1589).

Central Provinces and Berar:

The C.P. and Berar Minimum Wages Bill, 1938, defeated.

Reference was made at page 6 of our November 1938 report to the introduction (by Mr. G.S. Page) and circulation of the C.P. and Berar Minimum Wages Bill, 1938. The Bill proposed that every male labourer shall be paid at least ten annas daily and every female labourer six annas per day, and sought to restrict hours of work to eight.

On 5-8-1939, Mr. Page's motion that the Bill be referred to a Select Committee was defeated by 64 votes against 24.

The Hon'ble Mr. Bharuka, Minister for Industries, opposing the Bill, said that the Government was very sympathetic to labourers, but that fixing the minimum wage for all parts of the Province would affect adversely the industries of the Province as they had to face keen competition, and if the rate of wages mentioned was applied to agriculturist labourers, the whole agricultural structure of the Province would collapse. Further, if the Bill was passed, the Government would be required to spend Rs. 4 million more on industrial labour for their work. Questions such as these, he said, called for legislation on an all-India basis.

(The Hindu, dated 6-8-1939).



Central Provinces:

The C.P. <sup>and Berar</sup> Minimum Wage Fixing Machinery Bill, 1938, referred to Select Committee.

Reference was made at page 6 of our November 1938 report to the introduction (by Mr. V.R. Kalappa) and circulation of the C.P. and Berar Minimum Wage Fixing Machinery Bill, 1938. Mr. Kalappa's motion of 5-8-1939 that the Bill be referred to a Select Committee was adopted on 7-8-1939.

The Hon'ble Mr. Bharuka, Minister for Industries, while not offering opposition to the Bill, suggested that all reference to the Public Works Department and local bodies should be omitted from its scope. The Government, he said, was not prepared to admit that employers of labour were in all cases paying low wages.

(The Times of India,  
7 & 9-8-1939).

Madras:

Draft Notification regarding Exemptions under the Factories Act, 1934.

The above Draft Notification defines the classes of persons who are deemed to hold positions of supervision and management; the rules also define the classes of workers who are exempted from certain provisions of the Factories Act.

(Notification No. 561 dated  
8-7-1939: The Fort St.  
George Gazette, Part I,  
dated 1-8-1939, pages 992  
to 994).

Madras:

The Draft Madras Employment of Children Rules, 1939.

The above rules which the Madras Government proposes to make under the Employment of Children Act, 1938, deal with the powers of Inspectors appointed under the Act and with the form of certificate of fitness required under it. The rules are to apply to minor ports and railways and to workshops in which any of the processes set forth in the schedule of the Act is carried on.

(Notification No. 575 dated  
20-7-1939: The Fort St.  
George Gazette, Part I, dated  
1-8-1939, page 991).

Madras :Draft Amendment to Payment of Wages Rules, 1937.

The proposed amendment relates to Form IV relating to returns regarding deductions from wages, appended to the rules.

(Notification No. 625 dated  
31-7-1939: Fort St. George  
Gazette, Part I, dated  
8-8-1939, page 1014).

Punjab:The Draft Punjab Trade Employees Bill, 1939.

The Gazette (Extraordinary), Punjab, dated 5-8-1939 publishes at pages 145 to 148 the draft of the Trade Employees' Bill, 1939, which the Punjab Government intends introducing in the local Legislative Assembly. The statement of objects and reasons points out that there is at present no law to protect the rights and regulate the working conditions of persons employed in shops and commercial houses. This Bill is designed to limit hours of employment and secure rest intervals, holidays, leave with pay and prompt payment of wages. Some of its principal features are: (1) Employment of children under 14 years of age is prohibited. (2) A maximum of 61 working hours per week and 11 hours per day is prescribed. (3) All shops and commercial houses, with a few exceptions noted in the Bill, are to be closed on Sundays and all public holidays. (4) Wages are to be paid for holidays if the employee has continuous service of 15 days or more. (5) An employee with one year's continuous service is to be entitled to leave for 14 days with full pay. (6) Deductions from wages by way of penalty shall not exceed 3 pies per rupee and the proceeds shall be credited to a fund which should be used to promote the welfare of the employees generally.

Contravention of the provisions of the Bill involves a penalty of Rs. 50 for the first offence and a penalty of Rs. 75 to Rs. 250 for every subsequent offence. The Bill applies to the whole of the Province; but in the first instance its provisions will be enforced only within the municipal and cantonment limits of Lahore, Amritsar, Multan, Rawalpindi, Sialkot and Lyallpur.

Punjab:The Draft Punjab Employment of Children (Workshops) Rules, 1939.

The proposed rules relate to the powers of Inspectors appointed under the Employment of Children Act, 1938, and to the form of certificate of fitness required under the Act.

(Notification No. 4970-I & L-39/  
26577 dated 12-8-1939: The  
Punjab Gazette, Part I, dated  
18-8-1939, pages 1163 to 1164).

United Provinces:The U.P. Shop Assistants Bill: Main Provisions.

It is understood that the Government of the United Provinces has drafted a Shop Assistants Bill which it proposes to introduce in the next session of the local Legislature. According to the special Lucknow correspondent of the Statesman, the Bill is modelled on the Bombay Shop legislation, with the difference that hotels and restaurants are not to be included in the U.P. Legislation. The Bill will apply to shops and commercial houses and will, in the first instance, be confined in its application to large towns having a population of over 100,000. A particularly important provision in the Bill is the ban on the employment of children in shops.

(The Statesman,  
dated 2-8-1939).

United Provinces:U.P. Maternity Benefit Act, 1938, to come into force from 1-9-1939.

The Government has notified 1-9-1939 as the date on which the U.P. Maternity Benefit Act is to come into force.

Mr. J. Nigam, I.C.S., Director of Industries and Labour Commissioner, United Provinces, has been appointed Labour Commissioner under the Act.

(Notifications Nos. 3774/XVIII-239 and 3774(1)/XVIII-239 dated 7-8-1939: U.P. Gazette, Part I, dated 12-8-1939, page 551). +

Conditions of Labour.

7

Institute of Industrial Fatigue and Psychology for  
India: Suggestion by Bihar Labour Enquiry Committee.\*

The Bihar Labour Enquiry Committee is considering the desirability of establishing an Institute of Industrial Fatigue and Psychology in India on the same lines as, although ~~on~~ on a smaller scale than, the Industrial Health Research Board and the National Institute of Industrial Psychology in England. The Institute is to be devoted to research on subjects of great practical value both to the industry and the worker such as the most suitable arrangement of hours of work and rest, reduction of fatigue, incentives to work and personal factors in accident causation. It has been felt that business men in India have no scientific data in regard to these matters to guide their own methods and practices. Whatever scientific data is available relates to other countries. The Bihar Labour Committee is therefore of the opinion that such an Institute would serve a very useful purpose and before coming to any conclusions have enquired of employers' organisations whether they would be willing to provide a small grant towards the expenses of the Institute which were not likely to be considerable.

After referring the matter to <sup>its</sup> the Labour Sub-Committee, the ~~of the Bombay Chamber of Commerce~~ Committee has expressed the view that it did not favour the establishment of this Institute with the information at present at its disposal, and in any case, would not agree to the provision of any grant.

(Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during June 1939). \*

Working of the Workmen's Compensation Act  
in Madras in 1938.\*

A

Returns were called for from 3,031 establishments. The number of returns received was 2,927. ~~As usual, action will be taken against the defaulters and the results embodied in the report for the next year.~~ Accidents were reported in 243 returns. 34 cases of death, 76 cases of permanent disablement and 1,799 cases of temporary disablement were reported in these returns as against 35 cases of death, 65

\* Government of Madras, Development Department - G.O. No. 1509, 12th June 1939: Workmen's Compensation Act, 1923 — Working — 1938 Report.

cases of permanent disablement and 1,512 cases of temporary disablement reported last year. The compensation reported to have been paid in cases of death, permanent disablement and temporary disablement was Rs. 20,960, Rs. 16,123-4-4 and Rs. 14,105-7-9 respectively. The corresponding figures for the previous year were Rs. 16,670, Rs. 19,452-12-2 and Rs. 13,385-1-9. Only one accident resulted in permanent disablement to a minor, and in respect of this Rs. 60 were paid as compensation; 5 minors were involved in minor accidents. .

Duan

Regulation of Hours of Work in Shops and Commercial  
Establishments: Resolution carried in Cochin  
Legislative Council. .

A non-official resolution was moved by Mr. P. Atchyutha Menon in the Cochin State Legislative Council on 31-7-1939 urging the State Government to regulate hours of work in shops, commercial establishments, restaurants, etc. Several speakers draw attention to the need for leisure for workers and the harmful nature of the present system of uncontrolled employment.

Dewan against Legislation.- Sir R.K. Shanmukham Chetty, the Chief Minister of the State, pointed out that there were no fixed hours of work for shops and commercial establishments even in progressive European countries, and referred to the serious difficulties of enforcing such legislation, especially in view of the lack of uniformity in the starting and closing hours of the different classes of trading establishments and the large inspection staff needed for enforcement. "So far as I know", continued Sir Shanmukham, "even the International Labour Office of the League of Nations at Geneva has not succeeded in introducing any such legislative measures owing to the inherent difficulty in arriving at any uniformity in such a matter."

Resolution Adopted.- The resolution was pressed to a division and carried by 17 votes to 16, the Government members voting against the resolution.

(The Hindu,  
1 & 3-8-1939). .

9  
Am

Working of the Madras Maternity Benefit Act  
in Madras, 1938\*.

Extent of Application of the Act.- The application of this Act is restricted to women employed in the non-seasonal factories. On 31st December 1938 there were 1,332 factories in which the Act applied, but only 1,290 factories were in commission during the year. Of those that were in commission only 922 employed women labour. 56 factories did not submit the return. The average daily number of women employed in those factories was 38,070 as against 37,954 in 1937.

Number of Claims and Amount paid.- During the year 1,715 claims were made as against 928 in 1937. Of the 1,715 claims, 1,210 were fully paid to the women concerned and in one case to the nominee of the woman who died in child birth indicating a low mortality rate due to confinement among working-class women. The total amount paid was Rs. 27,807-12-3 as against Rs. 21,253-15-6 paid in 1937. The increase in the number of claims was perhaps due to the better understanding of the provisions of the Act by the women employees.

Although the Act is not applicable to women employed in the plantations, the planters in the Anamalais paid a bonus to the women employees confined and in several cases arranged free feeding for six weeks.

Inspection.- Inspections under the Act were made along with the inspections under the Factories Act. 138 ~~fa~~ inspections were also made by the Additional Inspectors. The full-time Factory Inspectors during their inspections checked every case of the benefit claimed and refused under the Act. +

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Forced Labour in Bhopal.

Government Decree makes Practice Illegal. +

The Government of the Bhopal State has published in the Bhopal Gazette Extraordinary a Decree to supplement the Special Order of the Nawab issued in 1929 abolishing the system of forced labour called "Corvee" prevalent in the State. Under this system the public were required to furnish compulsory labour in the rural parts of the State.

As recent investigations proved the continuance of the system

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\* Government of Madras, Development Department - G.O. No. 1588, 22nd June 1939 - Factories --- Administration Report, 1938.

despite the Order of 1929, the new decree has been issued under which begar in any form is made a cognisable offence, punishable with imprisonment of either description which may extend to two years or with fine or with both. In cases where cognisance is not taken of the offence by the police, a representation might be made by the complainant direct to the Government or to any officer authorised by the Government to entertain such complaints.

(The Times of India,  
21-8-1939).+

Am

Working of the Bombay Maternity Benefit Act  
during 1938.\* +

Returns were received from all except 12 of 536 working factories employing women and amenable to the Act. The average number of women employed daily was 52,400. The number of women who claimed maternity benefits was 4,333 of whom 3,861 were paid benefits for actual births. The total amount of benefit paid during the year was Rs. 96,556-1-0. The number of claims paid in 1938 per 100 women employed was 7.41 as against 7.47 in 1937. The number of cases in which pre-maternity benefits were paid was ~~1,947~~ 1,947.

The report points out that it has been suggested that women in Bombay are afraid to claim the benefit. The mills have been generous and have assisted ~~the~~ women to prosecute their claims. Besides, leave is regulated and applied for so that a woman absenting herself for maternity purposes gives the correct reason for her leave application. The fact appears to be that owing to a variety of reasons fewer children are born ~~in~~ the Bombay women than in other centres.

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\* Annual Factory Report - Bombay Province, 1938 (including Notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Bombay: Superintendent, Government Printing and Stationery. 1939. Price - Annas 2 or 3d.

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Forced Labour in Orissa States: Findings **of**  
the Enquiry Committee.\*

The second session of the Orissa States People's Conference held in June 1937 appointed a Committee with Mr. Harekrishna Mahtab, Member, All India Congress Working Committee, as Chairman, to enquire into the prevalence of various illegalities and of repression in the Orissa States. The report which has recently been published contains details for each State regarding the condition of the peasantry, (including various forms of illegal exactions, like forced labour), systems of taxation, appropriation of revenues to the Rulers' privy purse, nation-building and social services, and civil and judicial administration. The salient facts of the report are summarised below:

Details regarding Orissa States.- The following table gives the names of the more important of the Orissa States and area, population and annual income of each:

<u>Name of State. .</u>	<u>Area</u> <u>Square Miles.</u>	<u>Population.</u>	<u>Annual Income</u> <u>in Rs.</u>
Dhenkanal	1,436	284,328	531,000
Nilgiri	284	68,598	173,000
Talcher	399	69,702	294,000
Nayagarh	590	142,399	396,000
Rairakhol	833	35,710	87,000
Athgarh	168	50,148	148,000
Pallahara	452	27,975	79,000
Gangpur	2,492	356,388	508,000
Rampur	203	47,713	71,000
Hindol	312	48,897	126,000
Bamra	1,988	151,259	424,000
Daspalla	568	42,650	120,000
Sonepur	906	237,945	492,000
Khandpara	244	77,930	148,000
Athmalik	730	64,276	217,000
Baudh	1,264	135,248	321,000
Bonai	1,296	80,144	176,000
Baramba	142	46,689	97,000
Narsingpur	199	40,882	111,000
Kalahandi	3,745	513,716	625,000
Seraikela	449	138,671	334,000
Keonjhar	3,096	460,647	979,000
Patna	2,511	566,924	907,000
Mayurbhanj	4,243	889,603	2,941,000

\* Report of the Enquiry Committee, Orissa States. Published by the Secretary, Orissa States People's Conference. Cuttack: Orissa Mission Press. 1939. Price Rs. 5/=/. pp 290.



General Condition of People.- In all the Orissa States, the general condition of the people is reported to be bad. Besides heavy taxation, lack of adequate civil rights, the people are subjected to various forms of forced labour and illegal exactions, the nature of which is described below:

"Bethi".- A peasant in these States spends over 100 days in the year in doing "bethi" (forced labour) for the States and the Officials. He is liable to be called to do it any time by day or night and refusal invariably means corporal punishment — beating or imprisonment — or fines. The report points out that in spite of the undertaking of the Government of India to abolish forced labour in India as a result of the I.L. Convention on the subject, the systems of forced labour in the States flourish unchecked. The Political Officers of the Paramount Power are reported to have not only taken no steps to secure the abolition of forced labour in the States, but to have sanctioned the exaction of such labour. The Committee found that a set of rules regulating bethi and providing punishment for default have been sanctioned for the States of Athgarh, Baramba and Narasingpur by Mr. Scott, the Political Agent and Commissioner in 1930.

Some of the Governments of these States declared the abolition of "bethi", but the practice is still prevalent in spite of the announcement.

"Rasad".- This system relates to the compulsory supply of provisions to officers on tour. Though some States have made rules providing for payment for the provisions at current market rates, evidence goes to show that no payment is made. The report quotes the following rules sanctioned by Mr. Scott, the Political Agent, for the three States of Baramba, Athgarh and Narsingpur:

"Rasad shall be supplied to officers named in the schedule attached to these rules and their camp staff in the qualities indicated therein and at current market rates .....

"Failure to render bethi, begar, or to supply rasad in accordance with these rules shall render a tenant liable to ejection from his holding ....".

"Magan".- (Forced requisition of money on ceremonial occasions) The tenants have to pay about one-fourth of their annual land rent on several ceremonies such as the marriages, thread and ear-piercing ceremonies of the Raja, heir-apparent and the eldest daughter. Sometimes, as in the case of Dhenkanal it has also meant contributions to the Jubilee Fund of the King Emperor and the trip to Europe of the first brother of the Ruler. This extra taxation prevails in almost all the Orissa States.

"Suniya Bheti".- (New Year presents).- People are asked to contribute about Re. 0-0-6 in the rupee of land rent to the Sarbarakars who present the amount to the Raja on the New Year Day, and such other occasions. Originally this kind of present was supposed to be voluntary, but now it has assumed a compulsory character. The forced contribution is reported to exist all over the Orissa States.

(The Secretary, Orissa States People's Enquiry Committee has informed this Office that a copy of the Report has been sent direct to the Editor, International Labour Review, Geneva). +

Forced Labour in Simla Hill States: Himalayan  
Praja Mandal to conduct Enquiry into  
Economic Conditions in the States. +

According to the special correspondent of the Times of India at Simla, the Himalayan Praja Mandal (Simla States' People's Organisation) has started an enquiry into conditions of life in the Simla States in which there have been recently political troubles. The enquiry is to be conducted by Mr. Shanti Dhawan, Director, Research Bureau, All-India States People's Conference, and will begin in September 1939.

Pandit Jawaharlal Nehru has drawn attention to the prevalence of forced labour in these States and has advised the people of the States to concentrate first on the abolition of systems of forced labour and then on the reduction of land revenue and other taxes. In view of the enquiry to be conducted by the Praja Mandal, Pandit Nehru has sent suggestions for an exhaustive questionnaire into the economic position of the Hill States. The questionnaire seeks to elicit details of the land revenue system and of the alleged use of begar or forced labour; it asks if the Princes enforce purveyance and exact contributions in kind from their people. Questions are put about the forestry and grazing laws, the medical and sanitary rules, the activities of the Political Department, vis-a-vis the durbars, education, ~~and the~~ methods of justice, and systems of public relief.

(The Times of India,  
22-8-1939). +

Working Class Cost of Living Index Numbers  
for various Centres in India during June 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during June 1939 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 1939 rose by 1 point to 104. The average for 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during June 1939 rose by 1 point to 72. The average for 1938 was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during June 1939 advanced by 1 point to 74. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in June 1939 increased by 1 point to 60.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in June 1939 rose by 2 points to 57.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during June 1939 remained stationary at 99.

(Extracted from the June 1939 issue of the Monthly Survey of Business Conditions in India). -

Factory Administration in Mysore, 1937-38.\* +

Number of Factories.- There were 216 factories on the register of factories at the beginning of the year. 38 factories were newly brought on the register, of which 4 were notified as factories under section 5(1) of the Act. One factory which was closed down during the previous year was brought into operation. 5 factories were struck off the register during the year. The total number of factories at work at the end of the year was therefore 250 of which 48 were seasonal and rest perennial.

Number of Workers.- The total average number of workmen employed daily in all the 364 larger industrial establishments in the State employing 10 persons or more per day was 58,450 during the calendar year ending 1937. Of the above number 25,526 worked in 250 concerns notified as factories under the Mysore Factories Act, 23,455 worked in 5 mines and the remaining 9,469 labourers worked in 109 minor concerns, some of them using power and the others not using power.

Of the 25,526 workers in factories, 4,581 were women, 449 were adolescents and 1,087 were children.

Inspection and Prosecutions.- During the year, 229 factories were inspected by the officers of the Inspection Department. Of the above, 168 were inspected once, 46 twice, 12 thrice and 3 factories more than three times. In addition to this, surprise visits to 35 factories were paid at odd hours including late hours in the nights. Prosecution proceedings were instituted against the owners of two factories for employing women during nights and children below 15 years in contravention of the provisions of the Act, in spite of repeated warnings. These cases were pending trial at the end of the year.

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\* Annual Report of the Department of Industries and Commerce in Mysore for the year 1937-38, with the Government Review thereon. Bangalore: Superintendent, Government Press. 1939. pp. V+125.

Working of the Mysore Maternity Benefit Act in 1937-38.\*

Provisions of the Act.- The Mysore Maternity Benefit Act III of 1937, which is modelled on the Bombay Maternity Benefit Act, 1929, (as modified up to 1st May 1935) provides for the payment of maternity benefit to every woman working in a factory at the rate of her average daily wages or 8 annas per day, whichever is less, for the actual days of her absence immediately preceding the confinement and for four weeks thereafter, the maximum period for which the above benefit is permitted being eight weeks. The rules under the Act were brought into force with effect from 29th July 1937 and the Inspectors of Factories under the Factories Act were appointed ex-officio Inspectors for administering the provisions of the Act in their respective jurisdictions.

Administration of the Act.- In view of the fact that the above Act has been recently introduced in the State, necessary action has been taken during the year under report to bring the existence of the Act to the notice of the public by publishing the salient features of the Act and the Rules issued thereunder, in the form of a Press Communiqué, both in Kannada and in English. In the course of the inspection of factories, the employers of labour were also acquainted in person by the Inspectors with the provisions of the Act.

During the year under report, a sum of Rs. 2,682-6-6 was paid as maternity benefit to women employees in the State. +

Working of the Mysore Workmen's Compensation Act  
in 1937-38.\* +

Of the 220 cases that were for disposal before the Commissioners for Workmen's Compensation in Mysore, 191 cases were disposed of during the year. Of these, 57 related to accidents which proved fatal, 67 to non-fatal accidents and remaining 67 cases related to the registration of Memorandum of Agreements. The number of claims in respect of accidents in the mining industry disposed of during the year was 188 as against 221 in 1936-37. Compensation amounting to Rs. 44,366-7-0 was deposited with the Commissioners during the year and a sum of Rs. 8,248-6-0 was pending distribution at the commencement of the year. Of this amount, Rs. 27,739-2-0 was distri-

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\* Annual Report of the Department of Industries and Commerce in Mysore for the year 1937-1938, with the Government Review thereon. Bangalore: Superintendent, Government Press. 1939. pp. v+125.

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buted among the dependents of the deceased, Rs. 3,763-2-0 among the claimants in non-fatal cases and a sum of Rs. 3,482-8-0 was returned to the depositors, leaving a balance of Rs. 17,630-1-0 pending ~~and~~ distribution at the end of the year.

A sum of Rs. 11,220-9-9 remained in deposit in the Government Savings Bank for the benefit of ~~the~~ minors at the beginning of the year and a sum of Rs. 6,032-7-0 was invested during the year bringing the total investment at the end of the year to Rs. 17,253-0-9. Of this, a sum of Rs. 3,230-8-1 was withdrawn, leaving a balance of Rs. 14,022-8-8 in deposit at the end of the year. +

Demands of Government Press Workers of Bombay:

Decision to Strike postponed. +

The general strike by the workers of the Government Central Press, Bombay, fixed for 15-8-1939 has, it is understood, been put off by one month. The decision to postpone the strike was taken by the Union, following receipt by its President, Mr. <sup>S.C.</sup> Joshi, of a communication from the Government of Bombay, which stated that the Government had fixed one month as the period during which it would complete its examination of the questions now remaining for settlement in connection with the grievances of the workers and announce its decision.

Demands of the Workers.- The decision to go on strike is the culmination of a dispute between the Union and the Government with regard to certain demands of the workers for which they have been agitating since 1935. These demands are: fixation of a minimum wage of Rs. 30; <sup>per month</sup> graded scales of pay for technical staff; casual leave for 20 days; <sup>per annum</sup> for piece and task workers; payment for idle hours for piece-workers; fixed pay for the confidential section on average basis; filling of vacancies in technical establishment by men of the same section; and lastly, yearly promotion to piece-workers. In the event of the demands not being granted, the Union requested Government to appoint a Conciliation Board to settle the dispute.

Action taken.- These demands were discussed at a joint meeting of representatives of the Union ~~and~~ and the Superintendent

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of the Press, at which the Labour Commissioner was also present. As a result of the discussions, three of the minor demands were granted with slight modifications; the demand for casual leave was rejected; while the question of minimum wage and graded scales of pay was left over for consideration by Government.

(The Times of India,  
16-8-1939).+

Forced Labour abolished in Suket State.

In connection with his birthday celebrations, the Ruler of Suket State (Punjab) has announced the complete prohibition of "Begar" (forced labour) in the State.

(The Hindustan Times,  
22-8-1939).+

The Digboi Labour Dispute: Enquiry Committee  
commences sittings on 1-8-1939.

Reference was made at pages 13 to 14 of our July 1939 report to the appointment of an Enquiry Committee with Sir Manmatha Nath Mukherji as Chairman. The Committee commenced its sittings from 7-8-1939 at Dibrugarh.

(The Amrita Bazar Patrika,  
11-8-1939).+

Jamshedpur Labour Dispute: Prasad — Nehru Award.

Dr. Rajendra Prasad (Congress President) and Pandit Jawaharlal Nehru, in their arbitration award (published in the second week of August, 1939) in the dispute referred to them by the Tata Iron & Steel Company and the Tata Workers' Union, refer to the history of the trouble between labour and capital at Jamshedpur and to their desire to remove the tension. The terms of reference consisted of five points submitted by the Company and nine points submitted by

the Union. The following is a brief summary of the principal findings:

Main Findings of Award.— The award classes several of these points as relatively unimportant and points out that as the more important points regarding employer — employee relationships in the Province are being dealt with, the Bihar Labour Enquiry Committee, (the report of which will soon be published), it (the award) will concern itself only with points of more immediate interest.

Dealing with the conflicts between rival trade unions at Jamshedpur the charge that "the Company was not averse to these conflicts between rival unions and even encouraged them", the award finds that there is some truth in these allegations. Dealing with labour unrest, the award points out that the Jamshedpur workers' standards of behaviour have ~~been~~ considerably deteriorated and that there was discernible a tendency to unduly attribute motives to the employers. The boycott of the Founders' Day celebrations by the Tata Workers' Union under the leadership of Professor Abdul Bari was unjustified whatever might be the grievances of the workers. The award also condemns the minor stoppages of work on 1-3-39 and subsequent days as unjustified and says that they amounted to a breach of discipline.

Regarding the Tata Workers' Union's demand that it should be the only Union recognised by the Company, (at present the Company also recognises the Jamshedpur Labour Federation); the award favours the recognition of one union only and that the stronger. The question of departmental bonuses and the categories of workers eligible for them was left to be decided by the Bihar Labour Enquiry Committee for final decision. The award endorsed the demand made by the Company and the Union for the appointment of a Government Labour Officer living in Jamshedpur permanently to deal immediately with labour troubles as and when they arise.

(The Amrita Bazar Patrika,  
9-8-1939) .+

19

Enforcement of Conventions.

Factory Administration in Ajmer-Merwara, 1938.\* +

Number of Factories.- The year 1938 opened with 49 factories operating under the Factories Act. No factory was brought on the register during the year but one factory was removed from the register as it ceased to employ 20 persons simultaneously. Of the 48 registered factories, 35 actually worked and 13 remained closed throughout the year.

Number of Workers.- The total number of operatives in all factories was 13,886 as compared with 13,699 in 1937 — the net increase being 187. Of the 13,886 operatives, 12,619 were males, 1,048 females and 219 child workers as compared with 12,207 males, 1,251 females and 241 child workers in 1937.

Inspection.- Of the 35 factories which worked during the year, 6 were inspected once, 14 twice and 15 three times. The total number of inspections, therefore, was 79 as compared with 89 in the previous year.

Prosecutions.- No prosecution was instituted during the year under report. +

Factories Administration in N.W.F.P., 1938.\*<sup>1</sup>

Number of Factories and Workers.- During the year under report the total number of factories subject to the control of the Factories Act increased from 30 to 31. Of the 31 registered factories, 30 worked during the year and one remained closed.

The total number of operatives employed in all factories during the year 1938 was 1,181 as compared with 1,371 in 1937. The decrease of 190 operatives was due to the fact that cotton ginning and oil pressing factories experienced a comparatively dull year. Of the 1,181 workers employed in factories, 1,151 were males and 30 females as compared with 1,355 and 16 respectively in the previous year. Two adolescents and 5 children were employed in the factories during the year under report as compared with 14 adolescents and 5 children during the previous year.

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\* Annual Report on the Working of the Indian Factories Act in Ajmer-Merwara for the year 1938. New Delhi: Printed by the Manager, Government of India Press. 1939. pp. 16.

\*<sup>1</sup> Annual Report on the Working of the Indian Factories Act in the North-West Frontier Province for the year 1938. Peshawar: Manager, Government Stationery and Printing, N.W.F.P. 1939. Price Re. 1-0-0 or £ 0-1-6. pp 6 + viii.



Inspections.- Of the 30 factories which worked during the year under report, 17 were inspected once and 6 twice, 7 factories remained uninspected as they were found closed at the time of the Inspector's visits. The total number of inspections carried out was 29 as compared with 30 in 1937. In addition to the inspections undertaken, a number of visits were paid to unregistered workshops with a view to bringing them on the factory register.

Hours of Work.- Perennial factories mostly found a 48 hour week sufficient for their needs. The military factories at Bannu worked a full 9 hour day over a period of from 2 to 3 months during the year. The Government Printing Press, Peshawar, was kept busy throughout the year, working 9 hours a day and on 12 occasions found it necessary to apply for exemption from the hours of work clauses of the Act in order to be able to deal with an exceptional press of work. Cotton ginning factories took full advantage of a 60 hours week, permitted to seasonal factories, for two months of the year during which they operated.

Prosecutions.- Five cases were instituted against the occupier and manager of one factory during the year, for contravening the provisions relating to hours of work and rest periods, safety and sanitary arrangements. The occupier and manager were convicted of all these offences and fines Rs. 5 in each case, a total of Rs. 25 being realized. +

#### Factory Administration in Madras, 1938.\* +

Number of Factories.- At the end of the year 1938 there were 1,900 factories on the registers as against 1,876 in 1937. During the year under review 209 were brought on the registers and 185 were removed from the registers. The number of factories which were in commission during the year was 1,818 of which 1,290 were non-seasonal and 528 seasonal.

Number of Workers.- The average daily number of operatives employed in 1,818 factories that were in commission during the year was 194,335 as against 186,630 in 1937. Of these 5,325 in non-seasonal and 7 in seasonal were employed in Government and Local Fund factories and the rest in private factories.

Inspections.- Of the 1,818 factories that were in commission during the year, 528 were inspected once, 714 twice, 408 thrice and 114 more than three times. The total number of inspections by all inspectors was 3,656 as against 3,210 in the previous year. 54 factories were not inspected by the departmental officers. 2

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\* Government of Madras, Development Department - G.O. No. 1588, 22nd June 1939 - Factories — Administration Report, 1938.

200 unregistered factories were inspected by the full-time Inspectors. Instructions, wherever necessary, were issued for fencing and guarding dangerous parts of machinery.

The Chief Inspector points out that the work of the factory inspection staff has increased to such an extent that it engendered a feeling that inspections were no longer as effective as they ought to be. In view of this and in consideration of the fact that for financial reasons Government were unable to increase the regular factory inspection staff, the number of additional inspectors and their scope of inspection were increased. Further, it was made incumbent upon the additional inspectors to inspect every factory in their jurisdiction in respect of all aspects of factory work except such as were specifically excluded from the scope of their inspection. Also Government had under consideration a proposal to appoint Honorary Inspectors of Factories to assist the regular staff.

Inspectors were in touch with Trade Union officials and complaints preferred by the Union officials were investigated and action taken.

Rest Intervals and Weekly Holiday.-- The rest interval of one hour was observed in 1,566 factories. Five factories gave two rest intervals of half an hour each. Exemptions applicable to the majority of operatives was availed of by 119 factories on the condition that sufficient time, though not a fixed period, was allowed for meals.

Sundays were observed as holidays in the case of 762 factories. Substituted holidays were granted to 789 factories in lieu of Sundays worked. Exemption was availed of in 139 factories subject to the condition that no person would be allowed to work for more than 13 days without a holiday for a whole day.

Hours of Work: (a) Perennial Factories.-- The number of non-seasonal factories in which the normal weekly hours were not above 42 was 108 for men and 158 for women; above 42 and not above 48 was 210 for men and 92 for women; above 48 was 871 for men and 633 for women. The 30-hour week for children was observed in 215 factories.

(b) Seasonal Factories.-- The number of seasonal factories in which the normal weekly hours were not above 42 was 34 for men and 66 for women; above 48 and not above 54 was 80 for men and 73 for women; above 54 was 367 for men and 344 for women. The 30-hour week for children was observed in 5 factories.

Prosecutions.-- Occupiers and Managers of 138 factories involving 213 persons were prosecuted during the year. Convictions were obtained against 108 factories involving 188 persons. The accused in the case of one factory was acquitted; prosecutions against the remaining 29 factories were pending trial at the close of the year. Convictions were obtained in all on 384 counts, fines ranging from one pie to Rs. 100 per count. The total amount of fines realised

was Rs. 9,872-0-1, giving an average of Rs. 25-11-0 per count. The Chief Inspector remarks that in certain cases it is found that the fines imposed are not deterrent. "The amount of fine imposed should be commensurate with the gravity of the offence committed and should not be less than the profit made by the employer out of the offence." In view of the inadequate fines, it was suggested to Government to amend the Factories Act so as to vest the Commissioner of Labour with powers to compound offences as is done under the Madras Abkari Act. But the Government did not accept the proposal.

Holidays with Pay.- Sundays, local festival and other commercial holidays were allowed to workers generally with pay in well-established concerns and in smaller factories wages were paid only for the actual days of employment. Casual or privilege leave were ~~were~~ given with pay in a few factories.

Sickness Statistics.- A novel feature of the report is the inclusion of statistics relating to the number of days lost due to sickness. It was found that 296,172 man-days were lost due to sickness. Some factories could not furnish these particulars as no records were available with them. ~~The Government Orders available with them.~~ The Government Orders confirming rule 138-A for the maintenance of these particulars were issued late in the year.

Average Monthly Earnings of Workers.- Another new feature of the report under review which should in due course prove of great value is an account of the minimum, maximum and average monthly wages earned by different classes of workers in several important industries in the Presidency, given in Appendix IV of the report. The Government considers that for a full and proper appreciation of the mass of details collected concerning wages, it is desirable to incorporate a short statistical interpretation of these figures in future reports.

Working Class Cost of Living Index Numbers.- A third interesting feature of the report is the reproduction of the working class cost of living numbers index for Madras City compiled by the Director of Industries and Commerce for the period June 1938 to January 1939.

(A copy of the Madras Factories Administration Report for 1938 was forwarded to Geneva with this Office's Minute D.1/1428/39, dated 17-8-1939).+

### Factory Administration in Bombay, 1938\* +

Number of Factories.- The number of factories subject to the control of the Factories Act increased from 2,108 to 2,810 (including 769 concerns to which the Act has been extended under Section 5. These concerns are referred to as "N" concerns in the report). 874 (179 + 695 "N") factories were added to the register whilst 172 (74 + 98 "N") were removed. There was thus a net increase of 702 (105 + 597 "N"). The number of factories that actually worked was 1,741 + 754 "N" compared with 1,625 + 171 "N" in the previous year. Of the former, 1,080 + 688 "N" were perennial concerns whilst 661 + 66 "N" were connected with seasonal processes.

Number of Workers.- The number of operatives employed in the factories that submitted returns, and including a weighted average of the operatives working on the night shifts in the cotton textile mills, was 467,568 + 11,535 "N" compared with 432,056 + 3,151 "N" last year. Returns could not be received from many "N" factories but statistics from these do not represent any index of increased employment. Approximately 25,000 more persons were employed in the cotton mills in which 100,343,781 adult shifts were worked compared with 90,781,151 last year. There was thus an increase of approximately 11 per cent. in textile employment in the large mills.

Inspection.- 1,133 factories were inspected once, 716 twice, 229 thrice, and 289 more than thrice while 128 were not inspected. The total number of inspections made by whole-time and ex-officio inspectors was 2,495.

Accidents.- 10,262 persons were involved in accidents of whom 44 died, 2,445 severely injured, while 7,773 sustained minor injuries. The incidence of accidents on the average was 2.14 per 100 operatives employed daily against the 1937 average of 1.89. The increase is reported to be due to better reporting, great activity and a change in the nature of the industry. The "machinery" accidents in the textile industry increased from 1,919 to 2,336 — an increase of 21.7 per cent. This is greater than the increase in activity of 11 per cent. and may be attributed to better reporting, to the influx of untrained persons into industry and to a deterioration in general supervision caused by the night shifts.

Prosecutions.- 562 cases were instituted against 148 factories by the full-time staff. Convictions were secured in 464 cases against 130 factories, whilst 83 cases against 18 factories are undecided. A sum of Rs. 13,322 was imposed as fines. No cases were instituted by the ex-officio inspectors.

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\* Annual Factory Report, Bombay Province, 1938 (including Notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Bombay: Superintendent, Government Printing and Stationery. 1939. Price As. 2 or 3d.

Recognition of M. & S. M. Railway Employees' Union:

Question under consideration of the Agent. +

The Agent and Central Manager of the Madras and Southern Mahratta Railway recently appointed a committee of senior railway officers to confer with the representatives of the M. & S.M. Railway Employees' Union to consider the terms and conditions of recognition which might be acceptable to both parties and also to frame a constitution for the operation of the Union. The Committee and the representatives of the Union submitted an agreed report to the Agent and General Manager, who is considering the proposals. The President of the Union is to meet the Agent and General Manager on 4-9-1939 when a further discussion is to take place.

( The Times of India, 29-8-1939) +

Intellectual Workers.

Demands of Bombay Clerical Staff: Representation  
to Premier. +

The General Secretary, Bombay Clerks' Association, has recently submitted a representation to the Prime Minister, Bombay, on the grievances of the clerical employees in Bombay City. It is pointed out that this category of workers constitutes an important section of wage-earners of the City, but that it has not hitherto received adequate attention either from the Government or from the Municipal Corporation. As yet conditions of work of clerks are not regulated by law, with the result that there are thousands of well educated clerks who are treated worse than manual labourers.

Standard of Living of Clerical Staff.- The standard of life of the clerical population at present is far below the standard of life to which they are accustomed. Ever since the economic depression set in in 1929 their condition has been getting worse day by day and, though the economic depression vanished long ago, there has been no improvement in the conditions of the clerical population.

Salary Rates of Clerks.- Starting salaries have been fixed at disgracefully low figures, unconscionable cuts are effected in the existing salaries, the services of the higher paid staff have been dispensed with and the vacancies thus created filled up with men on starvation wages. This process has been going on for the past ten years, so much so that at present, educated men even with academic qualifications are started on Rs. 20 or Rs. 25 per month and the old and experienced hands do not get even 50 per cent. of what they were drawing ten years back.

Insecurity of Service.- Insecurity of service is another major grievance of the clerical population. Their services may be dispensed with at any moment without regard to previous service, efficiency and other considerations.

Absence of any provision for old age is conspicuous in the service conditions obtaining in commercial establishments and industrial concerns. A clerk when he retires from service leaves his office empty-handed.

The Union urges the Government to adopt legislation to regulate hours of work, leisure, holidays, leave, salary, security of service, provident funds, etc.

(The Bombay Chronicle,  
26-7-1939). +

Regulation of Production and Marketing of Steel in India:Agreement not reached at Simla Conference. +

Reference was made at page 28 of our July 1939 report to the Conference of various steel interests in India scheduled to be held at Simla on 16-8-1939 under the auspices of the Government of India to arrive at an agreement between the large steel producers and smaller rolling mills with regard to the regulation of production, division of markets and other cognate subjects. The Conference was opened by Sir A. Ramaswami Mudaliar, Commerce Member with the Government of India, and presided over by Sir Alan Lloyd, Additional Secretary, Commerce Department. A brief review of the proceedings of the Conference which was held on 16 and 17-8-1939, is given below:

Circumstances leading to the Conference.- Sir A. Ramaswami Mudaliar in his speech opening the proceedings, stated that ~~representations were being received during the last three years from a re-rolling mill in Southern India, stating that it was meeting with grave difficulties in carrying out its business, and in particular alleging that these difficulties were largely due to unfair competition and price cutting on the part of the Tata Iron and Steel Company.~~ Recently the Madras Government backed up the representations of the Company and suggested that a scheme of rationalisation (involving fixing of quotas, division of markets and fixation of price levels) should be evolved.

Attitude of the Government of India.- The Government of India decided to convene the Conference principally because of two factors. In the first place, the Tata Iron and Steel Co., when consulted as to the allegations, emphasised the all-India aspect of the question and urged the convening of an all-India Conference of steel interests by the Government of India. Secondly, Government envisaged the possibility of the emergence of a monopoly through unfair competition, a state of affairs which will ultimately affect consumers adversely.

Over-production in Industry.- According to a Press Note issued on the proceedings, discussions on the first day revealed the existence of a considerable measure of excess production capacity in the country. The first day was devoted to examining the general information as to the technical and economic position of that part of the Indian iron and steel industry which is engaged in manufacturing those materials that form the output of the re-rolling mills.

Agreement found Impossible.- The Press Note on the proceedings of the second day of the Conference points out that it was found impossible to reach an agreement because the views of different interests as to what was the proper definition of the expression "unfair competition" in connection with the industry could not be reconciled. It was, therefore, impossible to find a basis for drawing up any concrete

proposals for action, but the chairman undertook to see that a full record of the discussions and in particular of the difficulties experienced by the smaller rolling mills would be laid before the Government.

(The Statesman, 17 and 18-8-1939) +

National Planning Committee:

Progress of Work Reviewed. +

A meeting of the National Planning Committee was held at Allahabad on 13-8-1939 under the chairmanship of Pandit Jawaharlal Nehru.

Progress of Work-- The General Secretary informed the members of the work done by the various sub-committees, chiefly by the labour, manufacturing industries, crop-planning, insurance and animal husbandry sub-committees.

Development of Basic Industries.- Six basic industries to which special attention is to be paid in the first instance are the heavy engineering industry, the machine-making, automobile, heavy chemicals, metal production and industries connected with power generation and supply. The sub-committees dealing with these industries have been asked to submit their reports as soon as possible to expedite the general plan and enable the various provincial Governments to co-operate in establishing these industries. It is considered likely that each province will draw up its own plan and all the provincial plans will then be co-ordinated.

Cottage Industries and Education.- General discussion at the meeting related to cottage industries and education. Among the sub-committees whose work was considered were the soil observation, communications, mining, metallurgy, technical education, rural marketing, finance and population sub-committees.

Decisions.- The following decisions were arrived at: (1) the minutes of each sub-committee should be circulated among other sub-committees through the central office; (2) each sub-committee should send a brief preliminary report of its method of work and objectives by the end of September to enable better co-ordination among the various sub-committees; (3) sub-committees dealing with allied subjects might hold joint meetings.

("Commerce and Industry", Delhi, 23-8-1939.) +



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The Assam Agricultural Income-tax Act, 1939.

Attention is directed to pages 25 to 44 of Part IV of the Assam Gazette dated 23-8-1939 where is published the Assam Agricultural Income-Tax Act, 1939, which empowers the Government to levy agricultural tax at the rates specified in the annual Assam Finance Acts.

The Assam Finance Act, 1939, published at page 45 of Part IV of the Assam Gazette dated 23-8-1939, prescribed the following rates for agricultural incomes.

	<u>Rate</u>
1. On the first Rs. 1500 of total income	nil.
2. " " next Rs. 3500 " " "	9 pies in the rupee.
3. " " " Rs. 5000 " " "	1 $\frac{1}{4}$ annas " " .
4. " " " Rs. 5000 " " "	2 annas " " .
5. On the balance of total income.	2 $\frac{1}{2}$ annas " " .

Crisis in Cotton Textile Industry:Restriction of Output. ←

Reference was made at pages 30-31 of the report of this Office for July 1939 to the crisis due to over-production in the Indian textile industry. During August, the situation worsened. As a result of the Bombay and Ahmedabad Millowners Associations' efforts to restrict output, night-shifts have been stopped in several mills and the wage-cuts are being contemplated. As the result of a communication addressed by the Government of Bombay to the two Millowners' Associations, the Millowners' Association, Bombay, has issued a circular to its member mills recommending them not to make any reduction in wage rates until the report of the Bombay Textile Labour Inquiry Committee is published by Government. (The report is expected to be published in October 1939) ("Times of India", 17-8-1939).

In Ahmedabad, a cleavage has occurred among millowners, and Seth Kasturbhai Lalbhai, President, Ahmedabad Millowners' Association, who deprecates wage cuts and other forms of direct action

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by millowners, has resigned. It is anticipated that under the new President, the Association will adopt a stiffer attitude towards labour ("Bombay Chronicle", 17-8-1939). The Committee of the Association decided on 18-8-1939 to recommend to the Association to restrict production as a measure of immediate relief from depression. It was also decided to register the Millowners' Association and recognise the Labour Association under the Trade Disputes Act.

In Madras Presidency, the Coimbatore Millowners' Association decided on 5-8-1939 to reduce output by one-third for one month from 7th August. In its discussions with the Government of Madras, the Association has stressed the immediate necessity of the Provincial Government moving the Central Government to take urgent measures to stop the import of Japanese and Chinese yarn and also to remove the additional half-anna duty on imported cotton.

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Employment and Unemployment. +Alleviation of Unemployment in the Punjab: Recommendations  
of the Chhotu Ram Committee. +

An advance summary of the recommendations of the Punjab Unemployment Enquiry Committee, presided over by the Hon. Sir Chhotu Ram, Minister for Development, Punjab, was given at pages 29-30 of our June 1939 report. The Report of the Committee, together with 4 four dissenting minutes, was published in the first week of August, 1939. (Copies of the Report have been asked for; when received, a copy will be sent to Geneva).

The more important recommendations of the Committee are:

Utilisation of land alongside canals for planting fruit gardens by unemployed educated men; control on movement of labour from Indian States to British territory; dress reform for college boys; spreading of medical aid in rural areas by subsidising private practitioners; appointment of qualified Hakims and Vaidis (indigenous doctors) as an experiment; establishment of at least one major State industry in each division of the Province; appointment of a committee to survey establishment of small scale industries; legislation to secure 75 per cent. representation for Punjabees among factory operatives; employment of Punjabee labour by contractors; all Government servants who have either attained the age of 55 years or completed 25 years pensionable service to be retired; imposition of a ten per cent. cut in the emoluments of Government and Board servants, except menials and low-paid servants and also retired Indian soldiers; and propaganda to educate public opinion on the subject of birth control.

(The Tribune, 8-8-1939). +

(A copy of the Report of the Punjab Unemployment Enquiry Committee was forwarded to Geneva with our Minute D.1/1534/39 dated 6-9-1939).

Social Conditions.Future of ~~the~~ Criminal Tribes in Bombay: Munshi  
Committee's Recommendations.

The Bombay Government appointed on 5-10-1939 a Committee with the Hon'ble Mr. K.M. Munshi as Chairman with the following terms of reference:

(a) To investigate and report on the changes necessary to be introduced in the policy and law relating to Criminal Tribes.

(b) To investigate and report on the grievances of the members of the Criminal Tribes Settlements; and

(c) To consider and report on such other matters as may be germane to the above.

The report of the Committee has recently been published; a brief summary of the more important recommendations is given below:

Re-classification of the Tribes.- The four parts of the administration, viz., notification, registration, restriction and internment in settlement require critical examination. The Committee has recommended the de-notification of certain tribes, examination of data relating to certain others, and as regards the rest of the "tribes", has recommended that a proper and thorough investigation should be carried out, and as and when the incidence of criminality falls below the standard laid down by them they should be denotified.

Even after "tribes" are de-notified it would be necessary and desirable to deal with individual habitual or confirmed criminals. The Committee thinks that legislation on the lines of the Punjab Habitual Offenders Act should be introduced in the Province.

Improvement in Rules regarding Registration.- In the matter of registration though the rules in the Province, as compared to those in others, are more calculated to prevent indiscriminate registration, they are capable of improvement. The rule about exempting children in certain cases should be liberalised and reasonably suspected persons given the same safeguards as recommended when discussing the question of notification. Offences of a trivial nature should not be considered for registration if the convicting or registering authority does not consider it desirable to do so.

Rules regarding Restriction to be relaxed.- In respect of the 'restrictions' imposed under the Act considerable relaxation is necessary. This is essential as not only are they severe in themselves, but they and, in particular, the 'hazri' system, are also capable of being used and have been used as means of oppression on the part of those administering the Act in the villages. There is need also, on the same account, to make the rules, as far as possible, of automatic application, providing at the same time for further discretionary

relaxation as at present.

Administration of Settlements.- In respect of settlement administration, distinctive treatment should be provided, as far as possible, for the wandering tribes and the rest. The size and location of settlements should be governed by mainly economic considerations. To be manageable, a settlement should not be larger than that of a medium size village. Industrial settlements will, of necessity, have to be located near industrial towns and the scope for agricultural settlements is little. Where outside contacts have an undesirable influence from the point of view of discipline and reformation, it would be necessary to organise industries within the settlements and the advice of the Department of Industries should be taken for the organisation and co-ordination of industries in industrial and reformatory settlements. It would be desirable to give a share in the management to well-behaved settlers. The system of discharge from settlements also requires to be liberalised.

(The Bombay Chronicle,  
9-8-1939). +

Prohibition in Bihar Coal Fields: Minister  
discusses Scheme with Colliery Owners. +

During the second week of August 1939, the Hon'ble Mr. Jaglal Chaudhury, Minister for Excise and Public Health, Bihar, visited Jharia and held consultations with colliery proprietors and managers to enlist their co-operation with the Government's prohibition scheme. The following is a summary of the points discussed:

Prohibition Propaganda in Colliery Area.- Colliery proprietors, when asked to give facilities to the prohibition staff of the Government to carry on propaganda among the workers, expressed the apprehension that under cover of prohibition propaganda, unhealthy labour agitation also will be carried on. The Minister pointed out that the Government staff would engage itself only in prohibition propaganda and that a monthly programme of visits of members of the staff would be sent to colliery managements. The proprietors agreed to provide reasonable facilities for such propaganda.

Provision of Recreation Facilities.- Another proposal was that each colliery or group of collieries should provide recreation centres, where adult education also could be conducted. The managements agreed to do all that they could to establish these centres.

Controlling Indebtedness of Workers.- It was suggested that attempts should be made to tackle the problem of indebtedness of the workers and that steps to organise co-operative stores and thrift societies should be taken. The colliery managements pointed out the difficulties of action along these lines on account of the migratory nature of the labour force and other difficulties.

This problem will be tackled by the Bihar Labour Enquiry Commit-

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tee also.

Advisory Committee on Prohibition.- It was ~~na~~ then decided to form an Advisory Committee of colliery managers and prominent local citizens to promote prohibition in the colliery area.

(The Amrita Bazar Patrika,  
14-8-1939). +

Health of School Children in U.P.: Government's  
Scheme for Free Supply of Milk to Students.

With a view to improve the general health and physique of school children in the United Provinces, the local Government has introduced a scheme under which each pupil is to get a pound of boiled milk every day free of cost. The scheme has been started on an experimental basis in Agra District for about 500 pupils.

(The Leader, 30-7-1939).

Social Amenities for Workers: Bombay Government's  
Scheme: Working of the Delisle Road Recreation  
Centre in 1938-39.+

In order that the working classes may be able to spend their leisure hours in a wholesome manner, the Government of Bombay has decided to provide such social amenities to the workers and their dependents as are conducive to their general amelioration and social betterment. This purpose is to be achieved through the medium of Recreation Centres to be started in thickly populated working class areas of the three principal industrial cities of the Province, namely, Bombay, Ahmedabad and Sholapur. It is not proposed to charge any fees to the workers for the use of the centres.

Distribution of Centres.- There will be three welfare centres in the city of Bombay, one at Worli, another at Naigaum and the third at Delisle Road. In addition there will be a children's playground at Sewri. All the areas are thickly populated with mill workers and the centres are to be located in the midst of Government-owned buildings meant for housing the workers at cheap rents. There will be a welfare centre at Raipur in Ahmedabad and another at Sholapur. In addition there will be one workmen's workshop in Mechanical Engineering, Handspinning and Handicrafts ~~in~~ At Ahmedabad. It is also proposed to start welfare activities on a small scale at smaller industrial towns like Hubli, Surat, Proach, Nadiad and Viramgaum.

Working of Delisle Road Centre.- The first Recreation Centre of its kind was started at the Delisle Road labour area in Bombay towards the middle of April 1939. (vide pages 25 to 26 of our January

1939 Report) A brief review of the activities of this Centre and the amenities provided is given below:

(a) Cinema Entertainment.- The industrial labour at Delisle Road and adjoining places is entertained twice a week by free cinema shows. There are three shows on each day. The first show is from 3 p.m. to 4 p.m. and is reserved for women only. The second show is from 6 p.m. to 7 p.m. and is exclusively meant for children, and the third show is from 8 p.m. to 9 p.m. for the mill workers and other male adults. The daily attendance for cinema shows is over 2,000. The films shown are generally educational and recreational. At times the Chicago Radio Company sends news film or recreational film, but generally the films that are shown do not depict the real Indian labourer's life and activities. To eliminate this defect, the Government has undertaken a scheme for producing such films here as will have a direct bearing on the labourer's life as it is now in India.

(b) Musical Entertainment.- A radio set is installed at the Recreation Centre and it attracts a large number of people. Programmes of the local artists who are workers were organised often, and about 500 persons attended each time.

(c) Indoor and Outdoor Games.- Indoor games such as carrom, draughts, ping pong, snake and ladder, ~~bagatelle~~, etc., are organised daily in the morning and in the evening. The average daily attendance for these games is 350. Outdoor games like volley ball, basket ball, dodge ball, hutootu, atya-patya, and khokho, are the games that are played every evening under the supervision and guidance of a games teacher. Besides these, minor team games and group games are also played. Young children and adults belonging to working class spend their morning and evening in these healthy games. They come at regular hours and spend in these games their leisure time.

(d) Physical Culture.- Instructions in body building exercises are given to boys and young men. The average daily attendance is 200. There is a special instructor for these activities. Several times, talks on health subjects, such as sanitation, personal cleanliness, good food, care of eyes and teeth, were given during cinema shows. Arrangements are being made for installing a microphone and loud speakers. When these arrangements are complete, a regular programme for giving health talks and other instructive talks would be arranged.

(e) First Aid Classes.- A class for First Aid was conducted at the Centre for two months. The First Aid instructor of the Bombay City Ambulance Corps gave about 20 lectures. These were attended by a dozen students out of which five students have appeared for the First Aid examination.

(f) Educational Activities.- There is a special hall for reading. In this hall magazines, periodicals and weeklies are



provided. There are two newspaper boards and about 2,000 Marathi, Gujarati, Hindi and Urdu books in the library. The books are issued to the labourers for reading. Every day about 150 to 200 persons take advantage of the Library and Reading Room. Literacy classes in Urdu, Hindi, Gujarati and English are conducted every evening which are attended by adults and children.

Every Saturday the students in the labour locality meet and conduct a healthy debate on instructive subjects. The Students' Organisation: "Vidyarthi Vrinda", is conducting a magazine named Vidyarthi Vikas. The contributions for the magazine come from the students themselves.

(g) Separate Facilities for Women.- Following are the recreational and educational activities organised for girls and women-folk at the Delisle Road Recreational Centre:

(i) During the last three months the number of women and children attending cinema shows has gone up from 250 to 900.

(ii) Many young and grown-up girls take part in musical and dramatic activities organised for them at the centre.

(iii) Daily about 80 to 100 young girls take part in the indoor games and outdoor games organised by the Centre.

(iv) ~~The literacy class at the Centre is not as popular with women as the sewing class.~~ About 15 to 20 women and girls attend the literacy class and during the last three months they have made some progress. On the other hand, the sewing class is well attended. During the three months the number has gone up from 15 to 30. Besides this, seventy women take advantage of the sewing machine kept at the centre, to sew their own garments.

(v) 250 books have been issued to women and girls that attend the Centre.

(vi) Short intervals during the cinema shows are often utilised for giving women talks on subjects that are most useful for them and the subjects on which they need some instruction and information. During the last three months about 6 talks were given—three on health, and two on home nursing and one on the Recreation Centre.

(The Public Information Series,  
Bombay, dated 1-8-1939).

## Co-operation.

### Organisation of Multi-Purpose Co-operative Societies in Bombay: Government of Bombay's Scheme. +

The co-operative movement in India started with small, simple credit societies. There has been, however, a growing feeling that the agricultural credit movement has not yielded results corresponding to the efforts invested, and that the time has arrived to broaden the basis of the primary unit. A joint report recently submitted by the Registrar of Co-operative Societies, Bombay, and by Mr. V.L. Mehta, recommended the organisation of multi-purpose societies and suggested that where marketing facilities or suitable bazars are available in the immediate neighbourhood, a multi-purpose society for a group of villages within a radius of about five miles could be registered with the object of supplying the normal cultivation needs of its members, who, in their turn, were to execute an agreement bond binding themselves to bring all marketable produce for sale to the society. Government has accepted this recommendation and ordered that it should be impelmented in an experimental way. Accordingly, the Registrar of Co-operative Societies and Director of Rural Development, Government of Bombay, have issued model bye-laws for organising co-operative multi-purpose societies.

Objects of the Societies.- The objects of the multi-purpose societies have necessarily been kept wide so as to include supply and sale. It aims at the provision of short-term finance required by its members for their normal cultivation needs. It is also intended to provide to a limited extent intermediate term finance required by members for such agricultural needs as the purchase of bullocks, carts and other implements. The society would also make advances against members' agricultural produce. The multi-purpose societies are not intended to replace all agricultural credit societies. They may, however, be considered to be a further stage of evolution of agricultural credit movement. They will also be help-mates of ordinary credit societies wherever possible. Bye-laws, therefore, provide that members of the credit societies functioning within the areas of multi-purpose societies can take advantage of the services of the latter.

(Press Note dated 28-7-1939  
issued by the Public  
Relations Officer, Bombay). +

Development of Cottage Industries in U.P.: Government  
Action on Enquiry Committee's Report.

A resolution was moved in April 1934 in the United Provinces Legislative Council urging the Government to set up a committee to draw up a practical scheme for the development on co-operative lines of cottage industries in rural areas. A committee, appointed accordingly, submitted its report in August 1937. (Vide pages/ 60 of our August 1937 report). The Government of the United Provinces has now published its decisions on the recommendations.

Establishment of Cottage Industries Board.— The main recommendation of the Committee was that there should be a Cottage Industries Board to advise <sup>on</sup> the intensive development of cottage industries and a central organisation for marketing the products. The Board is to receive a grant of Rs. 150,000 for five years and undertake survey of selected cottage industries and organise production, chiefly, by supplying new designs and improved appliances, by establishing finishing centres, where necessary, and by arranging for research, experiment and designing at the central technical institutions. Further, an organisation on a co-operative basis with adequate supervisory staff to be set up at each manufacturing centre to regulate and standardise production by providing facilities for instruction by means of demonstrations and tuitional classes and by supplying new designs and appliances at cheap rates. Stores affiliated to the central marketing organisation are to be established at each of the manufacturing centres to arrange to supply raw materials, to collect the finished products and to finance the workers. The scope of activity of the United Provinces Government Arts and Crafts Emporium should be enlarged to include non-art products and it should arrange to market all the products of the manufacturing centres. The central marketing organisation should receive a commercial operation grant of Rs. 500,000 and with its help carry stocks, both for retail and wholesale, employ commercial travellers and maintain show-rooms and agencies at important consuming centres.

Government Action on the Report.— Government has already taken steps to give effect to many of these suggestions. The survey of several small-scale and village industries has been taken up and the result is awaited. Steps are being taken to introduce new designs ~~and~~ for commercial purposes at the Government School of Arts and Crafts, Lucknow, with a view to bringing them to the notice of craftsmen engaged in cottage industries, such as brassware, ivory works, brocades, ornamental pottery, etc. Stores, run on a co-operative basis, have been opened at important manufacturing centres. They supply new designs and improved appliances to cottage workers free of cost or on a hire-purchase system, and also arrange to supply raw materials, collect the finished products and market them through the agency of the Arts and Crafts and the Handloom Emporia. A number of peripatetic tuitional classes under experts have been started

in rural areas to train the cottage workers in spinning and weaving, cloth printing, tanning, carpentry and oil pressing. Finishing and calendering factories at Tanda, Mau and Etawah for the cotton handloom products and a finishing factory at Najibabad for the handwoven blankets have been established. A scheme for the marketing of ~~the~~ cottage industries is under the consideration of Government, but the United Provinces Arts and Crafts and the Handloom Emporia have already a network of stores at important manufacturing centres to arrange for the marketing of the products. The suggestion to establish a Cottage Industries Board has considerable weight and is accepted by Government.

(Summarised from pages 3441  
- 3442 of Part VIII of the  
U.P. Government Gazette,  
dated 5-8-1939). +

Organisation of Research Institute regarding  
Cottage Industries: Bombay Government appoints Committee.

The Government of Bombay considers it necessary to have an institution to undertake research work into the various problems connected with cottage industries including the improvement of the methods and implements of the existing cottage industries and a study of new industries suitable for adoption in rural areas. It is proposed to open a centre for training villagers in cottage industries at Poona shortly. In the opinion of Government research work could be very effectively done by an institution working in collaboration with that centre. To examine the question of organising such a research institution and work out all the details connected with it the Government has appointed a committee with Rao Bahadur Dr. D.L. Sahasrabudhe as Chairman and Dr. N.R. Damle, M.Sc., Ph.D., Industrial Chemist, Industries Department, Government of Bombay, as Secretary.

The Committee has been asked to submit its report as early as possible.

(Press Note dated 16-8-1939  
issued by the Public Relations  
Officer, Bombay). +

Education.

Re-organisation of Technical Education in U.P.:

Government appoints Committee. +

The Government of the United Provinces appointed on 27-7-1939 a Committee of Enquiry with Lala Shri Ram as Chairman and the Deputy Director of Industries, U.P., as Secretary, to reorganise technical education in the Province. The terms of reference of the Committee are as follow:

(1) To enquire into the working of the Central Textile Institute, Cawnpore, the Central Weaving Institute, Benares, the Technical Institute, Lucknow, and the Technical Institute, Gorakhpur, and to ~~advise~~ advise Government as to the measures that should be adopted for making the instruction imparted in these institutions more effective and in consonance with the requirements of industry.

(2) To suggest, in particular, measures which should be adopted to ensure the highest standard of practical training for the students of these institutions in collaboration with industrial organisations.

(3) To consider whether it is justifiable to maintain the Central Textile Institute, Cawnpore, entirely from Government revenues, and to ~~consider whether it is feasible to secure any financial support from~~ the industrial organisations interested in the textile industry.

(4) ~~To consider whether it is possible to devise a system by~~ which students may receive theoretical training in a central institute and get the necessary practical training in factories.

(Page 3404 of Part VIII of the  
United Provinces Government  
Gazette, dated 29-7-1939). +

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Agriculture.

Agricultural Indebtedness in Travancore: Government  
appoints Enquiry Committee.

It is understood that the Government of Travancore <sup>has</sup> ~~had~~ recently appointed a Committee with Dewan Bahadur V.S. Subramania Iyer as Chairman to go into the whole question of agricultural indebtedness in the ~~the~~ State and the proper mode of dealing with it.

The terms of reference include, among other matters, recommending the extent to which compulsion may be resorted to in scaling down and settling existing debts, the legal procedure to achieve this end and also offering suggestions to keep down the abnormal growth in the volume of future debts.

(The Commercial Review,  
Alleppey, June 1939).+

The U.P. Consolidation of Holdings Act, 1939.  
(Act No. VIII of 1939).

Attention is directed to pages 19 to 23 of Part VII-A of the United Provinces Gazette dated 19-8-1939 where is published the U.P. Consolidation of Holdings Act, 1939, which seeks to consolidate holdings. +

Indian Lascars in British Ships: American Federation  
of Labour alleges Exploitation. +

According to a News Press Service message received by the Bombay Chronicle from Washington, United States of America, a resolution was recently moved in the American Congressional Committee on Merchant Marine and Fisheries urging an investigation of conditions pertaining to lascar seamen in the light of charges of unfair competition with American seamen sponsored by the American Federation of Labour.

Definition of "Lascars".- The resolution is held by Mr. Cordell Hull to apply to lascars defined by the British Board of Trade as "Asiatics and East Africans employed under agreements for natives of Asia or East Africa which open and terminate in Asia." In Mr. Hall's opinion this definition includes Chinese and Malays but excludes coloured seamen from the West Coast of Africa and the West Indies.

Nature of Enquiry urged.- The resolution seeks to ascertain data on four specific points: (1) the percentage of lascar seamen requiring medical attention in American ports, (2) the number put ashore for hospital treatment, (3) whether 72 cubic feet fore-castle space is sufficient for a lascar when the minimum for seamen on American ships is 120 cubic feet, and (4) whether lascar-manned ships trading with Northern American ports are sea-worthy.

Allegations of Exploitation of Lascars by Britain.- Testifying before the Committee, the American Federation of Labour representative declared that the wage of lascar seamen is 9 dollars a month as against 72 dollars for American seamen. He pointed out that statistics compiled by the Division of Research of the U.S. Maritime Commission reveal that in 1937, of 7,065 lascar seamen employed on European vessels which entered U.S. North Atlantic ports, 6,042 were carried on British ships; the French had 14; the Netherlands, 409; the Greeks, 10; the Germans, 400; the Italians, 29; and the Norwegians, 161.

Congressman Oliver said: "I would just like to make the observation, that it appears to me that it is the British who are guilty of the exploitation of the crews of India." Last month Haridas Mazumdar discussed the lower standard of living of Indian lascars before another House Committee and remarked: "It is the British Government and the British concerns and other European concerns who employ these poor devils at such starvation wages and give them such poor facilities, who are responsible for this unfortunate situation."

U.S. Government's Attitude.- The State Department is withholding comment on the advisability of the enactment of the resolution; the

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Department of Commerce, fearing possible retaliatory measures by aggrieved foreign nations, ~~is~~ is opposed to its adoption.

(The Bombay Chronicle,  
27-8-1939). +



Migration.Indian Emigrants Abroad: Review of Conditions during  
1938-39. +

Details are given in a review recently published by the Government of India of the problems which Indians settled abroad had to face in different parts of the British Empire during 1938-39; a brief summary of the review is given below:

A. South Africa: (1) Segregation Scheme.— One of the chief problems of Indians in the country was the revival of the anti-Asiatic campaign in South Africa resulting in Mr. Stuttaford's Segregation Scheme which caused the deepest concern. A deputation, preceded by a conference of the chief municipalities in the Transvaal, of the members of Parliament and of the provincial council, waited on the Minister of the Interior and urged that steps be taken to prevent further Asiatic penetration into European areas and that the terms of reference of the Transvaal Land Commission be extended to include an investigation of this problem. The Minister refused to extend the terms of reference of the Commission and also to appoint a new Commission to undertake a wider investigation as requested, but announced that he had under consideration a plan to ~~prohibiting the sale or hire of property to Asiatics in areas where 75 per cent. of the owners of property declared themselves opposed to such transfer.~~ <sup>introduce legislation</sup> Protests were made by the local Indian community and by the Government of India against any such legislation.

(2) Mixed Marriages and Acquisition of Land Commissions.— Notwithstanding representations made by the Government of India, two Commissions were appointed in the previous year to investigate the problems of mixed marriages and the acquisition of land by Indians in areas outside the purview of the "Gold Law". The recommendations of the Transvaal Land Commission, which have been published, are generally considered to be satisfactory, but the Mixed Marriages Commission has not yet submitted its report.

B. Kenya: (1) Highlands Reservation.— The most important event affecting Indians in Kenya was the issue of the Kenya Highlands Order-in-Council, 1939, which defines the boundaries of the Highlands and constitutes a Highland Board the majority of whose members are to be appointed by the European elected members of the Legislative Council. The main function of the Board is to advise the Governor in all matters relating to the disposition of land in the Highlands. The Government of India did what was constitutionally possible to press the Indian point of view and feel disappointed at the decision, in particular, because of the preference which it accords even to non-British subjects of European race.

(2) Restriction of Immigration in Kenya.— The establishment of the Kenya Immigration Advisory Board and the Kenya Immigration Restriction Bill which both aim at preventing an influx of destitute and undesirable foreigners into the Colony were two other matters of interest to the local Indian community. There was no Indian in the Kenya Immigration Advisory Board and it was felt that the resident

Indian community which was vitally interested in the future composition of the population and the economic development of the Colony should be represented. The objection to the Kenya Immigration Restriction Bill was the apprehension that the stiffened provisions in the Bill restricting immigration might at any time be applied to Indians also. Representations were accordingly made to His Majesty's Government.

- C. Zanzibar:- A Scheme for the control of the clove trade proposed by the Government of Zanzibar evoked considerable opposition amongst the local Indian community. With the consent of the Government of Zanzibar, Mr. G.S. Bozman, I.C.S., was deputed by the Government of India to assist in a settlement. A satisfactory agreement was arrived at to which effect has been given in the Clove Decree, 1938; the agreement has so far been working smoothly.

For regulation of land alienation, also, the Zanzibar Government have prepared draft legislation which provides that the alienation is to be subject to the control of Land Alienation Boards on which Indians will be represented and defines the conditions on which consent can be refused to an application for the alienation of Arab or African land.

- D. Ceylon.- The ban on recruitment of Indian labour for Ceylon continued. The Government of India had asked the Ceylon Government for the settlement of the questions relating to the Village Communities Ordinance and the wages of Indian labourers as a condition precedent to the re-opening of recruitment. The Village Communities Ordinance was passed and amended as to exclude all labourers resident on estates, whether Ceylonese or Indian, from the village committee franchise. Indian opinion in Ceylon feels that though de jure discrimination against Indians has been removed, de facto discrimination remains, as a large body of estate labourers are Indian and will in practice be excluded from village franchise while the effect upon the Ceylonese will be negligible.

An important event of the year was the publication of the Report of the Ceylon Immigration Commission.

To relieve unemployment in the Island, a proposal has been made (and since put into execution) to discontinue from service in Government Departments all non-Ceylonese daily-paid staff and to replace them by Ceylonese staff.

- E. Malaya.- In Malaya the restoration of the wages in 1937 to the figures at which they were originally fixed in 1929, viz., 50 cents for men and 40 cents for women in easily accessible areas, was short-lived. Owing to the decline in the price of rubber and the reduction in the export quota, the Malayan Governments reduced wages by 10 per cent. from 1-5-1938. The Malayan Governments did not agree to a postponement of the reduction asked for by the Government of India, but a further 10 per cent. reduction contemplated was not brought into force. The Government of India prohibited from 15-6-1938, all

assisted emigration to Malaya for unskilled work.

To solve the differences that had arisen, a delegation from Malaya visited India. The main question was that of the rates of wages of Indian labourers in Malaya, but advantage was also taken of the visit to examine other outstanding questions, in particular those relating to the status of Indians in the Malayan States and the provision of educational facilities for Indians. The Malayan delegates undertook to place before their Governments the various proposals made. Further negotiations are being continued by correspondence.

F. Burma.— Indians in Burma had tragic experience during the year. As a result of anti-Indian riots accompanied by anti-Indian agitation and systematic and organised campaign of picketing with the object of driving out Indian traders, Indian life and property in Burma became so insecure that about 11,000 Indian destitutes were repatriated to India by the shipping companies ~~and~~ by private relief committees ~~and~~ at the expense of the Government of Burma. According to the Committee which was appointed by the Government of Burma to investigate the riots, the real causes of the riots are economic, social and political, such as the unsatisfactory conditions ~~and~~ of land tenure and the resultant agrarian discontent, uneasiness as to the future course of Indian immigration and its effect, marriages of Burmese women with Indian Muslims, the activities of the Burmese Press, the Thakin organisation, etc. The Committee estimates the total number of Indians killed and injured in rioting at 164 and 711. The official figure of the damage to Indian property in Rangoon and in the districts is about Rs. 700,000 and Rs. 1,100,000 respectively, while the Indian estimate is Rs. 3,100,000 and Rs. 2,400,000 respectively. The question of the payment of compensation for loss of Indian life and property has been taken up by the Government of India.

G. Fiji.— In Fiji a change of procedure is proposed in regard to the alienation of native land which affects Indians in the Colony. In brief the proposals are:

(i) the enactment of a Native Lands Trust Ordinance to provide for the appointment of a Native Lands Trust Board in whom the control of all native lands will vest; (ii) the appointment of a local Commission to make recommendations in regard to delimitation of native reserves; and (iii) the setting up in each Province of a local Committee, on which both Indians and Fijians will be represented, mainly to make recommendations on any application for lease outside native reserves.

To assist the Indian community in safe-guarding their interests, the Government of India have been urging upon His Majesty's Government the necessity for the appointment of an Agent of the Government of India in Fiji.

Early in July, 1938, it was said that Indian retail traders were unable to obtain a renewal of their licenses. The Government of India immediately made enquiries and were informed that refusal to renew licences, which was limited to a district, was due to a misunderstanding and were assured that instructions had been issued

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authorising renewal.

H. West Indies.-- A Royal Commission was appointed to conduct a comprehensive survey of the social and economic problems affecting the West Indian Colonies. The question of safeguarding the interests of Indians of whom there is a large number in Jamaica, Trinidad and British Guiana engaged the attention of the Government of India, who, with the approval of His Majesty's Government, deputed Mr. J.D. Tyson, C.B.E., I.C.S., to present their views before the Commission and to assist Indians in the preparation of their case. In Trinidad, it is understood, legislation has been enacted for the establishment of a town-planning and housing authority to carry out a far-reaching plan of slum clearance. A Trade Disputes (Arbitration and Enquiry) Ordinance, has also been enacted which provides machinery for conciliation in industrial disputes.

(Indian Information Series,  
dated 1-8-1939).+

*Indian*

Legislation regarding Trade Unions and Trade Disputes  
in Malaya: Future of Indian Emigration to Malaya.+

It is understood that the Government of the Straits Settlements and the High Commissioner of the Federated Malay States have recently published the draft of two Bills which are likely to be of considerable importance to Indian labourers in the Colony, who number nearly 700,000. The two Bills deal with trade unions and industrial disputes respectively.

The Trade Union Bill.-- The Trade Union Bill is to provide for the registration and control of trade unions. In this connection what is bound to be a problem of considerable difficulty in regard to the operation of the proposed legislation is whether the estate Indian labourers will be afforded facilities for the organisation of trade unions on a regional basis, and whether "outsiders" will be allowed to lend their guidance and support to such unions.

The Trade Disputes Bill.-- The other Bill provides for the constitution of a standing Industrial Court, consisting of persons appointed by the authorities. Any trade dispute, whether existing or apprehended, may be reported by either of the parties to the dispute to the Controller of Labour who may, if he thinks fit and if both parties consent, refer the matter for settlement to the Industrial Court; or refer the matter for settlement to the arbitration of one or more persons appointed by him: or refer the matter for settlement to a board of arbitration consisting of one or more persons nominated by or on behalf of the employers concerned.

and an equal number of persons nominated by or on behalf of the workmen concerned and an independent chairman nominated by the Government. For the purpose of facilitating the nomination of persons to act as members of a board of arbitration, the Governor will constitute panels of persons appearing to him suitable so to act.

These Bills are consistent with the proposals made by the Government of India in their despatch to the Malayan authorities after the termination of the inconclusive Indo-Malayan talks in January 1939. (For details vide pages 53 to 54 of our February 1939 report). In this connection, the Government of India is stated to have received the official Malayan reply to the dispatch they sent a few weeks ago on these talks; the reply, it is understood, has been referred to the Agent of the Government of India in Malay for his opinion.

(The Statesman, 24-7-1939) +

Congress Working Committee and Repatriation of Indians from Ceylon:

Resolution on Nehru's Mission. +

Reference was made at page 46 of our June 1939 report to the All India Congress Committee deputing Pandit Jawaharlal Nehru to visit Ceylon to explore the possibilities of getting the Ceylon Government to modify its scheme of repatriation of daily-paid Indian workers in Government Departments of the Island with a view to minimising the hardship that such repatriation would entail. Pandit Nehru visited Ceylon on July 1939 (vide pages 54 to 55 of our July 1939 report) and his report on his negotiations with Ceylon Ministers was considered by the Working Committee on 10-8-1939. Relevant extracts from the resolution on the subject adopted by the Working Committee are reproduced below:

Regret at Ceylon Government's Action.- "The Committee regrets, .... that the Ceylon Government have not thought it fit to make any major change in the measures they had proposed in order to remove a large number of Indians from their employment under Government, though the Committee is aware that assurances have been given that all cases of hardship will be carefully considered by Government. The Committee regretfully feels that the action of the Ceylon Government in respect of these measures is not in conformity with justice or international practice."

Right of Indians to considerate Treatment.- "While the Committee desires and expects that every Indian who goes abroad will be treated honourably and with justice, it does not want Indians to go anywhere as unwanted outsiders who exploit the people of the country. The Committee recognises the right of the people of Ceylon to be given preference in State service or otherwise in their country and are fully prepared to co-operate in this.

"Of the hundreds of thousands of Indians who have gone to Ceylon and, by their labour on land and elsewhere, produced wealth and increased the riches of the country, a great majority have settled down there and made Ceylon their homeland. They have thus earned the right to be considered on a par with other inhabitants of the Island and to have all privileges and to shoulder all responsibilities of citizenship. Other Indians, who have not been there for so long, have also given of their labour and service to Ceylon, and deserve consideration and just treatment."

Adjustment of Future Relations.- "The Committee is prepared to co-operate in all steps to adjust relationships so as to give every opportunity to the people of Ceylon to advance and find self-fulfilment, but such steps, when they affect two parties must not be taken unilaterally, and should take into consideration the interests of those who, for no fault of their own, find themselves in their present situation. The Committee is convinced that for historical, geographical, cultural and economic reasons, the fate of Ceylon is linked with that of India, and is desirous of strengthening these bonds for the mutual advantage of the two countries.

"In view, however, of the circumstances that have arisen, the Committee is of the opinion that all future emigration of labour from India to Ceylon must be completely stopped. Because of this stoppage of emigration, there is no longer any necessity for an emigration depot and the Mandapam depot should, therefore, be closed. In any event, it is undesirable for a depot of this kind on Indian soil to be in charge of the Ceylon Government."

(The Times of India,  
12-8-1939).+

Indian Emigration Problems: Discussion by  
Standing Emigration Committee. +

The Standing Emigration Committee of the Central Legislature met on 28-8-1939 with the Hon'ble Sir Jagdish Prasad, Member for Education, Health and Lands, in the Chair. A brief summary of the decisions and work of the Committee is given below:

Emigration of Indians in Ceylon.- The Committee unanimously approved of the Government of India's action in stopping the emigration of unskilled Indian labour to Ceylon. The Committee gave its approval after considering possible causes of action in the light of the explanation given to the members of the history of recent developments in regard to the discharge of Indian daily-paid employees in the Ceylon Government.

Indians in Burma and South Africa.- The various steps taken by the Governments of India and Burma to safeguard Indian interests in Burma were explained to the Committee. The course that the negotiations between the Governments of India and the Union of South Africa are taking in regard to the segregation question also was explained to the Committee.

Indians in Malaya.- As regards Malaya, the Committee were informed that the Malayan Government had replied to the Government of India's despatch and that the reply was being considered. The Committee approved of the line the Government propose to adopt in the despatch that will be sent to the Malayan Government in reply to the latter's communications.

(The Hindustan Times,  
29-8-1939).

General.Conference of Provincial Labour Ministers: Tentative  
List of Subjects on the Agenda. +

Reference was made at page 56 of our July 1939 report to the Conference of Labour Ministers in the Provincial Governments and of representatives of the Central Government to be held in New Delhi in November 1939. The tentative list of subjects on the agenda of the Conference, the starting date of which has now been fixed as 15-11-1939, includes, according to a press note dated 8-8-39 issued by the Principal Information Officer, Government of India; prevention and settlement of industrial disputes, industrial housing, holidays with pay, collection of statistics concerning labour and industry, and extension of legislation to labour employed in commercial establishments and shops. There will also be discussion on miscellaneous other topics such as the amendment, suggested by one Provincial Government, of section 5 of the Factories Act, which empowers Provincial Governments to declare premises to be factories in certain circumstances, and delegation, suggested by another, of powers regarding trade unions whose objects are not confined to one Province.

The Note <sup>ay</sup> says that though "Welfare of Labour" is in the concurrent legislative list of the Government of India Act and Provincial Governments are now competent to legislate on labour matters, it has all along been felt by Governments as well as representatives of labour and industry that for a variety of reasons, diversity of labour laws in different parts of India should, as far as possible, be avoided.

(Press Note dated 8-8-1939  
issued by the Principal  
Information Officer, Govern-  
ment of India).

According to the correspondent of the Hindu in Simla, besides the Provinces, certain States who regularly participate in the Industries Conference, will probably be invited to send representatives to this Conference. These States are Hyderabad, Baroda, Mysore, Kashmir, Gwalior and Indore. #

(The Hindu, 13-8-1939). +



Conference of Premiers of Congress Provinces, Poona,  
24 to 26-8-1939. Co-ordination of Labour Policy  
discussed. +

A three-day Conference of Prime Ministers of Congress Provinces was held at Poona from 24 to 26-8-1939, Sardar Vallabhbhai Patel, Chairman, Congress Parliamentary Sub-Committee, presiding. The object of the Conference ~~was~~ was not to determine policy, which is done by the Congress Working Committee, but to chalk out the best method of giving effect to the directions from above, not only in conformity with local conditions but also in the light of <sup>common</sup> ~~the~~ experiences ~~of one another.~~ Besides discussing the attitude to be taken by the Congress Ministries if India is involved in war, the Conference discussed several labour and industrial problems; a summary of the discussions relating to labour and industrial matters is given below:

Trade Disputes.- The advisability of a common industrial policy for ~~all provinces administered~~ by the Congress has long been felt by the "High Command" and by the provincial Ministries. The principles of ~~the~~ Congress policy towards industrial labour have been laid down in a statement issued with the authority of the Working Committee shortly after acceptance of office in July 1937 (vide pages 84-87 of our August 1937 report). Since then the Bombay Government has enacted legislation embodying those principles and laying down the method of conciliation and arbitration as the best means of regulating the relationship between capital and labour.

Other provincial Governments have followed suit: The United Provinces Government has published a Bill, a Central Provinces Bill is on the anvil, and the Madras Government is drafting legislation on the subject.

It was decided that the underlying policy in respect of all these measures should be the same, and it is believed that Sardar Vallabhbhai Patel will examine them with a view to ensuring uniformity of principles and compliance with the labour policy envisaged in the July 1937 statement.

Over-production in Industry: (a) Sugar Industry.- The danger of over-production in certain industries was also considered by the Conference. For instance, owing to crop failures and the rise ~~of~~ in prices, a certain amount of foreign sugar is finding a market in India this year. This has led some financiers to contemplate the opening of more sugar mills in some parts of the country. The fact is that the capacity of the existing sugar mills in the United Provinces and Bihar is such that their total output is sufficient to meet the needs of the whole country, so that more mills and more production will lead to an unhealthy competition, compulsory curtailment of production and the resultant dislocation of industrial

labour, etc.

(b) Cotton Textile Industry.- Similarly, a serious situation has arisen in the cotton textile industry as the result of over-production and the accumulation of stocks. Apart from its effect on capitalists, this has threatened labour trouble owing to talk of a cut in wages. The ~~position of the~~ handloom industry, especially in the South, has also suffered.

Lack of Co-ordination in Industrial Policy.- Lack of co-ordination among interests in different parts of the country will, it is felt, accentuate the situation and render the industries concerned more and more vulnerable. In order to put an end to this state of affairs, it was agreed that inter-provincial consultation to evolve a policy of beneficial to the industry, capital, labour, and the people at large was desirable. Details of the machinery to achieve this object are not yet available. As far as is known at present, it appears to have been left to the Governments concerned to consult one another informally.

(The Times of India,  
26 & 28-8-1939).+

List of more important publications received  
in this Office during August 1939. +

National Labour Legislation.-

- (1) The Indore Trade Unions Act (No V of 1939). (Price Rs. 0-2-3).
- (2) The Indore Payment of Wages Act (No. II of 1939). (Price Rs. 0-1-9). 1939.
- (4) The Indore Trade Disputes Conciliation Act (No. II of 1938). (Price Rs. 0-2-0).

All printed at Holkar Government Press, Indore.

Conditions of Labour.-

- (1) Report on the Working of the Payment of Wages Act in the Province of Madras for the calendar year 1938. Madras: Superintendent, Government Press. 1939.
- (2) Government of Madras, Development Department — G.O. No. 1509, 12th June, 1939. (Report on the Working of the Workmen's Compensation Act, 1923, during the year 1938). 1939.
- (3) Enquiry Committee Report — Orissa States. Cuttack: Orissa Mission Press. 1939. (Price Rs. 5-0-0).
- (4) Report on the Working of the Workmen's Compensation Act, 1923, in Burma for the year 1938. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1939. (Price Rs. 1-8-0 or 2s. 3d).

Enforcement of Conventions.-

- (1) Annual Report on the Working of the Indian Factories Act in Ajmer-Merwara for the year 1938. New Delhi: Manager, Government of India Press. 1939.
- (2) Annual Report on the Working of the Indian Factories Act in the North-West Frontier Province for the year 1938. Peshawar: Manager, Government Stationery and Printing, N.W.F.P. 1939. (Price Re. 1-0-0 or 40-1-6).
- (3) Government of Madras, Development Department — G.O. No. 1588, 22nd June, 1939, Factories — Administration Report, 1938. (Report on the Working of the Factories Act, 1934, in the Madras Presidency for the year 1938 with a note on the Administration of the Madras Maternity Benefit Act and the Payment of Wages Act). 1939.
- (4) Annual Factory Report — Bombay Province, 1938 (including notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Bombay: Superintendent, Government Printing and Stationery, ~~Bombay~~ 1939. (Price annas 2 or 3d).

Industrial Organisations.-

- (1) Federation of Indian Chambers of Commerce and Industry —

Proceedings of the 12th Annual Meeting held in Delhi on 8th and 9th April, 1939. Vol. III. New Delhi: 28, Ferozshah Road, 1939.

- (2) Report of the Millowners' Association, Bombay, for the year 1938. Presented to the Annual General Meeting held on Friday, 17-3-1939. Bombay: G. Clariage & Co., Ltd., 1939.

#### Economic Conditions.-

- (1) Note on Economic Restriction <sup>a</sup> Issued by the Federation of Indian Chambers of Commerce and Industry, 28, Ferozshah Road, New Delhi. Federation Research Department, Publication No.1.
- (2) Department of Commercial Intelligence and Statistics, India — Large Industrial Establishments in India, 1937. Delhi: Manager of Publications. 1939. (Price Rs. 5-8-0 or 8s. 6d).
- (3) Annual Report of the Department of Industries and Commerce in Mysore for the year 1937-38, with the Government review thereon. Bangalore: Superintendent, Government Press. 1939.
- (4) Resolution reviewing the Reports on Municipal Taxation and Expenditure in the Province of Bombay for the year 1937-38, (including statistical statement for the City of Bombay). Bombay: Government Central Press. 1939. (Price annas 7 or 9d).

#### Public Health.-

- (1) Report on the Public Health Administration of the Punjab during the year 1937 by K.B. Dr. A.H. Butt, Director of Public Health, Punjab, together with a Report on Sanitary Works by D.A. Howell, Superintending Engineer, Public Health Circle, Punjab, and a Summary of the Proceedings of the Sanitary Board, Punjab, during the financial year 1937-38. Lahore: Superintendent, Government Printing, Punjab. 1938. (Price Re. 0-12-0 or 1s. 2d).
- (2) Annual Report of the Public Health Commissioner with the Government of India for 1937. Vol. II. Delhi: Manager of Publications. 1939. (Price Rs. 2-6-0 or 4s).

#### Co-operation.-

- (1) Report on the Working of Co-operative Societies in Burma for the year ending 30th June 1938. Rangoon, Superintendent, Government Printing and Stationery, Burma. 1939. (Price Rs. 1-8-0 or 2s. 3d).
- (2) Report on the Working of Co-operative Societies in the North-West Frontier Province for the year 1937-38. ~~Manar~~ Peshawar: Manager: Government Stationery and Printing, N.W.F.P. 1939. (Price Rs. 2-0-0 or 40-3-0).
- (3) Annual Report on the Working of Co-operative Societies in the Province of Bombay for the year 1937-38. Bombay: Superintendent, Government Printing and Stationery. 1939. (Price annas 5 or 6d).

### Education.-

Fifth Quinquennial Review of the Progress of Education in Bihar (dealing with the period from 1st April, 1932, to 31st March, 1937). Patna: Superintendent, Government Printing, Bihar. 1939. (Price Rs. 2-0-0).

### Maritime Affairs.-

- (1) The Commissioners for the Port of Calcutta — Administration Report and Annual Accounts for the year 1938-39. Calcutta: The Model Printing Press. 1939.
- (2) Administration Report of the Madras Port Trust for 1938-39. Madras: Madras Port Trust. 1939.

### Migration.-

- (1) Review of Important Events relating to or affecting Indians in different parts of the British Empire during the year 1938-39.
- (2) "Latest Menace to South African Indians" (Roneoed Document). New Delhi: Dr. M.S. Natta Rajan, M.A., Ph. D., Director, Diwanchand Political Information Bureau, 30, Ferozshah Road. June 1939.
- (3) "Plight of Indians in Ceylon" (Roneoed Document). — Issued by the Director, Diwanchand Political Information Bureau (Simla). August 1939.

### Miscellaneous.-

- (1) The School of Economics and Sociology, University of Bombay — Handbook of Information, 1939-40. Bombay: Associated Advertisers and Printers, Ltd., 168, Girgaum Road. 1939.
- (2) Bombay, 1937-38 — A Review of the Administration of the Province. Bombay; Manager, Government Central Press. 1939. +

## MINUTE SHEET.

Reference.....

Mr. von Bülou *Bm*Mr. ThelinMr. TixierThe Director*Mr. in the  
last report: study  
report Bm*

There is nothing of special importance in the August issue of the New Delhi Report which may call for the Director's attention. There are, however, a few important points which may be brought to the notice of the Director:- (1) recognition by India of the direct and indirect services of the I.L.O. rendered to Indian labour legislation; (2) the transfer of initiative for labour legislation from the Central to the Provincial Governments under the new Constitution and the consequent problem; and (3) the strong movement for the industrial and agricultural development of India's special rural reconstruction.

In the first place, that the I.L.O. has given new impetus to Indian labour legislation has been recognised by the Royal Commission on Labour (1931) and fully described in the Office report on Industrial Labour in India and also in the Calcutta University Special Readership Lectures of 1937 on the Principles and Problems of Indian Labour Legislation, which I was invited by the Calcutta University to deliver and for which I was awarded an honorarium of Rs. 1,000. These lectures have now been published by the Calcutta University. (pp. 281).

Industrial Labour in India has received an excellent press review both in India and abroad. Only a word may be added here as to recognition of the service rendered by this report. "Among the illuminating publications", writes Professor Rushbrook Williams, former Director of Public Information of the Government of India (Great Britain and the East, 13 April 1939), "issued within the last few months by the International Labour Office, a high place is taken by the volume entitled 'Industrial Labour in India' .... The book is indispensable to those who realise that India is now among the eight greatest industrial nations of the world." "A further service by the (I.L.) Organisation", writes editorially the Times of India (31 May 1939) "is the publication of a 335-page report on 'Industrial Labour in India'... In masterly fashion it surveys the whole field of Indian labour problems and gives a concise conspectus of the position to-day". "For some years" adds the Hindustan Review in a special article (July 1939), "the International Labour Office has given active attention to research on Indian industrial labour, and among other results it has published, from time to time, informative studies relating to woman and child labour and also labour legislation, from the pen of Dr. Rajani Kanta Das - who has long since made his mark as an expert and acknowledged authority on the subject ... The publication of this work by the International Office, at a time when industrial planning and industrial legislation are subjects for public discussion in this country, is very opportune and the book deserves careful consideration."

In the second place, since the inauguration of autonomous Provinces in 1937, the initiative for labour legislation has passed from the Central to the Provincial Governments. The new Provincial legislatures with concurrent

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power in labour legislation and thirty-eight labour representatives have been <sup>taking</sup> important measures to extend the scope of labour legislation to smaller industrial enterprises and to regulate child labour, industrial relations and wage payment. Several Indian States have also <sup>und</sup>taken measures for the abolition of forced labour.

*Labour* The distribution of legislative powers between the Central and the Provincial Governments has given rise to some problems regarding the uniformity in the standard and enforcement of the law. The Industrial Council, which was recommended by the Royal Commission on Labour, on the basis of the constitution of the I.L.O., to enable representatives of employers, of labour and of Governments to meet regularly in conference to discuss labour measures and labour policy, has not yet come into existence. But steps have been taken by the Central Government to bring into conference the Labour Ministers of the Provincial Governments and the representatives of the Central Government to develop a common policy towards labour. Such a conference has been called to meet at New Delhi on 15 November next, and the provisional agenda has also been fixed (see report, p. 51). Moreover, the Indian National Congress which has formed Ministries in eight out of eleven Provinces and which announced its labour policy in July 1937, i.e. soon after it came into power, has also realised the advisability of a common industrial policy for all Provinces administered by the Congress. It met at Poona from 24 to 26 August and discussed among other things the policy to be adopted with special reference to trade disputes (p. 52).

Finally, India is undergoing a rapid reconstruction, both social and industrial, perhaps more than that of any other country at present. The Central Government has undertaken the development of large-scale industries, e.g. steel, textile, paper and sugar through protective tariff and of small-scale industries, e.g. hand-loom weaving through subsidies. The India National Congress has appointed an "All-India National Planning Committee" for the industrialisation of the country. Provincial Governments have appointed commissions and committees on industrial survey, industrial welfare, industrial housing, industrial reconciliation, compulsory education and adult education. Prohibition has been successfully introduced into some provinces and will soon be undertaken by several other provinces which are under the Congress Ministry. Social legislation has made considerable progress in recent years.

The most important movement is, however, <sup>that of</sup> rural reconstruction, which concerns about nine-tenths of the population and which the Congress has pledged itself to undertake. Rural sanitation, rural education and village industries have received considerable attention. The central point in rural reconstruction is, however, agriculture, on which, directly or indirectly, depends about four-fifths of the population for its livelihood. The Imperial Council of Agricultural Research appointed on the recommendation of the Royal Commission on Agriculture (1928) has undertaken, with the help of the Agricultural Departments of the Provincial Governments, several important measures for the development of agriculture, including crop production, animal husbandry, dairying and fruit production and Provincial Governments have passed several measures for improving land tenure and reducing rural indebtedness, <sup>and also consolidating the holdings</sup>

*Development* I might also add that I have been engaged in the study "Agricultural Organisation of India" for some time and expect to get ready very soon a series of articles for the I.L.R.

10.10.1939.

*O.P.K. Das*

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INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

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Report for September 1939.

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

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## National Labour Legislation.

+ Attention is directed to the following:

### Government of India:

#### The Draft Coal Mines Safety (Stowing) Rules, 1939.

The above rules have been proposed to be adopted by the Government of India under the Coal Mines Safety (Stowing) Act, 1939.

(Notification No. M-955, dated  
24-8-1939: The Gazette of India,  
Part I, dated 26-8-1939, pages  
1469 to 1473).

### Government of India:

#### The Workmen's Compensation (Second Amendment) Act, 1939.

The Government of India introduced on 21-9-1939 the Workmen's Compensation (Second Amendment) Bill, 1939, in order to make provision for war risks of Indian seamen. The statement of objects and reasons appended to the Bill points out that under the British Personal Injuries (Emergency Provisions) Act, 1939, amongst other groups, seamen who sustain injuries in certain circumstances are entitled to compensation from the State. Under the Workmen's Compensation Act, 1923 (VIII of 1923), seamen sustaining similar injuries are in certain circumstances entitled to claim compensation from their employers. To prevent the possibility of this double claim for the same injuries, it is proposed to amend the Workmen's Compensation Act, 1923, taking away from seamen any right to claim compensation under that Act in cases where they are entitled to compensation under the Personal Injuries (Emergency Provisions) Act, 1939. A similar provision is contained in the latter Act as regards persons to whom the Workmen's Compensation Acts of the United Kingdom apply. (The Gazette of India, Part V, dated 23-9-1939, pages 257 to 258).

The Bill was passed by the Legislative Assembly on 29-9-1939. The text of the Act is published at page 229 of Part V of the Gazette of India dated 30-9-1939. (The Statesman, 23-9-1939).

### Ajmer-Merwara:

#### The Draft Ajmer-Merwara Employment of Children (Workshops) Rules, 1939.

These rules which the Chief Commissioner, Ajmer-Merwara, proposes to make under the Employment of Children Act, 1938, deal with the powers of Inspectors appointed under the Act and with the form of certificate of fitness required under it. The rules are to apply to workshops.

(Notification No. 233-C/85-A/39  
dated 18-8-1939: The Gazette of  
India, Part II-A, dated 26-8-1939,  
page 519).

2

Bombay: +

Extension of the Factories Act to Brick manufacturing Concerns.

Reference was made at page 14 of our November 1937 report to the extension of the Factories Act to a variety of concerns till then unregulated, including those engaged in manufacturing bricks which employed 50 or more persons without using power. It is now notified that the Act has been extended to brick manufacturing concerns employing 20 or more persons without using power.

(Notification No. 1822/34 dated  
23-8-1939: The Bombay Government  
Gazette, Part IV-A, dated 31-8-1939,  
page 1600).

Bombay:

Extension of the Factories Act to Gur Manufacturing Concerns.

The Government of Bombay has extended the Factories Act to power-factories engaged in gur manufacturing from sugarcane juice which employ 10 or more workers.

(Notification No. 2217/34 dated  
31-8-1939: The Bombay Gazette,  
Part IV-A, dated 7-9-1939, page 1700).

Bombay:

Amendment to Payment of Wages Rules, 1937.

The amendment relates to the form in which returns regarding wages paid by employers have to be submitted to the Government.

(Notification No. P.119 dated  
12-9-1939: The Bombay Government  
Gazette, Part IV-A, dated 21-9-1939  
page 1721).

British Baluchistan:

Extension of the Workmen's Compensation (Amendment) Act, 1939.

The Government of India has notified the extension of several Central enactments to British Baluchistan; among the Acts extended is the Workmen's Compensation (Amendment) Act, 1939.

(Notification No. 178-F dated  
22-8-1939: The Gazette of India,  
Part I, dated 26-8-1939, page 1450).

Central Provinces and Berar: \*The Draft C.P. and Berar Employment of Children (Workshops) Rules, 1939.

These rules which the Government of the Central Provinces and Berar proposes to make under the Employment of Children Act, 1938, deal with the powers of Inspectors appointed under the Act and with the form of certificate of fitness required under it. The rules are to apply to workshops.

(Notification No. 3901-1368-VII, dated 30-8-1939: Central Provinces and Berar Gazette, Part III, dated 1-9-1939, page 1213).

Central Provinces and Berar:Draft Amendment to the Factories Rules.

The Government of the Central Provinces proposes to amend the Factories Rules & so as to dispense with, in the case of factories which regularly observe Sunday or any other fixed day as weekly holiday or which observe holidays according to a list approved by the Inspector, the obligation imposed on employers to submit monthly returns of holidays observed in their factories.

(Notification No. 4063-1445-VII, dated 11-9-1939: The Central Provinces and Berar Gazette, Part III, dated 15-9-1939, page 1283).

Delhi:The Draft Delhi Province Employment of Children (Workshops) Rules, 1939.

These rules which the Chief Commissioner, Delhi, proposes to make under the Employment of Children Act, 1938, deal with the powers of Inspectors appointed under the Act and with the form of certificate of fitness required under it. The rules are to apply to workshops.

(Notification No. F-37/39-L.S. G/Industries, dated 19-8-1939: The Gazette of India, Part II-A, dated 26-8-1939, page 522).

Punjab:The Proposed Lahore Municipality Rent Restriction Bill, 1939.

The Government of the Punjab is proposing to introduce shortly the Lahore Municipality Rent Restriction Bill, 1939. The Bill seeks \*

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to restrict in Lahore City the increase of rents of premises fetching monthly rentals of Rs. 400 and under. The statement of objects and reasons appended to the Bill states that, in consequence of the tax imposed on buildings and lands within the limits of the Lahore Municipality, it has been found that attempts are being made by landlords to pass on the extra burden to tenants. This would press heavily on the middle and poorer sections of the community; it has, therefore, been deemed necessary to protect this class of tenants and to ensure that their rents are not increased on account of the new tax on buildings and lands.

(The Government Gazette Extraordinary Punjab: dated 20-9-1939, pages 315 to 318).

#### United Provinces:

##### The U.P. Shops Bill.

Reference was made at page 6 of our August 1939 report to the proposed U.P. Shops Bill. The salient features of the Bill are given below:

- (1) Children under fourteen years of age are prohibited from employment.
- (2) The maximum working hours, including interval, is fixed at nine hours.
- (3) All the shops, barring exceptions, noted in the Bill, shall be closed for a day every week.
- (4) Shops will also be closed on all public holidays and for all such holidays pay will be given to employees.
- (5) Wages shall be paid fortnightly and within a week after they are due.
- (6) No employee shall be discharged without a month's notice.
- (7) In case of contravention of any provisions of the Act by any employer, a fine up to Rs. 100 in the first instance, up to Rs. 250 in the second instance, and up to Rs. 500 in subsequent instances shall be imposed.

The Act applies to the whole of the United Provinces, but, in the first instance, it shall be enforced only in cities with a population of 100,000 or over.

(September 1939 issue of "Public Information" issued by the Public Information Department of the Government of the United Provinces).

Burma:

Burma :The Cargo-Boats Crew Wages Bill, 1939.

The Cargo-Boats Crew Wages Bill, 1939, a non-official measure, has recently been introduced in the Burma House of Representatives.

In the statement of objects and reasons appended to the Bill, it is pointed out that certain boat-owners of Rangoon and other places have been making considerable delay in the payment of wages or salaries to the crew of their boats. In other cases, the serangs or tindals take bribes from their crew at the time of engaging them; bribes are also paid whenever there is a change in the personnel of the crew or the serangs or tindals. The Bill is designed to prevent these abuses.

(The Burma Gazette, Part III,  
dated 2-9-1939, page 198).+

Burma :The Draft Burma Boilers (Amendment) Bill, 1939.

The Government of Burma proposes to introduce shortly a Bill to amend the Boilers Act. The statement of objects and reasons appended to the Bill points out that, as the Law now stands, an Inspector of Boilers cannot pass orders in respect of any steam-pipe of 3 inches diameter or under, or on any feed-water-pipe, no matter in what state of disrepair they may be, or however unsafe the design of the installation may be. The object of the Bill is so to amend the Boilers Act that supervision of all steam-pipes and feed-pipes, including all fittings, shall be exercised by the Boiler Department with a view to reducing to a minimum, danger to person and property.

(The Burma Gazette, Part III,  
dated 9-9-1939, page 228). +

6

Conditions of Labour.

Institute of Industrial Fatigue and Psychology  
for India: Indian Mining Association opposes Scheme.

Reference was made at page 7 of our August 1959 report to the suggestion of the Bihar Labour Enquiry Committee that an Institute of Industrial Fatigue and Psychology should be established in India. The Committee of the Indian Mining Association has, in expressing its views on the suggestion, stated that while the Committee supported the proposal in principle, it felt that India was not yet ready to ~~entertain~~ <sup>establish</sup> an Institute of this nature and that present conditions of labour in the country were such that its establishment would lead to further labour unrest. The Committee added that it was in agreement with the views expressed by the Bengal Chamber of Commerce that there are many more practical and useful amenities which have still to be provided in the industrial and labour fields before funds can be devoted to <sup>a</sup> schemes such as that proposed by the Bihar Labour Enquiry Committee, and it was considered that for the present the matter should be left to individual enterprise.

(Printed Proceedings of the  
Meeting of the Committee of  
the Indian Mining Association,  
Calcutta, held on 24-8-1959).+

Government Proposals for Improving Labour  
Conditions in Bengal Mines: Indian Mining Association's  
Partial Support.

Reference was made at page 13 of our April 1959 report to the proposals put forward by the Labour Commissioner, Bengal, to improve conditions of labour in Bengal mines. The Committee of the Indian Mining Association, expressed its views on the proposals as follow:

Minimum Wage Rates.- The establishment of a minimum wage rate per tub would be difficult in its general application to all collieries owing to the differing conditions prevailing in different mines, and the different methods of ~~winning~~ <sup>extracting</sup> coal, by hand cutting, by machines, and by roof and floor blasting. The Association would be prepared, however, to examine the question in consultation with



7.2. Government.

Sickness Insurance Schemes.- Contributory schemes of sickness insurance would be unworkable in collieries in Bengal on account of the migratory habits of the labour force.

Management-controlled Shops and Stores.- Many colliery bazars already exist under the supervision and control of the colliery manager, and the Association would be prepared to encourage the extension of these with controlled prices for foodstuffs and other necessities.

Arbitration Boards.- The Bengal coalfield has been so far singularly free from labour disturbances and the setting up of arbitration boards is, at the moment, unnecessary and might have the effect of unsettling the labour force.

Recognition of Unions.- With regard to trade unions, the Committee expressed the opinion that colliery labour was too migratory to permit of the formation of genuine labour unions, but added that they would be prepared to advise members of the Association to recognise any union which conformed with the conditions which were set out in a note prepared by Industrial Legislation Sub-Committee of the Bengal Chamber of Commerce in May 1938.

(Printed Proceedings of the  
Meeting of the Committee of the  
Indian Mining Association,  
Calcutta, held on 24-8-1939).+

Views of Millowners' Association, Bombay, on  
C.P. and Berar Minimum-Wage Fixing Machinery Bill, 1938.

References were made at pages 6 and 4 of our November 1938 and August 1939 reports respectively to the C.P. and Berar Minimum-Wage Fixing Machinery Bill, 1938, now before the Central Provinces Legislative Assembly. The following views on the Bill have been expressed by the Millowners' Association, Bombay.

No accurate Data of Present Conditions available.- The C.P. Provincial Textile Labour Inquiry Committee stated: "In the absence of a properly conducted wage census or periodical enquiries into the wages in the textile industry, it is scarcely possible to make an accurate survey of the wage position in the industry in the Province."

The Inquiry Committee themselves did not conduct a regular wage census, nor did the Central Provinces Government conduct an enquiry subsequently. In the circumstances, the statement that "the workers in industrial and other occupations are paid very low wages which are considerably below the real value of the work done" is not justified and the Association maintains that in the case of cotton

mill workers the statement is entirely unwarranted.

What is a reasonable Standard of Living.- The Bill seeks to provide machinery "for fixing minimum wages based on reasonable standard of living." The Bill should have provided for a definition of the term "reasonable standard of living of workers" and what items it includes. Any legislation to provide for the payment of a minimum wage of the nature contemplated must be preceded by exhaustive investigation — which must be as broadly based as possible — to ascertain and report on: (a) what constitutes a reasonable standard of living for unskilled workers? (b) what is the average composition of a worker's family and whether the earnings of all members of the family should be taken into account or only the earnings of the head of the family? (c) what items should be provided for in fixing such a standard? (d) whether a minimum should be fixed only for adult unskilled workers or all workers? (e) the capacity of the industry to pay the wage proposed.

Machinery not needed for Textile Industry.- Article I of the I.L. Convention regarding Minimum Wage Fixing Machinery (1928) prescribes the setting up of minimum wage fixing machinery only to those trades "in which no arrangements exist for the effective regulation of wages by collective agreement or otherwise, and wages are exceptionally low." Referring to this Convention, the Bombay Strike Inquiry Committee in 1928-29 said: "It thus excludes from its scope trades, or / even parts thereof, in which although wages may be exceptionally low the workers are sufficiently organised to conclude collective agreements, or, even if un-organised, are protected by other equally effective arrangements." The textile industry in India is by no means a sweated industry and textile workers must be included among the more prosperous members of the working class, and, in the circumstances, the Association feels that, even if the Central Provinces Government desires to proceed with the Bill, a case exists for its application being limited to industries which fall within the scope of the Convention adopted by the International Labour Conference.

(Summarised from the Report of the Millowners' Association, Bombay, for 1938).+

Grievances of Building Workers of Bombay:  
Demands formulated. +

A meeting of Bombay City's building workers, numbering about 60,000, was held on 19-9-1939 at Bombay with Mr. Jalal-Uddin Bokhari in the chair to consider the grievances of building workers and to formulate their demands; the meeting, the first of its kind, was held under the auspices of the Bombay Building Workers' Union.

Presidential Address.- In the course of his presidential address, Mr. Bokhari said that ~~the~~ building construction was one of the most important industries in Bombay. For the last few years there had been a boom period in it. This had attracted thousands of rural workers to the trade but they have been working under very unfavourable conditions. The wages were very low and varied for the same work under different employers. Hours of work were not fixed and employers did not make any arrangement for the housing of the workers. Mr. Bokhari also stressed the need for building workers to be better organised for getting their disabilities redressed and advised them to join the Building Workers' Union in large numbers.

Resolutions: Workers' Demands.- A resolution was adopted setting forth building workers' demands; they are: (1) a 9-hour day with one hour rest interval; (2) a weekly day of rest; (3) 15 days' leave with pay per annum; (4) prompt payment of Wages before the 10th of every month; (5) licensing of contractors employing labour; (6) realisation by Government of adequate security amounts from contractors as a guarantee for prompt payment of wages, and (7) no dismissal of workers without reasonable cause.

Organisation of Workers.- The Conference also resolved to strengthen the Building Workers' Union by enrolling members in large numbers.

(The Bombay Chronicle,  
21-9-1939). +

Conditions of Work in Bidi Industry in C.P:  
Government orders Enquiry.

Reference was made at page 34 of this report under section "General" to the statement of the Industries Minister, Central Provinces, that his Government intended appointing a Committee to enquire into the bidi (country cigarette) industry of the Province. It is now understood that a Committee has been appointed which will study the position of the industry in the Province vis-a-vis the industry on an all-India basis and suggest measures to the Government to improve the position of the bidi industry of the Province. The Committee will also examine the grievances of the workers in the bidi factories regarding wages and security of service and investigate the complaint in regard to the application of the Unregulated Factories Act and the Payment of Wages Act to the bidi and lac factories and suggest modifications to suit local conditions and special requirements of the <sup>two</sup> industries.

(The National Call, 22-9-1939).  
(vide also page 862 of Part I of the C. P. & Berar Gazette dated 29-9-1939) +

Working Class Cost of Living Index Numbers  
for various Centres in India during July 1939.

The cost of living index number for working classes in various centres of India registered the following changes during July 1939 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 1939 rose by 1 point to 105. The average for 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during July 1939 was unchanged at 72. The average for 1938 was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during July 1939 remained stationary at 74. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in July 1939 remained unchanged at 60.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in July 1939 rose by 1 point to 58.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during July 1939 declined by 1 point to 98.

(Extracted from the July 1939  
issue of the Monthly Survey  
of Business Conditions in  
India).

Changes in Railway Labour Administration:  
Offices of Conciliation Officer and Supervisor of Railway Labour  
Amalgamated.

There are at present two gazetted officers under the Labour Department of the Government of India concerned with labour on Railways, the Conciliation Officer (Railways) and the Supervisor of Railway Labour. These two officers now function separately. The duties of the Conciliation Officer, whose headquarters are at Calcutta, are to establish contact with the administrations of the railways with which he is concerned <sup>and</sup> with recognized Trade Unions of employees of these railways. His duty in case of any

dispute occurring or threatening is to endeavour to bring the parties to a settlement and, at other times, use his good offices to maintain harmonious relations. His duties at present extend to the East Indian and Eastern Bengal Railways. The Supervisor of Railway Labour is stationed at Delhi. His duties are to see that the Hours of Employment Regulations and the Payment of Wages Act are being properly administered in the various railways in India.

According to a communiqué issued by the Government of India, experience has shown that for a proper working of the organisation under the Supervisor of Railway Labour, there should be an intermediate officer between the Inspectorate and the Supervisor. It is also desirable to bring the Conciliation Officer, whose duties are now confined entirely to conciliation work, into more intimate contact with the day to day administration of labour law affecting railways. In the interest of efficiency, it is accordingly proposed that with effect from December 1939 the office of the Conciliation Officer should be combined with that of the Supervisor of Railway Labour, and that the Conciliation Officer should undertake the duties of the Supervisor of Railway Labour in addition to his own and that a new post of Deputy Supervisor of Railway Labour should be created to carry on day to day duties of Railway Labour Inspection. The Conciliation Officer (Railways) and Supervisor of Railway Labour will be an officer<sup>x</sup> drawn from the ranks of the Indian Civil Service and his headquarters will be at Calcutta. The Deputy Supervisor of Railway Labour will work with his headquarters at Delhi.

(The Statesman, 5-10-1939) 1

\* Mr A. Khaleeli, I.C.S., has now been appointed to this post.

## Enforcement of Conventions.

### Factory Administration in Assam, 1938.\*

Number of Factories.— The number of factories in Assam under the operation of the Factories Act at the end of 1938 was 783, an increase of 27. During the year under review 34 factories were brought on the Register and 7 factories were removed therefrom. Of the 783 factories 113 were perennial and 670 seasonal. 18 factories remained closed during the year.

Number of Workers.— The number of workers in registered factories during 1938 was 50,677 (as against 48,525 in 1937). Of these, 7,477 were in perennial factories and 43,200 in seasonal factories. Of the 50,677 workers, 10,681 were women, 3,394 adolescents and 1,062 children, while the rest were adult males.

Inspection Staff.— In giving evidence before the Retrenchment Committee of 1938, the Chief Inspector gave figures showing the increase in factories and electrical establishments and of the four-fold increase in correspondence handled. It is becoming impossible for him to tour as much as is desirable in an area like Assam where, until an adequate staff of experienced inspectors is built up, it is essential the Chief Inspector himself should tour if touch is to be properly maintained with industry.

The report also remarks that with only one whole-time inspector it is obvious that nearly 800 factories — particularly as the 670 odd tea factories only manufacture from April to November when roads are not too passable — scattered over hundreds of miles of distance cannot really be properly covered nor can Managements feel that they are liable to a surprise inspection at any time, when least expected. The district officers, who are part-time inspectors, also have an increasing amount of other work coming upon them and it is not easy for them to make numerous visits.

Shortage of funds also necessitated limiting the touring of both the Chief and Factory Inspector. The "economy" cut in the travelling grant for the financial year had to be restored just after the close of the year under review.

Inspection Statistics.— 420 factories were inspected once, 83 twice, 13 thrice and 1 over three times while 243 factories remained uninspected. Of the total of 517 inspections, 465 were of seasonal establishments and 52 of perennial establishments.

Prosecutions.— Ten prosecutions were filed during the year and in all cases convictions were secured.

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\* Annual Report on the Working of the Factories Act, 1934, for the year 1938 in Assam. Shillong: Assam Government Press. 1939.  
Price Rs. 2 or 3s. 1d. *ppr* 33.

Factory Administration in Burma, 1938.\*

Number of Factories.-- At the close of the year 1938 the number of factories subject to the Factories Act was 1,077 as against 1,048 in 1937. Of these factories 1,019 were in commission. Factories which worked included 965 classed as perennial and 54 as seasonal for the purposes of the Act. New factories opened during the year totalled 64 whilst 35 were permanently closed down or otherwise ceased to come within the purview of the Act.

Number of Workers.-- The total daily average number of workers employed in factories in 1938 was 86,383 as against 87,652 in 1937. Of this total, perennial factories employed 81,718 and seasonal factories 4,665. The decreases in daily average workers employed in perennial factories may be attributed to the labour troubles which occurred during the latter half of the year as a result of political unrest.

The average daily number of women employed in factories was returned at 12,017 as against 11,577 in 1937. More women appear to have been employed as rice mill coolies than in the previous year. Match factories, hosiery works and rubber shoe factories provide more or less permanent employment for large numbers. Returns show that 564 adolescents and 94 children were employed in factories during the year.

Inspection.-- The number of factories inspected was 786 as against 217 in 1937, a total of 863 visits being made of which 855 were departmental inspections. Two new Inspectors of Factories were appointed in April 1938 and much more adequate control of factory conditions has been possible than in several preceding years. The Inspector of Mines as Additional Inspector of Factories was able to make a number of useful inspections without detriment to his main functions. As indicated in paragraph 17 these functions under the Payment of Wages Act have added largely to the responsibilities and duties of the Inspectors of Factories. Some further addition to the staff is still considered necessary if the functions of the department are to be adequately carried out.

Prosecutions.-- 13 prosecutions involving 12 persons were instituted and convictions obtained in 12 cases. All the cases concerned rice mills. 4 cases involved fencing irregularities, 5 irregular employment generally, and 1 case concerned employment registers which constitute a check on irregular working. In one

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\* Annual Report on the Working of the Factories Act (XXV of 1934) in Burma for the year 1938. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1939. Price Rs. 2 or 3s. pp 32.

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case taken in respect of employment of women at night the accused was acquitted as the Court was not convinced on the evidence that the women concerned were actually working. The case illustrates the difficulty experienced when the workers themselves, on whom the evidence depends, do not support a case. +



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Intellectual Workers.

The Employment of Teachers' Bill, 1939, Burma. +

The above non-official Bill was introduced in the Burmese House of Representatives on 30-8-1939 by Mr. J.A.L. Wiseham to regulate the employment of teachers in Burma. The Bill stipulates that no teacher in ~~any~~ aided Anglo-Vernacular and English schools should be appointed without a written contract containing detailed provisions, inter alia, about (1) monthly salary; (2) annual increment; (3) period of employment (the period should not be less than 2 years in the first instance; the contract should be renewable at the option of the teachers from year to year subject to his having ~~a~~ good reports from the inspecting authority); (4) option of teacher to terminate contract on a month's notice; and (5) leave with pay for one month in a year, with permission to accumulate leave up to six months.

The statement of objects and reasons appended to the Bill points out that the remuneration of teachers is very low, while their hours of work are long.

(The Burma Gazette, Part III,  
dated 2-9-1939, page 195). +

Social Conditions.Opium-smoking declining in India: Findings  
of Enquiry by School of Tropical Medicine. +

Certain investigations on the opium-smoking habit in India have recently been completed by the School of Tropical Medicine at Calcutta. It has been found that while the habit is particularly prevalent in Assam and the Central Provinces, it is met with in one form or other on a small scale in many of the large towns of India. All the same, the habit has considerably declined during the last 30 years.

Causes for Prevalence of Habit.- The method of preparing opium for smoking, the modes of indulgence, the type of addicts have been studied. In areas where this practice is common, social and economic factors were instrumental in the spread of the habit. The main causes of addiction have been found to be association with other addicts, disease or minor ailments, hard work, worry or strain. The dosage in a series of 300 cases studied ranged from 1 to 180 grains of opium daily.

Effects of the Habit on the Addicts.- The effects produced by the habit have been studied. The conclusions briefly are that excessive indulgence produces (1) economic loss by reducing the earning capacity of the addicts; (2) damage to health and loss of physical energy and deterioration of intellect; and (3) curtailment of longevity.

Enquiry into Hemp Drug Habit in India.- The enquiry on the hemp drug habit in India is nearing completion.

(The National Herald,  
1-9-1939). +

Prohibition in Jharia Coalfields: Labour  
Welfare Centres Formed. +

Reference was made at pages 32-33 of our August 1939 report to the arrangements that are being made to introduce prohibition in Bihar coalfield areas. It is understood that a number of labour welfare centres and village panchayats have been formed as a result of the prohibition propaganda campaign in the coalfields since July 1939. Several miners' clubs have been opened for providing recreation and literacy to the miners in collieries

and a preliminary survey of miners' condition is being carried <sup>out</sup> for the regulation of the economic life of the miners. A perceptible change ~~which is~~ reported is ~~the~~ increase in the average attendance of workers in collieries and ~~the~~ regular work on Mondays.

(The Amrita Bazar Patrika,  
5-9-1939). +

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Public Health.

Food and Nutrition Exposition: Initiative of  
Calcutta Corporation. +

With a view to disseminating the essential knowledge about food value and nutrition, the Publicity Department of the Calcutta Corporation proposes to organise a Food and Nutrition Exposition, the first of its kind in Calcutta, at the end of September 1939. An advisory Committee has already been formed for the purpose with Dr. Sundari Mohan Das as President and Mr. Jnananjan Neogy, Publicity Officer, Calcutta Corporation, as Secretary.

It has been proposed to demonstrate by means of charts and diagrams different aspects of food and nutrition with particular reference to constituents of ~~and~~ food-stuffs generally consumed in India, especially in Bengal. There will be a section containing exhibits and literature relating to balanced dietary — suggesting changes from the diet generally used, within a moderate family budget and also prescribing diets for the slum people and poor peasants in the rural areas. There will also be a demonstration of "hygienic kitchen" and the "ideal method of cooking at the cheapest possible cost and with minimum loss of food value.

(The Statesman, 31-8-1939). +

Incidence of Tuberculosis among Calcutta Jute Mill  
Workers: Results of Enquiry by I.R.F. Association.

Reference was made at pages 23-24 of our January 1939 report to the enquiry undertaken under the auspices of the Indian Research Fund Association to find out the incidence of tuberculosis among the Jute workers in Calcutta. For the purpose, the Angus Jute Mills employing about 5300 workers was selected for the investigation. A communiqué was recently issued by the Association giving the results obtained so far.

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Indication of "Samples".-- 263 workers have been selected as "samples" and put to a thorough examination. About 1.9 per cent. of the workers were labelled as "definite" cases of pulmonary tuberculosis, 5.3 per cent. as "possible" cases and 59 per cent. as "arrested" or healed lesions. The "batching", "preparing" and "spinning" departments have been taken up first and so far 1,360 workers have been tested and examined. Physical findings suggestive of pulmonary tuberculosis have been found in 48 cases. Both exaggerated tuberculosis reaction and suspicious physical findings have been detected in 12. Bronchitis has been detected in 224, jute-eczema in 126 and catarrh in 49 persons.

Influence of Jute-Dust.- Bad Housing and its Effect on Tuberculosis.-- Investigations including a survey of the house and its surroundings, the social customs and habits, income, general mortality and tuberculosis morbidity and mortality have been carried out in about 500 dwellings in barracks. It has been generally noticed that rooms have no ventilation, are over-crowded, general sanitation bad, and many customs prevail which are likely to favour the spread of infection, while the diet is inadequate and badly balanced.

Influence of Jute-dust.-- The different processes through which the jute-fibre passes to be finally baled emit a large amount of dust. In order to determine the size and concentration of suspended dust particles, 144 samples from various departments have been examined. A majority of the dust particles were below five microns in size.

Examination of Children.-- About 221 children below 15 years have been examined and followed up since last year, bringing the total to 838. Owing to the difficulty of a home survey of scattered houses and of bringing the contacts for X-ray service in the hospital, the progress has not been as rapid as was expected.

It is proposed to examine completely 1,000 cases before final deductions are drawn. As soon as the tubercular homes are surveyed, a study will also be made of a certain number of non-tubercular homes, if possible, for purposes of comparison. In all, 110 tubercular homes, containing 319 children, have been surveyed, of which 94 contained "open" pulmonary tuberculosis cases. Sanitary condition was bad in 56 per cent. of the houses and 39 per cent. of the houses were one-room tenements. About 49 per cent. of the houses contained inmates with a low economic status, the average monthly income per head being less than five rupees. Nearly 56.7 per cent. of the contact children lived in houses with bad hygiene conditions and 36.6 per cent. in one room tenements.

Out of 319 children, 196 slept in the same room with the patient who was the source of contagion. As the majority of cases belonged to the poor classes no significant correlation could be found between the incidence of infection, morbidity rate and economic status.

(The National Herald, +  
25-8-1939).

Public Health Problems of India in 1937\*

The Annual Report of the Public Health Commissioner with the Government of India for the year 1937, 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 hygiene, in addition to an interesting review of progress in health conditions in India during the <sup>last</sup> 40 years. A brief summary of the salient features of the Report is given below. (It is understood that a copy of the Report has been sent to Geneva direct by the Manager of Publications, Delhi.)

Vital Statistics.- The principal vital statistics of British India for 1937 are given below:-

	1937	1936
Mid-year estimated population ..	272,406,436	269,058,609
Density per square mile	358	354
Births (Number)	9,388,457	9,566,379
(Rate per mille)	34.5	35.6
(Number)	6,112,375	6,111,358
Deaths (Rate per mille)	22.4	22.7
Infantile death rate per 1,000 live-births. ..	161.7	161.0
Vital Index	153.6	156.5

Progress in Raising Health Standards.- The Report notes that recent years have witnessed an increasing awareness, on the part of both Provincial Governments and the educated public, of the magnitude of the problems associated with the building of national health on sure foundations. Advance has been made, for instance, in the provision of public health staffs in the provinces, in the better control of festival centres and in the free distribution of quinine to malaria-stricken populations, whilst the efforts of individuals, of voluntary organisations and of public health staffs in educating public opinion in different ways, have been a commendable feature in different parts of the country. Further, a number of intensive experiments in restricted areas are in progress, the object of these "Health Units", as they are called, being to evolve types of public health organisation suited to rural populations. In a wider sphere, also, a measure of co-ordination between the provinces of British India and Indian States has been secured by the

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\* Annual Report of the Public Health Commissioner with the Government of India for 1937. Volume I. With Appendices. Published by the Manager of Publications Delhi. 1939. Price Rs.3 or 5s. *pp-345*

inauguration of the Central Advisory Board of Health on which the Government of India, the Provinces and States are all represented.

The advent of provincial autonomy and the conferment of extensive powers on Provincial Governments have been followed in many provinces by social legislation which will undoubtedly have far-reaching effects on the economic life and general well-being of the people. Agricultural indebtedness, land tenure and industrial problems, to cite a few examples, are all receiving serious attention and, in so far as legislative and administrative action in these directions goes to raise the standard of life, these measures will inevitably help in improving the state of public health.

Need for Study of Population Trends.- In view of India's vast territory and the varying nature of the problems which the population question presents in different parts of the country, it seems desirable to have one or more committees for population studies. Apart from this the committees can and should consider the possibility of coordinating, as far as possible, all agricultural, economic and social investigations now in progress. Recent years have witnessed increasing interest in respect of such matters as improved agricultural practice, marketing, nutrition, animal husbandry, irrigation and forestry research and the coordination of these studies in relation to national planning for improvement of the general standard of life is one of greater importance than is generally realised. In addition to official agencies, universities and research institutions should be induced to assist and the work could perhaps be suitably coordinated by the formation of a committee in each province to plan the necessary investigations and to place its expert knowledge at the disposal of the Government so that a sound economic and social policy might be reached. Such a committee could also perform the extremely useful function of educating public opinion on correct lines.

Housing.- Some of the salient features of the housing problem in rural, urban and industrial areas of India were discussed in the report for 1936. The suggestion was made that the subject demanded long-term planning and that all interested parties, including provincial Governments, local authorities and employers of industrial labour should participate in the preparation and execution of an agreed policy of improvement. It was also pointed out that the village, the small town and the city presented different problems and the lines on which suitable action might be taken in each case were also indicated. In addition, such information as was available from Directors of Public Health regarding provincial housing schemes was also incorporated. An attempt has been made in this year's report to supplement the facts given last year.

Industrial Hygiene.- In most provinces, officers of the public health departments have now been appointed as additional inspectors of factories. In certain provinces, this additional function has been given only to Assistant Directors of Public Health, but in other

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cases both district and municipal health officers have also been invested with the powers of inspectors of factories. Their inspections are mainly directed towards ascertaining the adequacy or otherwise of the provisions for lighting, ventilation, water supply and sanitation in the factories and towards the satisfactory maintenance of such provisions. In order to secure uniformity of administrative action, the health officers' recommendations are communicated to the circle factory inspector or to the Chief Inspector of Factories. These officers then take appropriate action with the managements concerned to secure rectification of reported defects. +



## Education.

### Progress of Adult Education in Bombay. +

Reference was made at pages 31 to 32 of our March 1939 report to the adult literacy campaign in Bombay City and suburbs started by the Government of Bombay. The Government of Bombay constituted an Adult Education Committee for Bombay City and suburbs, independent of the Provincial Board for Adult Education, in pursuance of the request made by the Literacy Campaign Committee which organised and conducted literacy classes in Bombay and suburbs during May 1939. The Hon'ble Mr. B.G. Kher, Minister for Education, Government of Bombay, is the President of this Body and Mr. V.D. Ghate, Educational Inspector, Bombay Division and Special Literacy Officer, is the Secretary.

Five Sub-Committees appointed.- The Committee appointed five sub-committees for different purposes. A Planning Sub-Committee was appointed to prepare a plan for the organisation of literacy work in Bombay on a permanent basis. A Propaganda Sub-Committee was formed to carry on propaganda, to suggest ways and means for the recreation and entertainment of the adults under instruction, to make arrangements for the regular attendance of adults and to make provision for day-classes for workers on night shifts. The Book Sub-Committee was entrusted with the task of carrying on research into the methods of adult education with special reference to conditions in Bombay, to determine the duration of the literacy course of instruction to the adults, and to propose a course of studies and to select suitable books, charts, reading sheets for use in the literacy classes in the different languages. The Women's Sub-Committee was appointed to organise and direct women's classes. Yet another sub-committee was appointed for securing co-operation of large employers of labour in the literacy movement as well as to collect funds for the work.

Progress of the Classes.- The Committee continued the good work started by the Literacy Campaign Committee in the month of May. Some of the ill-attended classes were amalgamated and 360 classes were conducted from June 1939. Of these 120 were Hindustani, 159 Marathi, 30 Gujarati, 19 Telegu, 18 Kannada and 14 Urdu. There were in all 29 classes for women. Each class consisted of at least 20 adult students, but there were exceptions in the case of classes for women and for members of the minor language groups.

Tests of Literacy.- The Adult Education Committee decided to conduct a literacy test in reading and writing on the completion of the four months' course. The Book Sub-Committee has selected 10 simple questions, answers to which are to be written by the adults under instruction. Those who are able to write correct answers to at least four questions will pass the writing test. It was also decided by the Sub-Committee that those adults who will be able to read simple lessons from a primary second standard book or any

other equivalent book should be considered to have passed the reading test. These recommendations have been accepted by the Adult Education Committee. Those who pass the literacy test will be given certificates of literacy under the signature of the Hon'ble the Prime Minister. New literacy classes will be opened in November 1939 and conducted for four months.

Finances of Campaign.— The cost of maintaining all the literacy classes for three months — from June to August 1939 — was fully borne by the Bombay Government, which sanctioned Rs. 17,985 and Rs. 4,300 for recurring and non-recurring expenditure respectively. It is stated that in future, however, if literacy work is to be organised on a permanent basis and conducted on a fairly wide scale, other sources will have to be tapped. The Adult Education Committee for Bombay has resolved to conduct 500 classes during 1940-41 and they hope to bring not less than 20,000 adult men and women under instruction in the two sessions of that year. The estimated expenditure on maintaining 500 classes for eight months, carrying on propaganda and providing 50 libraries for the "continuation" work of the literate adults will approximately be Rs. 70,000 recurring and Rs. 16,000 non-recurring and it is hoped to meet the cost of this literacy work with the co-operation of the Government, <sup>the</sup> Bombay Corporation, charitably-minded persons and associations, social and educational organisations and major employers of labour, in particular.

(Summarised from a Press Note  
No. P — 376 dated 30-8-1939,  
issued by the Public Relations  
Officer, Bombay). +

The B. & O. Primary Education (Amendment) Bill,  
1939: Bihar Efforts to introduce Compulsory Primary  
Education. +

A Government Bill has been introduced in the Bihar Legislative Assembly on 18-9-1939 to amend the Bihar and Orissa Primary Education Act, 1919.

According to the statement of objects and reasons appended to the Bill, the Government have in view the question of introducing compulsory primary education throughout the Province, beginning with the urban areas, and with this end in view provision has been made in the current year's budget for helping the municipalities, etc., situated at the headquarters of districts in introducing compulsory primary education. It is proposed as the next step to introduce the scheme, as funds permit, also to other urban areas at the headquarters of sub-divisions. While the majority of the town areas at district and sub-divisional headquarters have been constituted as municipalities where the municipal commissioners have the powers of the "local authority" to introduce compulsory primary education under the Bihar and

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Orissa Primary Education Act, 1919, there are other town areas which have not the powers of the "local authority" to introduce compulsory education under the Primary Education Act, 1919. The amendments proposed in the Bill will enable the notified area committees and the Patna Administration Committee to introduce compulsory primary education within their respective jurisdictions.

(The Bihar Gazette, Part V,  
dated 20-9-1939, pages 312  
to 315). r

Agriculture.The Burma Land Purchase Bill, 1939. +

The Government of Burma proposes introducing in the Burmese Legislature a Land Purchase Bill which will empower the Government to purchase land for allotment in small holdings to agriculturists. The statement of objects and reasons appended to the Bill points out that in Burma land is gradually being gathered into large estates with an increasing proportion of absentee and non-agriculturist landlords. Statistics show that in the year 1936 only 52.4 per cent. of the total occupied area was held by agriculturists. On political and social considerations absentee landlordism has been considered undesirable. The time has come to introduce legislation to effect a radical change in the relationship of the soil with the person who cultivates it and to establish the principle of individual and independent property in the soil.

The Bill accordingly provides for State acquisition of agricultural land by purchase from non-agriculturists/ landlords on payment of reasonable price and compensation, with a view to allotment in small holdings to cultivators who own no land or do not have sufficient land to maintain themselves and their families in reasonable comfort. It also provides for the consideration of any objection to acquisition and for the establishment of independent tribunals to hear and decide all cases of dispute and dissatisfaction regarding price or compensation and apportionment of the same.

(Burma Gazette, Part III, dated  
19-8-1939, pages 178-181). +

Working of the Debt Redemption Scheme in Bhavnagar State. +

A comprehensive debt redemption scheme has been in operation in Bhavnagar State during the last few years. The State Government has reviewed in its Administration Report for 1937-38 published recently, the effects of the working of the scheme; a brief summary of these effects is given below:

Extent of Relief.- Cultivators' debts amounting to Rs. 8,638,874 were compounded for Rs. 2,059,473, and the latter amount was advanced by the State to the cultivators for redemption of debts. A general survey of the villages was made to find out how far the position created by the wholesale redemption of agricultural indebtedness was maintained in subsequent years and to what extent, if any, there had been a relapse into the old conditions of indebtedness. It was found that, out of 29,973 holders, only 1,885 or about 6 per cent. had incurred fresh debts totalling Rs. 240,613. The fresh debt of Rs. 240,613, however, represented only 3 per cent. of the total old debt of Rs. 8,638,874 liquidated. It was, however, found that the fresh debts were in respect of current miscellaneous purchases, which were repaid during the harvesting period.

Other Effects.- The preliminary survey revealed that, out of the total number of 540 villages in the State, as many as 337 villages or about 62 per cent. continued to be totally debt-free. The salutary effect of the redemption of past debts is noticeable in the recovery of land revenue. The State dues nominally enjoy priority of claim. With a debt-free peasantry, there has been a marked improvement in land revenue recoveries, which have been both easier and greater than in the past. The civil courts always provide a barometer to test the agricultural indebtedness. So far very few suits have been filed against keduts (Agriculturists).

Maritime Affairs.

Demand of Indian Seamen for Compensation for War  
Accidents: Government sanctions Compensation Clause in  
Articles of Agreement. +

With the outbreak of ~~the~~ European War, Indian seamen in Bombay began agitating for compensation for injuries resulting from <sup>the</sup> war, and the National Seamen's Union of India, Bombay, held a meeting on 3-9-1939 at Bombay, Rao Bahadur <sup>Asquith</sup> ~~Asive~~ presiding, at which a resolution to the effect "that the Government of India be requested to extend the provisions of the Workmen's Compensation Act to all such seamen of the mercantile Navy, as will be required to sign on the troopships, if needed" was adopted. (The Bombay Chronicle, 5-9-1939).

As a result of this agitation, presumably, the Government issued on 6-9-1939 a Press Note stating that it is understood that in the present conditions the British Government has, with a view to assuring Indian seamen who take up service on ships on the United Kingdom register, permitted the insertion in the United Kingdom of a clause in the crew's articles entitling them, in the event of death or injury due to war perils at sea, to compensation in accordance with the provisions on the subject which will be made by His Majesty's Government. It is further understood that a similar clause is being allowed to be inserted in the case of lascar agreements opened at Indian ports for ships on the United Kingdom register sailing from India.

*See also p. 1 of this Report: Workmen's  
Compensation (2nd Amendment) Act.*

(The Statesman, 7-9-1939). +

Increased Wages for Indian Seamen:  
Decision of Steamship Companies. +

An increase in the salaries of seamen was promised on 15-9-1939 on behalf of the shipping companies in Bombay to the spokesmen of the National Seamen's Union of India, Bombay. The spokesmen of seamen, Mr. Mirza Akhtar Hasan, M.L.A., and Mr. M.E. Serang, carried on negotiations with the shipping companies during the last few days for an increase of 50 per cent. in the ~~six~~ salaries of all seamen. They also presented their case before the Hon'ble Mr. K.M. Munshi, Home Minister of Bombay.

As a result of consultations held among the shipping companies it was announced by Capt. T. Fitchet, Marine Superintendent, Ellerman, City and Hall Lines, and Mr. S.J. Pandya, Manager, Sciendia Steam Navigation Company, that an increase of 25 per cent. would be given to seamen of overseas ships for the present. Later, the case would be further reviewed when an increase is sanctioned for the seamen of the Royal Indian Navy. In respect of seamen of coastal ships, the increase would be, stated the representatives of the shipping companies, 20 per cent. A promise was also made that in case of loss of life or injury, while on duty, compensation would be given on the lines which might be fixed for the men of the Royal Indian Navy.

The representatives of the seamen agreed to the terms and advised the members of the Union to sign the articles of the shipping companies for service.

(The Times of India,  
18-9-1939). +

Mr. P.N. Sapru's Resolution regarding Enquiry  
into conditions of Indian Seamen: With-  
drawn on Government's Assurance.

On 26-9-1939 Mr. P.N. Sapru moved a resolution in the Council of State recommending the institution of an inquiry in order to bring about improvements in the conditions of life and work of Indian seamen.

In moving the resolution, Mr. Sapru referred to the results of previous inquiries into the conditions of Indian seamen who, he said, taking together employed as well as unemployed, numbered today 235,000. Their urgent needs were (a) an increase in wages which at present were lower even than those of Chinese, another Asiatic race, (b) a larger sailors' home in Bombay to accommodate 1,000 men and another home at Calcutta, ~~and~~ (c) facilities for safeguarding their health, particularly the establishment of venereal clinics, and (d) the establishment of a Joint Maritime Board.

Sir Alan Lloyd, Additional Secretary, Commerce Department, said that the Government were in fullest sympathy with the motives underlying the resolution and were anxious to see the conditions of Indian seamen improved. The matter had been fully inquired into by committees from time to time and the stage had now been reached when the Government had all the material in order to decide what action should

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be taken. It was therefore hardly possible for him to accept the resolution which asked for a fresh inquiry. Referring to some of the points mentioned by Mr. Sapru, Sir Alan explained that the question of a joint maritime board had been considered and would again be considered when the time was appropriate, but the chief difficulty was the absence of a healthy trade union movement among Indian seamen.

Mr. Sapru, replying to Sir Alan's objections, thought that a joint maritime board could come before and could act as a stimulant to the growth of a trade union movement. In view, however, of the sympathy expressed by Sir Alan Lloyd with the object of the resolution, he considered his purpose served, and therefore withdrew the resolution.

(The Statesman, 27-9-1939).+



## Migration.

### Working Conditions in Ceylon: Report of the Controller of Labour, 1938.\* +

The Administration Report of the Controller of Labour, Ceylon, for 1938, is, as usual, divided into two parts: the first contains a general review of working conditions in Ceylon and the second deals with conditions of life and work of Indian immigrant labour. The salient features of the report are summarised below:

Labour Legislation in Ceylon.— (1) Shops Regulation Ordinance.— Ordinance No. 66 of 1938 was enacted during the year to provide for the regulation of the employment of persons in shops and for the control of the hours of business in shops. This Ordinance is to be brought into operation shortly.

(2) Matches (Regulation) Ordinance and Motor Vehicles Ordinance.— Two Ordinances placed on the Statute Book during 1938, viz., Manufacture of Matches (Regulation) Ordinance, No. 9 of 1938, and the Ordinance to amend and consolidate the law relating to ~~the~~ Motor Cars, No. 45 of 1938, makes provision for framing regulations for the control of wages, conditions of labour of persons employed in the manufacture of matches, splints, vencers, or boxes, etc., and hours of work and minimum rates of wages to be paid by owners of hiring cars, &c., respectively.

(3) Employment of Children.— A Bill is now before the State Council dealing with juvenile delinquents and Part IV of the Bill relates to the employment of children and young persons and includes provision for the absolute or partial prohibition of the employment of children at certain trades and occupations and for the regulation of their hours of work, meal intervals, holidays and their participation ~~at~~ <sup>in</sup> places of entertainments and performances, &c.

(4) Old-Age Pensions.— Introduction of legislation to make provision for old-age pension is reported to be under consideration of the Government.

(5) Separation of Families on Estates.— Introduction of legislation to prevent separation of families on estates was under consideration with several other subjects relating to estate labour and a comprehensive amending Ordinance to Labour Ordinances, Nos. 13 of 1889, 1 of 1923, and 27 of 1927, was

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Part I — Civil (C): Administration Report of the Controller of Labour for 1938 by F.C. Gimson, Esq., C.C.S. Colombo: Ceylon Government Press, ~~Sri Lanka~~ August 1939. Price 65 cents. pp 65.

Ceylon and I.L. Conventions: (1) Social Insurance Conventions.- Draft Conventions Nos. 35 to 40 concerning ~~with~~ old-age, invalidity and widows' and orphans' insurance which had been ratified by the British Government were brought to the notice of the Ceylon Government with a view to exploring the possibility of applying them in Ceylon with or without modifications. The Executive Committee deferred the consideration of the question of applying these Conventions in Ceylon until it had considered a scheme for unemployment insurance. Old-age, Invalidity, and widows' and orphans' insurance is, however, being examined now.

(2) Convention regarding Minimum Wage Fixing Machinery.- This Convention was partially applied in Ceylon by Ordinance No. 27 of 1927 so far as Indian labourers working on estates were concerned. Steps have been taken to prepare legislation for the creation of wage fixing machinery for workers not covered by Ordinance No. 27 of 1927.

(3) Convention regarding Protection against Dockers (Revised).- Legislation under this Convention is being taken, not as a separate measure but under the proposed Factories Ordinance.

(4) Recruiting and Placing of Migrant Workers.- The suggestion of appointing a Joint Committee made in the Blue Report on Recruiting, Placing and Conditions of Labour (Equality of Treatment) of Migrant Workers, 1938, was accepted by the Government and the securing of the appointment of a Joint Committee so that periodic meetings could be arranged to permit of a full interchange of views on the position of the Indian labour in Ceylon was under consideration at the end of the year.

Workmen's Compensation Statistics.- The number of accidents reported during the year was 5,548 of which 99 related to fatal accidents. In the preceding year the total number of accidents reported was 4,581 of which 86 were fatal accidents. During 1938, Rs. 174,481.03 was paid on account of claims in respect of 4,788 cases.

Industrial Diseases.- A case arose during the year where a workman employed in the Harbour Engineer's Department was found to be suffering from silicosis with suspected secondary tuberculosis which was specifically attributable to the nature of his duties. As this disease is not included in the occupational diseases in Schedule III, the workman could not get any compensation. The question of amending the law is under consideration.

Insurance against Accidents.- 58 licences to undertake insurance against liability 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. It was noted that an increasing number of employers have been insuring against their liability under the Ordinance and that it is generally recognised that the only satisfactory method of financing the benefits to injured workmen is through the insuring of the employers' liability.

Trade Unions.- The total number of unions registered under the Ordinance during the year was 4. The total number of unions registered since the Ordinance came into operation is 42. Of these the certificates of registration issued to 6 unions were cancelled in 1937, and one in 1938, and one union was dissolved in 1937, so that the number of registered unions which were functioning at the end of 1938 was 34. Of the 34 trade unions functioning at the end of the year, 11 were exclusively of employers and the remaining 23 of employees.

Trade Disputes.- The total number of strikes or disputes ~~on in~~ trade or industry during the year was 5, the same number as in the previous year. No strikes or lock-outs were reported from Government Departments employing large forces of labour. Personal and contractual relations between Superintendents of Estates continued to be good, though the year is to be remembered ~~that~~ that on a tea estate the labourers refused to turn out ~~for~~ work on the plea that some alterations should be made in their conditions of employment. It is interesting that estate employees should have at least realised the value of the strike weapon in a trade dispute. Prompt action by the Department secured an early return to work.

Recruitment and Registration of Domestic Servants.- The police undertake the registration of servants at Colombo, Kandy, Nawara Eliya, ~~Hatton and Trincomalee~~, the latter office being opened only on 1-12-1938. 827 applications for registration were received and 2,510 new engagements were recorded. Previous convictions in 27 cases were traced and 8 applicants were / refused registration.

The recommendations of the Committee on Orphanages and Servants' Agencies ~~which were~~ made in February 1925, have yet to become law. The recommendations are to the effect that the recruitment of children and young women by Servants' Agencies should be prohibited and that the recruitment and supply of males over 14 and young women over 20 years of age should only be conducted by approved persons and companies with approved managers trained for the purpose. At present there are 15 agencies in the Island, and the recruitment of young persons, ~~is~~ ostensibly for domestic service but actually for immoral purposes, is reported to be not uncommon.

Safety in Mines and Factories.- According to the reports received from the various Revenue Officers for 1938, there were, at the beginning of the year, 1,683 factories in the Island. 103 factories were registered during the year and 80 were closed down. Among the 1,546 factories inspected during the year only 3 were reported to be unsafe. These defects were duly remedied by the occupiers concerned. There were 19 serious accidents reported to Revenue Officers one of which proved fatal. 5 persons / were prosecuted during the year under the Ordinance for having failed to send Inspection certificates; 4 of them were convicted.

Mines are supervised by the Inspector of Mines. At the beginning of 1938 there were 440 registered mines. 301 new mines were registered during the year and 207 were closed. 173 mines were inspected and all were found to be safe. 20 serious accidents were reported

which resulted in 21 persons being killed and 17 being injured.

Unemployment.- At the end of 1937 there were over 900 registered unemployed given work on relief schemes but this number has increased to 1,200 during the year. The increase was mainly due to the fact that the Government decided that the unemployed men who were discontinued from relief works from time to time for such reasons as continued absence without leave should be re-engaged.

Employment Exchange.- The Government established in May 1938 an Employment Exchange. It was defined that a person primarily eligible to register at the Exchange should be one, though able-bodied and willing to work: (a) is unable to get any employment at all, or (b) can get irregular employment but not sufficient for his maintenance, or (c) is employed in a post much below his qualifications or experience and desires to find work of a kind for which by training and experience he is specially fitted. The scope of the services of the Exchange, it is pointed out, will cover all classes of employment, skilled and unskilled, educated and uneducated, in fact every kind of occupation which affords an opportunity for employment. From September to end of December 1938 16,480 workers under the five categories: (1) professional and technical (195), (2) clerical (1,816), (3) skilled (5,965), (4) semi-skilled (3,502), and (5) unskilled (5,002) were registered.

Employment of Sinhalese Workers.- For the last few years, the Government of Ceylon has been considering the encouragement of Ceylonese labour in the estates of the Island. Towards this end recruiting agencies have been established in three centres and propaganda conducted in villages to seek employment in estates. On 1-9-1937 the number of Sinhalese labourers in estates was 21,248; on 1-2-1938 the figure increased to 22,727 and on 1-7-1938 to 27,882. It is reported that most of the new recruits have not taken kindly to estate life.

#### Indian Immigrant Labour.

Part II of the Report deals with the conditions of life and work of Indian immigrant labour during 1938. A brief review of this section is given below:

Sir Edward Jackson's Report.- Sir Edward Jackson was appointed in 1934 to enquire into the extent of Indian immigration into and its effects on Ceylon and the need for future restriction or control on such immigration. His report was published in April 1938. Speaking of Indian immigrants, Sir Edward points out that three-fourths of the Indian population are to be found on tea and rubber estates and display a tendency to permanent settlement. The remaining one-fourth is composed of traders and other workers: these maintain a close connection with South India and are distinguished by the frequency and ease of movement between Ceylon and their native land. He discusses the different occupations in which Indians are employed and finds from the evidence adduced that where Ceylonese want work of a particular kind, the presence of the Indian does not act as a deterrent. The immigrant

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worker comes to Ceylon for work ~~for~~ <sup>the</sup> which Ceylonese are not desirous of accepting and returns ~~for~~ when this employment ceases. Sir Edward Jackson emphatically advises against any restriction of immigration as the means of increasing the employment of Ceylonese in any sphere of labour as he regards the imposition of such restriction as injurious to the prosperity of the Island.

Sir Edward's first recommendation is that the staff of the Labour Department should be increased and accurate information of the conditions of labour and of the labour market in the various fields of employment collected. Secondly he recommends the establishment of a Labour Bureau under the auspices of the Colombo Municipality as it is necessary to avoid the impression in the minds of the workers placed by the Bureau that they are a special class of Government servants. His third suggestion relates to the Technical School where instruction in the new spheres of work should be given. His fourth suggestion is that training centres for domestic servants should be established.

The Board of Indian Immigrant Labour considered the report and made several recommendations to the Government which has them still under consideration.

Indian Migration Statistics.— The number of arrivals in 1938 was 157,996 (110,786 unassisted immigrants and 47,210 assisted estate labourers) as compared with 162,552 (111,125 unassisted immigrants and 51,427 assisted estate labourers) during the previous year. 158,338 Indians (43,819 estate labourers) left Ceylon for India in 1938. The number of Indians repatriated from Ceylon in 1938 was 3,004.

The mean population of Indian labourers on estates was 677,000 in 1938 as against 664,000 in the previous year. At the beginning of 1938 the population was 677,560 (211,495 men, 204,280 women, and 261,785 children). By the middle of the year it fell to 671,268 (208,712 men, 201,081 women, and 261,475 children) rising again at the end of the year to 682,299 (212,625 men, 204,457 women and 265,217 children). The total increase of the population during the year was, therefore, 4,739.

Wages.— At the beginning of the year 1938 the minimum wages applicable for ~~the~~ a working day of nine hours including time not exceeding 1 hour for the mid-day meal was as follows:

	<u>Men.</u>	<u>Women.</u>	<u>Children</u>
	<u>a.p.</u>	<u>a.p.</u>	<u>a.p.</u>
Up-country ...	7 10	6 3	4 8
Mid-country ..	6 11	5 7	4 0
Low-country ..	6 7	5 3	3 10

In response to a demand for the restoration of mid and low-country daily wages and in view of the discussion with the Government of India with regard to the issue of licensees it was decided that District Wages Boards should be summoned with a view to

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examining the whole problem. Though the matter had been discussed informally during the year official boards were not summoned until the beginning of 1939. The decision to raise the wages to the 1931 level has since been ratified.

(The Administration Report of the Controller of Labour, Ceylon, for 1937 was reviewed at pages 38 to 43 of our October 1938 report). +

General.

Labour Policy of C.P. Government: Industries  
Minister's Statement. +

On 3-9-1939 a deputation of the Labour Sub-Committee of the Nagpur Provincial Congress Committee waited ~~on~~ <sup>the</sup> Minister for Industries, Central Provinces, to discuss the labour situation in the Province. The Secretary to Government in the Commerce and ~~Indus-~~ <sup>the</sup> Industry Department, Director of Industries, and Labour Officer were also present.

Review of C.P. Government's Work for Amelioration of Labour:  
Increases in Wage Rates in Textile Industry.- The Minister gave a brief account of what the Central Provinces Government has done for labour since the Congress Party assumed office a little more than two years ~~ago~~ <sup>ago</sup>. As soon as it became apparent that the conditions in the textile industry were looking up, the Government, he said, appointed the Textile Labour Enquiry Committee to examine the Interim Report of the Bombay Labour Enquiry Committee and to recommend the extent to which the wages of textile labour in the Province could be increased, with due regard to the conditions in the Province. The labour demand was restoration of 75 per cent. of the previous wages cuts, but the action taken by the Government and given effect to by the mill-owners, resulted in actual practice in the restoration of the cut ranging from 77 to 80 per cent. in the Empress Mills. Only one mill did not give effect to this recommendation on account of its particularly bad circumstances; but even in that mill the proprietors have gone a long way towards implementing the recommendation of the Government. It is hoped that with the return of normal conditions the balance of the cut will be restored in that mill also.

Settlement of Strikes.- At Hinganghat, although the mills accepted the recommendations of the Government in regard to increase in wage-rates, the local trade union decided to go on strike in spite of the advice to the contrary given by the leaders of the Provincial Trade Union Congress at Nagpur. A bitter and prolonged struggle ensued, lasting for three months, at the end of which the workers had to go back to work on the same terms which were available when they had decided to go on strike. In the course of the strike some of their workers resorted to tactics which cannot be called ~~peaceful~~ <sup>peaceful</sup> non-violent and which compelled Government to take action against them. The Minister had no doubt in his mind that stay-in-strikes and gate-blocking in the name of picketing were all wrong and that Government could not countenance them.

Apart from the textile industry, strikes have recently been common in the bidi industry, in the pottery works and amongst sweepers. With the slightest indication of an impending labour trouble, the Labour Officer is sent out to study the situation, to bring the two parties together and to promote an amicable settlement.

The Minister had reason to believe that the efforts of the Labour Officer were highly appreciated by both the employers and the workers and that he was generally successful in easing tension and in suggesting suitable compromises.

Enquiry into Conditions in Bidi Industry.-- The Minister pointed out that he had been taking very keen interest in the bidi industry which stood second only to the textile industry in the Province. He is aware that there is considerable scope for improvement, but before any action can be taken by Government it is necessary that the conditions of the industry should be studied by a representative committee. Government is at present considering a proposal for the appointment of a bidi enquiry committee.

Demands of Workers.-- Tracing further the history of the textile dispute in the Province, the Minister pointed out that he, together with the Prime Minister, received two deputations from the Nagpur Textile Union in the months of March and April 1939. The Union representatives were also invited to a conference at Pachmarhi on ~~the~~ 8-5-1939. As a result of these discussions, the labour leaders put forward ~~some~~ demands, namely: (1) recognition of the trade union; (2) fixation of minimum wage; and (3) holidays with pay. A long list of thirty other grievances was also given which was investigated by the Labour Officer within one month and an amicable settlement was arrived at in all except four matters in regard to which negotiations are still in progress.

Recognition of Nagpur Textile Union.-- As regards the recognition of the Nagpur Textile Union, it is agreed on all hands that recognition will promote harmony between the employers and the workers and will enable many of the minor grievances to be removed without being taken over to the Labour Officer or to Government. Government has been making consistent efforts to create an atmosphere favourable to recognition of the union, it being convinced that in a matter like this there must be de facto recognition and not merely de jure recognition. At the same time the Government has been watching the efforts of other provinces in this direction with special interest and will take action as soon as the position crystallises and the way is clear for compulsion. It has been repeatedly demanded by the Textile Union that the question of the recognition of the Union should be referred to a Board of Conciliation or a Court of Enquiry under the Trade Disputes Act, as was done in Madras in a few cases. Government has obtained information from Madras and finds that although in four cases the Board of Conciliation or Court of Enquiry recommended recognition of the trade union, in not a single case has <sup>any</sup> union yet been recognised by the employers. Findings of a Board of Conciliation do not have a binding effect and are merely advisory in character. Similarly, recognition of the Mazdoor Sabha at Cawnpore, though advised by the Cawnpore Labour Enquiry Committee more than a year ago and commended to the employers by the Government, has not yet been accomplished. In the face of this experience, the Minister pointed that he was firmly convinced that, at least for the present, no useful purpose would be served by referring this matter to a Board of Conciliation or a Court of



Enquiry.

Minimum Wages and Holidays with Pay.- The questions of minimum wage and of holidays with pay are at present before the local Legislature.

Results of Discussion.- A general discussion followed the Minister's review and a number of suggestions were made by the members of the Labour Sub-Committee which, the Government state, will be examined and considered in the Commerce and Industry Department. One of the suggestions was the appointment of a liaison committee consisting of representatives of Government, employers, workers and Congress to promote harmony between capital and labour. A suggestion was also made that constructive welfare work should be undertaken amongst workers and that for this purpose a few men should be sent to Ahmedabad where this activity had been particularly successful. The Sub-Committee desired formal recognition at the hands of Government and asked to be supplied with correspondence which might take place between Government and the interests concerned so that it could keep itself in touch with current events and bring such influence as it has to bear on promotion of harmony and good relations between capital and labour.

(The Indian Labour Journal,  
Nagpur, 17-9-1939). +

National Planning Committee: Pandit Nehru urges  
Committee to function fully during War Period. +

Enquiries having been made about the future of the National Planning Committee as a result of the war, Pandit Jawaharlal Nehru, the President of the Committee, has issued a statement urging the Committee and its Sub-Committees to carry on their work in the usual course and to expedite it as far as possible. "National planning", he says, "is of vital importance to a nation at any time. In war time this subject becomes even more important. Our committee thus has even more important tasks before it now than when it was formed. India is on the eve of industrial development on a big scale and we must be prepared for this."

It is expected that the Committee will meet sometime in Bombay in the latter half of October, 1939, to review the situation and more particularly the new factors created by the war.

(The National Herald, 22-9-1939). +

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List of <sup>44</sup>more important publications received in this Office during September 1939. ✓

Conditions of Labour.-

- (1) Annual Report on the Working of the Trade Disputes Act, 1929, for the year ending 31st December 1938. Bombay: Government Central Press. (Price 6 pies or 1d.)
- (2) Administration Report of the Controller of Labour for 1938 by F.C.Gimson, Esq., C.C.S., Part I, (Civil (0)). <sup>Ceylon,</sup> Colombo: Ceylon Government Press. 1939.
- (3) "Memorandum on Labour Legislation and Labour Reform" placed before the Labour Sub-Committee of the National Planning Committee at its meetings held on the 25th and 26th August, 1939.
- (4) Government of Madras, Development Department — G.O.No.2109, dated 25th August, 1939. Administration Report of the Labour Department, 1938-39.

Enforcement of Conventions.-

- (1) Annual Report on the Working of the Factories Act, 1934, for the year 1938. Shillong: Assam Government Press. 1939. (Price Rs.2 or 3s.1d.)
- (2) Annual Report on the working of the Factories Act (XXV of 1934) in Burma for the year 1938. Rangoon: Superintendent, Government Printing and Stationery, 1939. (Price Rs.2 or 3s.)

Industrial Organisation.-

- (1) Report of the Indian Chamber of Commerce, Coimbatore, for 1937-38. Coimbatore: Literary Sun Press. 1939.
- (2) Spinning and Weaving Supplement to the Annual Report of the Millowners' Association, Bombay, for the year 1938. (Reprinted from the Monthly Statistics of Cotton Spinning and Weaving in Indian Mills (March 1939), compiled by the Director-General of Commercial Intelligence and Statistics, Calcutta.)
- (3) Indian Jute Mills Association: Report of the Committee for the year ending 31st December, 1939. Calcutta: Printed at the Star Printing Works, 30, Shibnarain Das Lane. 1939.
- (4) The Employers' Federation of India, Patel House, Churchgate Street, Bombay: "Economic Consequences of Divergent Labour Standards". (Specially compiled for the Federation).

Economic Conditions.-

Proceedings of the Meeting of the Standing Finance Committee for Railways, 17th, 18th and 19th July 1939. Vol. XVI, No.2. Delhi: Manager of Publications. 1939. (Price annas 9 or 10d.)

Employment and Unemployment.-

Report of the Punjab Unemployment Committee, 1937-38. Lahore: Superintendent, Government Printing, Punjab. 1939 (Price Rs.3-6-0)

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Social Conditions.-

Report on the Aboriginal and Hill Tribes of the Partially Excluded Areas in the Province of Bombay by D. Symington, I.C.S. Bombay: Printed at the Government Central Press. 1939. (Price Annas 4 or 5d.)

Public Health.-

- (1) Report of the Rent Enquiry Committee, Volumes I, II and III. Bombay: Superintendent, Government Printing and Stationery. 1939. (Price Annas 4 or 5d., Vol. I; Anna 1 or 1d., Vol. II; and Annas 2 or 3d., Vol. III).
- (2) Annual Report of the Public Health Commissioner with the Government of India for 1937. Volume I. With Appendices. Published by the Manager of Publications, Delhi. 1939. (Price 1 anna or 1d.)

Education.-

Annual Report of the David Sassoon Industrial School, Matunga, 1938-39. Bombay: Government Central Press. 1939. (Price 1 anna or 1d.)

Miscellaneous.-

- (1) Administration Report of the Indian Stores Department for the year 1938-39. Delhi: Manager of Publications. 1939.
  - (2) Two Years of Congress Rule in Madras. Madras: Madras Legislature Congress Party, Congress House. 1939. (Price annas 6).
  - (3) "What are the Indian States?" <sup>by the</sup> Director, Research Bureau, All-India States' Peoples' Conference, Allahabad) with a Foreword by Pandit Jawaharlal Nehru.
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INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

Report for October 1939

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13. List of more important Publications received in this Office during October, 1939.

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## Ratifications

Draft Convention re. Hours of Work and Manning (Sea):

Indian Chamber of Commerce, Calcutta, urges setting  
up of National Maritime Board. ✓

Reference was made at pages 40-41 of our February 1938 report to the circular letter sent by the Government of India on 8-12-1937 to Provincial Governments to ascertain the views of the interests concerned on the Government's suggestion that India should take action on the I. L. Convention re. Hours of Work and Manning (Sea) without ratifying it. The following views on the subject were expressed by the committee of the ~~London~~ *Indian* Chamber of Commerce, Calcutta:

The Committee of the Chamber pointed out that the Indian Employers' Delegates representing Indian Shipping had all along opposed the proposal to exclude Indian seamen from the application of such Convention and give them special treatment so as to make them work for a longer number of hours than the hours of work laid down for the other seamen in the Convention. The Committee stated that it could not accept the grounds on which the Government urged special treatment for Indian seamen. According to the Committee the Government should not object to include Indian seamen serving in foreign-going ships in different climatic conditions within the scope of the Convention on the ground of the necessity for providing employment for them. Moreover, the Committee could not accept the views that ~~the~~ <sup>the</sup> Indian seaman in the engine room or in the saloon department was less efficient than his European counterpart. The Committee was further of the opinion that since Indian seamen on British vessels were engaged in India and since they were not included in the collective agreements made in England under the National Maritime Board, it was desirable that an Indian National Maritime Board for the settlement of such questions as were dealt with by the National Maritime Board in England, should be immediately established more or less on the lines of such a Board functioning in England.

(Summarised from the Annual Report  
for 1938 of the Committee of the  
Indian Chamber of Commerce, Calcutta) ✓



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Draft Convention re. Sickness Insurance for Indian.

Seamen: Indian Chamber of Commerce, Calcutta.

Supports Scheme. ✓

References were made at pages 1 and 33 of our August and September 1938 reports respectively to the circular letter sent by the Government of India on 8-7-1938 to Provincial Governments to ascertain the views of the interests concerned on the action proposed to be taken by the Government on the I.L Convention re. sickness insurance. (For a statement on the action proposed to be taken on the convention, vide also pages 1 to 2 of our November 1938 report.) The following views have been expressed on the question by the committee of the Indian Chamber of Commerce, Calcutta:-

The Committee disagreed with the conclusion arrived at by the Government of India that the establishment of a compulsory system of sickness insurance based on the provision of the Draft Convention was not feasible at present. It was pointed out that about 43,000 Indian seamen were employed by British shipping companies and that these ~~companies were under an obligation~~, according to the National Health Insurance Act, to pay their contribution even for the Indian seamen employed by them. Such contribution was, however, not utilised for the benefit of Indian seamen but was spent solely for the welfare of British seamen. The Committee felt it strange that such a large class of seamen should be excluded from the benefit of sickness insurance, particularly in view of the fact that the rate of wages paid to the Indian seamen was only about half of the rate paid to British seamen. The Committee therefore strongly urged that efforts should be made to secure an agreement by which the amount contributed by British companies could be claimed on behalf of Indian lascars. The scheme, now under contemplation of the Government of India should not be organized for only one class of seamen; ~~but~~ arrangements might be made in the beginning in such a way as to bring ultimately all seamen under the sickness insurance scheme. It was also suggested that liberal provisions in regard to the period up to which wages should be paid to the sick seamen as well as the period up to which it should be the liability of the shipowner to pay for his treatment, should be made. The Committee also referred to the difficulty about securing proper hospital treatment for Indian seamen at important Indian ports.

(Summarised from the Annual Report  
for 1938 of the Committee of the  
Indian Chamber of Commerce, Calcutta). ✓

National Labour Legislation

Attention is directed to the following:

Government of India:

Coal Mines Safety (Stowing) Act, 1939, to come into force  
on 1-12-1939

The Government of India has notified 1-12-1939 as the date from which the excise duty on coal imposed by the above Act will be levied. Annas two per ton has been fixed on coal and soft coke and annas three per ton on hard coke.

(Notification No. M-955 (1) dated  
17-10-1939; The Gazette of India,  
Part I, dated 21-10-1939, page 1725).

Government of India:

The Coal Mines Safety (Stowing) Rules, 1939.

The above rules are made under Sec. 12 of the Coal Mines Safety (Stowing) Act, 1939, and deal with questions of procedure relating to the work of the Coal Mines Stowing Board and of the maintenance of the Coal Mines Stowing Fund and accounts.

(Notification No. M.955 (2) dated 17-10-1939;  
The Gazette of India, Part I, dated  
21-10-1939, pages 1726 to 1731).

Ajmer-Merwara:

The Ajmer-Merwara Employment of Children (Workshops)  
Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No. 1326/85-A/39 dated  
27-9-1939; The Gazette of India,  
Part II-A, dated 7-10-1939, pages  
573 to 574.)

Ajmer-Merwara:

The proposed Extension of the Employment of Children Act, 1938.

The Chief Commissioner, Ajmer-Merwara, proposes to extend the Employment of Children Act, 1938, to (1) Snuff making concerns, and

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(2) Smithies and foundries. The proposal is to be taken into consideration by 6-1-1940.

(Notification No.1364/85-A/39 dated 26-9-1939: The Gazette of India, Part II-A, dated 7-10-1939, page 574.)

Bengal:

Extension of Employment of Children Act, 1938.

The Bengal Government has extended the operation of the Employment of Children Act, 1938, and its Amending Act of 1939, to Darjeeling district and to the partially excluded areas of Mymensingh district with effect from 1-10-1939.

(Notification No.3011 Com. dated 26-9-1939. The Calcutta Gazette, Part I, dated 28-9-1939, page 2517.)

Bihar:

The Employment of Children (Workshops) Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No. 1700-IF-62/39 Com. dated 7-10-1939: The Bihar Gazette, Part II, dated 11-10-1939, pages 822 to 823.)

Bombay:

Extension of the Bombay Industrial Disputes Act, 1938.

The Bombay Government has extended the Bombay Industrial Disputes Act, 1938, to the silk industry of Bombay City; application of the Act is restricted to concerns using power and employing 20 or more workers including their mechanics' shops, dyeing, bleaching and printing departments.

(Notification No.3269/34 dated 30-9-1939: The Bombay Government Gazette Extraordinary, Part IV-A, dated 30-9-1939, pages 1782 to 1783.)

Bombay:

The Bombay Employment of Children (Workshops) Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of

age required by the Act.

(Notification No.2764/34-II dated 22-9-1939:  
The Bombay Government Gazette, Part IV-A,  
dated 28-9-1939, pages 1760 to 1761).

Bombay:

The Employment of Children (Minor Ports) Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No.130/39 dated 28-9-1939:  
The Bombay Government Gazette, Part IV-A,  
dated 5-10-1939, pages 1803 to 1804).

Bombay:

The Hazardous Occupations (Rubber) Rules, 1939.

These rules are in supersession of the Hazardous Occupations (Rubber) Rules, 1937, promulgated by the Government of India (vide page 13 of our March 1937 report). The Bombay Rules of 1939 declare ~~certain operations in factories connected with rubber as hazardous~~ and prohibit the employment of women, children and adolescents in those operations. The Rules also contain protective provisions to ensure the safety of workers in the operations now declared to be hazardous.

(Notification No. 1539/34 dated 28-9-1939:  
The Bombay Government Gazette, Part IV-A,  
dated 12-10-1939, pages 1832 to 1834).

Bombay:

The Bombay Shops and Commercial Establishments Bill Passed.

Reference was made at page 2 of our August 1939 report to the Select Committee report on the Bombay Shops Bill, 1939. The Bill as amended by the Select Committee was taken into consideration by the Bombay Assembly on 28-10-1939 and was adopted with certain amendments the same day. The more important of the amendments adopted are that (1) daily hours of work in a shop should be 9½ hours, instead of 10 as provided in the Bill; (2) work over the daily limit in shops should not exceed in the aggregate 120 hours in a year, instead of 60 as provided in the Bill; (3) no person employed in any shop should be allowed to work for more than seven hours (instead of eight hours) on any day unless he had had an interval for rest of at least one hour, provided that no person so employed should be allowed to work for more than five hours (instead of six) on any day, unless he had an interval of rest for at least half an hour.

(The Times of India, dated 30-10-1939).

The Bill was passed by the Bombay Legislative Council on 30-10-1939.

(The Statesman, dated 31-10-1939)

C.P. and Berar:The C.P. and Berar Collection of Statistics Act, 1939.

The Act, <sup>now Gazetted,</sup> empowers the Government to ask, as and when needed, employers to collect for it statistics regarding production and labour.

(The C.P. and Berar Gazette, Part III dated 6-10-1939, pages 1356 to 1358).

C.P. and Berar:The C.P. and Berar Factories (Amendment) Act, 1939 (Act XXXVI of 1939)

The Act, <sup>now Gazetted,</sup> makes it obligatory for factory owners to register their factories and to renew the registration every year. The object of the Act is to lighten the Government's financial burden in maintaining <sup>the</sup> Factory Inspection Department by levying a fee from the factory owners for registration of factories and annual renewal of their registration certificates.

(The C.P. and Berar Gazette, <sup>dated 27-10-1939,</sup> Part III, page 1438).

Delhi:The Delhi Province Employment of Children (Workshops) Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No.F.37/39-L.S.G./Industries, dated 26-9-1939. The Gazette of India, Part II-A dated 30-9-1939, Pages 566 to 567).

Madras:The Madras Employment of Children Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No.787: G.O.No.2289, Development, dated 19-9-1939: Fort St. George Gazette, Part I, dated 26-9-1939, page 1252).

Orissa:The Employment of Children (Orissa Workshops) Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No.6882-II P-31/39 - Com. dated 5-10-1939; The Orissa Gazette, part III, dated 6-10-1939, pages 351 to 352.)

Punjab:The proposed Factories (Punjab Amendment) Bill, 1939.

The Punjab Government proposes amending the Indian Factories Act, 1934, in its application to the Punjab so as to regulate the establishment of large factories for the promotion of key-industries. The proposed Bill prohibits the unauthorised establishment or extension of factories manufacturing textiles, glass, cement, chemicals and hydrogenated oils, as also cotton ginning and pressing, hosiery manufacturing and flour milling factories.

The Bill also authorises the Government to levy, so as to meet part of the cost of factory inspectorate, fees for issue of registration certificates or their renewal. (It will be recalled in this connection that a Bill was adopted in the C.P. Legislative Assembly on 14-4-1939 for the same purpose and that the Chief Inspector of Factories, Bengal, approached this Office for information as to the methods adopted by leading industrial countries to meet the cost of administration of the Factories Act.) *Vide our Minute B.1/1452/39 dated 23-8-1939.*

(The Government Gazette (Extraordinary), Punjab, dated 27-9-1939, pages 403 to 404.)

Punjab:The Punjab Trade Employees Bill, 1939.

Reference was made at page 5 of our August 1939 report to the proposed Punjab Trade Employees Bill, 1939. The Bill was introduced in the Punjab Legislative Assembly on 24-10-1939 and was referred to a select committee the same day.

(The Statesman, dated 25-10-1939).

Punjab:Punjab Printing Press Control Bill.

It is understood that Sardar Sohan Singh Josh has given notice of a Bill to be introduced in the Punjab Legislative Assembly to regulate hours of work, payment of wages and industrial relations in the printing trade in the Province. The Bill prescribes a 45-hour week and provides for paid holidays and establishment of contributory provident fund schemes. Safeguards against dismissal of workers except for sufficient

reasons are also provided for.

(The Tribune dated 9-10-1939.)

Sind:

The Employment of Children (Workshops) Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No.262-M/38 dated 29-9-1939;  
The Sind Government Gazette Extraordinary,  
Part IV-A, dated 30-9-1939, pages 811 to  
812.)

U.P.:

The Employment of Children (Workshops) United Provinces, Rules, 1939.

The Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No.3741/XVIII-948-37 dated  
26-9-1939; The Government Gazette of the  
United Provinces, Part I-A, dated 30-9-1939,  
page 331.)

U.P.:

The U. P. Maternity Benefit (Amendment) Act, 1939.

Reference was made at page 8 of our May 1939 report to the introduction of the U.P. Maternity Benefit (Amendment) Bill, 1939. The Bill was passed by the U.P. Legislative Assembly on 12-7-1939 and by the local Legislative Council on 21-8-1939; ~~and~~ the Act received the assent of the Governor of the province on 26-9-1939 *and is now* *Gazetted.*

(The Government Gazette of the United  
Provinces, Part VII-A, dated 7-10-1939,  
page 43.)

Exemptions Under Factories Act for War Time Emergency.

Bombay:

The Bombay Government has issued two notifications exempting for two months two factories from the hours of employment provisions of the Factories Act, presumably as a war measure.

(Notification No.S.129 dated 17-10-1939;  
The Bombay Gazette, Part IV.A, dated  
19-10-1939, pages 1851 and 1857.)

Exemptions Under Factories Act for War Time Emergency.Punjab:

The Punjab Government has issued a notification exempting for one year from the hours of employment provisions of the Factories Act certain factories in the Province which are either concerned with production of war materials or with materials needed for the prosecution of the war.

(Notification No. 7807-1 and L-39/33514 dated 16-10-1939: The Government Gazette (Extraordinary), Punjab, dated 16-10-1939, page 531.) ✓



Conditions of Labour.Review of Labour Conditions in India in 1938. ✓

Below are reproduced extracts from a note reviewing State action taken in 1938 to improve labour conditions in India, issued on 5-10-1939 by the Principal Information Officer, Government of India.

Hours of Work. - The principal events during the year relating to the hours of work in industry are the promulgation by the Bengal Government of an ordinance to regulate working time in Bengal ~~Government~~ jute mills and the passing of a new Factories Act in the Travancore State. Under the Jute Mills Ordinance issued in September, the Government of Bengal took power to regulate working time and restrict the increase and replacement of looms. A 45-hour week was thereafter fixed as the maximum working period for all big mills and a 72-hour week for five small mills having 175 looms or under. The State Council of Travancore adopted in August 1938 an Act incorporating amendments necessary to bring the factory legislation of Travancore into conformity with the revised Indian Factories Act of 1934. The new Act provides for reduction of hours of work from 60 to 54 in the week.

Regulation of Hours of Work in Shops. - Following the introduction of an unofficial Shop Hours and Shop Assistants Bill in January, 1938, the Government of Bengal announced its intention of introducing an official bill to regulate the conditions of work of employees in all classes of shops and invited the interested parties to submit their views. The Government of Bombay at about the same time circulated for opinion a draft bill to regulate the hours of work of shop assistants and commercial employees and for certain other purposes.

Hours of Work of Motor Drivers. - The Motor Vehicles Act passed ~~in~~ by the Central Legislative Assembly in September 1938 provides that no person shall cause or allow any person employed by him to drive, for longer than five hours without an interval of rest of at least half-an-hour or for longer than nine hours in the aggregate without an interval for rest of at least 11 hours or for longer than 54 hours in the week. The Provincial Governments are empowered to extend all or any of these provisions to drivers of such motor vehicles as may be prescribed and to grant such exemptions as they may think fit to meet cases of emergency, or of delay due to unforeseen circumstances. They may also require employers to fix hours of work beforehand and may provide for the recording of the hours so fixed.

Minimum Age of Employment.- To bring Indian legislation into accordance with the Minimum Age (Industry) Convention (Revised), 1937, legislation was enacted extending the minimum age of 12 years to work in factories employing from 10 to 20 persons and to undertakings which though they do not use mechanical power and are not therefore defined as factories, are deemed to be unhealthy. An Act was also passed fixing at 15 years the minimum age for admission to employment in transport and in the handling of goods in ports, and providing for the appointment of inspectors to secure its enforcement.

Trade Dispute Legislation.- An Act passed by the Central Legislature, the Trade Disputes Amendment Act of 1938, extends the definition of "trade disputes" by the inclusion of disputes between employers and employers in addition to disputes between employers and workmen or ~~between~~ between workmen and workmen, and the definition of "public utility services" by the inclusion of undertakings supplying power to the public and by provision for the inclusion, on notification by the Provincial Government concerned, of tramway services or water transport passenger services subject to the Inland Steam Vessels Act, 1917.

A new section provides that the Central Government, in respect of undertakings carried on by them or under their authority or by a railway company, and the Provincial Governments, in respect of undertakings carried on within the Provinces, may appoint Conciliation Officers charged with the duty of mediating in or promoting the settlement of trade disputes. Such an officer may, after giving reasonable notice, enter the premises of any undertaking and inspect any document which he considers relevant to any existing or apprehended dispute. Provision is made to secure the confidential nature of information thus obtained and to prevent its disclosure except in accordance with the Act.

<sup>Industrial</sup>  
The Bombay Trade Disputes Act, 1938.- The Bombay Industrial Disputes Act, 1938, assented to on 13-2-1939, provides for the registration of trade unions and the settlement of disputes by conciliation and arbitration. In each local area of the province, only one union may be registered in respect of each industry, and one union in respect of each occupation in the industry. The basis of registration is membership relative to the total number of workers or recognition by an employer. Under certain conditions, a registered union may be declared a "representative" union and, where no registered union exists, an existing union may be declared a "qualified" union.

Every employer must submit, for the approval of the Commissioner of Labour, standing orders relating to the discipline and working of his establishment. An employer may not make any alteration in the standing orders or in conditions of service, wages, etc., without giving due notice to his employees and to the Government authorities. Employees desiring changes must also give notice of their wishes. Negotiations regarding the proposed changes will take place and, if agreements are reached, they will be registered. If no agreement is reached, the dispute will be referred to an official Conciliator or to a Board of Conciliation, composed of a chairman and an equal number of persons representing the interests of employers and of workers respectively. Strikes and lock-outs are illegal during conciliation proceedings.

A distinctive feature of the Act is the establishment of a Court of Industrial Arbitration for the voluntary arbitration of disputes. Employers and employees may submit disputes either to an agreed arbitrator or to the Court for decision. In addition to its functions with respect to voluntary arbitration, the competence of the Court includes the power to hear and decide appeals from decisions relative to registration of trade unions or approval of standing orders of establishments and to decide whether a strike or lock-out or a change of conditions is illegal.

The Act does not apply to disputes for the settlement of which proceedings are taken under the Trade Disputes Act, 1929, of the Central Legislature.

Employment of Women excluded from Underground Work in Mines.-

Subsidies were granted by the Government of India to the Governments of Bengal and Bihar towards schemes for the training ~~and~~ in hand-loom weaving, basket-making, etc., of women excluded from the underground working of mines to enable them to set up cottage industries in their own homes with Government aid. Many of the women so excluded were also found employment on screening plants, on general surface work in coal mines and in quarries.

Maternity Benefit Legislation.- A Maternity Benefit Act was passed in the United Provinces and a similar bill is in preparation in Orissa. The former also provides for the necessary inspections ~~under the Act to be carried out by inspectors of factories.~~ The Government of Madras, in agreement with the planters, has provided for the employer to bear charges in connection with the free feeding of women for six weeks, care in hospital and an additional bonus during the period of confinement.

State Protection to Industries to benefit Labour also.- A resolution urging the institution of sufficient wages and fair treatment for workers employed in industries receiving any assistance or subsidy from the State — that is, most of the organised industries in the country — was adopted by the ~~Legislative~~ <sup>Legislative</sup> Assembly on February 4, 1938. It was stated that the wage should be such as to ensure to every worker the necessities of existence, such as food, clothing, housing and education, due regard being given at the same time to the practical sides of the question and the needs of the industry.

Progress of Labour Legislation in Indian States.- Acts for the investigation and settlement of trade disputes on the lines of the British Indian Trade Disputes Act, 1929, were passed in 1938 in the States of Indore (Trade Disputes Conciliation Act 2 of 1938), Baroda (Trade Disputes Act of 1938) and Travancore (Trade Disputes Regulation of 1938).

With certain adaptations to meet local conditions, the provision of the Payment of Wages Act adopted ~~for~~ British India in 1936 was extended to the Holkar State by the Indore Payment of Wages Act 1938. The work of inspection is assigned by the Act to inspectors of factories appointed under the Indore Factories Act 1929 (though it is also provided that the Government may appoint such of ~~the~~ <sup>the</sup> inspectors as it thinks fit). ✓

Abolition of Forced Labour in the Punjab:  
Government's Decision against Legislation. ✓

Attention is directed to pages 332 to 336 of Vol. IX, No.5 of the Punjab Legislative Assembly Debates of 6-4-1939 where are published certain interpellations regarding abolition of forced labour in the Punjab. In its reply, the Government pointed out that its recent communiqués and circulars to district officials urging abolition of forced labour are having the desired effect and that, therefore, it does not consider legislation on the subject necessary. ✓

Industrial Workers' Welfare in Bombay:  
Review of Government Action. ✓

The Government of Bombay allotted Rs.100,000 in its 1938-39 budget for providing social amenities for industrial workers in the Province and Rs.476,300 for the Bombay development scheme. Out of the latter amount, Rs.334,300 was ~~spent~~ spent on improvement of chawls (workers' dwellings provided by the Government), Rs.38,400 on electric installation and Rs.2,900 on appointment of social workers. In order to accelerate the progress of social welfare work among the industrial workers, Government has also undertaken the construction of recreation pavilions at Worli and Naigaum at an estimated cost of Rs.38,338.

Duties of Social Workers. - The duties allotted to social workers employed by the Industrial Housing Committee demand that they should (1) live among the workers and by propaganda and advice help the workers and their surroundings to be clean and sanitary; (2) wean workers from habits of extravagance and other vices and teach them how to live a better and healthier life within their earnings; (3) persuade workers to spend part of their leisure time in cottage industries and impart instruction in such industries; and (4) inculcate in workers an interest in reading and writing and persuade workers to take advantage of night schools, libraries, maternity homes, etc.

For the above purpose a census is to be made recording the present condition of each chawl from the point of cleanliness, habits of people, number of people in each room, general economic condition of each family, unemployment, etc. This preliminary report is to be submitted within a week and a diary kept by each social worker, of the work done by him and the improvements made through his efforts. A monthly report on his work should be sent by each social worker to the Manager of the Development Department Chawls.

(Summarised from the October 1939 issue of "Public Information Series", Bombay.) ✓

## War and Labour Disputes in Bengal:

### Government's Warning against Strikes. ✓

Strikes not to be Resorted to.- The Government of Bengal issued a communiqué on 10-10-1939 warning industrial workers, that in view of the present war they should not go on strikes and that they should settle their grievances through peaceful means. The communiqué points out that the Government has taken powers under the Defence of India Act to "prevent any activities likely to prejudice mutual confidence and collaboration between labour and their employers", and suggests that, therefore, workers' grievances may be settled by the following procedure:-

Procedure for Settling Disputes.- The workers should present their grievances and demands to the employers. If they feel that their demands are not receiving proper consideration, they should present them to the Labour Department of the Government of Bengal, to which reasonable time should be allowed to effect a settlement. If the Government's terms are not acceptable to the parties and ~~there appears to Government that there is a reasonable trade dispute,~~ Government may order an enquiry or conciliation proceedings by a tribunal, which will go into the subject-matter of the dispute thoroughly and frame its award. Government will thereupon pass orders on the award, and expects that the parties will accept the award.

Workers and Profiteering.- The communiqué also points out that Government has taken steps to prevent war-time profiteering as far as possible, but that there still appears to be a tendency towards a rise in prices above those prevailing just before the declaration of war. Government is enquiring carefully into this matter to ascertain to what extent this has effected the cost of living of the labourers in the industrial areas.

(Communiqué dated 10-10-1939  
issued by the Director of Public  
Information, Bengal.) ✓

Prohibition of Forced Labour in U.P.

U. P. Tenancy Act Provision. ✓

The U.P. Legislature passed into law recently the United Provinces Tenancy Bill which was introduced in the U.P. Legislative Assembly on 20-4-1938. (The text of the bill was published at pages 1 to 112 of the U.P. Gazette Extraordinary dated 21-4-1939). The Bill contained a provision (vide section 123) which made the demand of certain forms of money payments and unpaid labour from tenants illegal. The provision, as amended by the Select Committee, reads as follows:

"Notwithstanding any contract or custom to the contrary and notwithstanding anything in section 56 or section 86 of the United Provinces Land Revenue Act, 1901, all fees, charges, or impositions upon tenants under the denomination of abwab, zaid mutalba, hari, begar, or other like appellations in addition to the rent or savar, if any, payable shall, from the date of the commencement of this Act, be illegal and unenforceable in a court of law, and all stipulations and reservations for the payment of such demands shall be void."

Labour Welfare in Bombay:

Government appoints Two Industrial Health Advisory Boards. ✓

The Government of Bombay has constituted two Industrial Health Advisory Boards of twelve members each, one for Bombay city and the other for Ahmedabad. The Chairman of both the Boards is Mr. Gulzarilal Nanda, Parliamentary Secretary to the Premier of Bombay, and the Secretary of the Board is the local Certifying Surgeon in each case. Besides medical officers, each Board includes a representative each of local employers and workers. The members of the Boards who are not ex-officio ~~do~~ to hold office for a period of three years in the first instance. The function of the Boards will be to advise the Labour Welfare Department in all its health activities.

(Press Note No. 499 dated 27-10-1939, issued by the Public Relations Officer, Bombay). ✓

Industrial Disputes in British India during  
the quarter ending 31-3-1939. ✓

According to a press note dated 11-10-1939 on industrial disputes in British India during the quarter ending 31-3-1939, issued by the Department of Labour of the Government of India, the total number of strikes during the period was 105 and the total number of workers, involved was 88,370 as compared with 136 strikes, involving 123,831 workers during the preceding quarter. The total number of working days lost during the quarter was 803,251 as compared with 1,991,161 during the preceding quarter. In all, cotton textile mills and jute mills accounted for 45.7 per cent. of the strikes, 59.5 per cent. of the workers involved and 59.2 per cent. of the total loss of working days.

Provincial Distribution: During the period under review, there were 35 disputes in the Province of Bengal involving 24,543 workers and entailing a loss of 227,218 working days. Next comes Bombay with 19 disputes involving 13,653 workers and entailing a loss of 90,833 working days; Madras with 18 disputes involving 16,455 workers and entailing a loss of 308,410 working days; the United Provinces with 11 disputes involving 4,967 workers and entailing a loss of 37,626 working days; Bihar with 9 disputes involving 12,378 workers and entailing a loss of 112,060 working days; the Punjab with 7 disputes involving 344 workers and entailing a loss of 1,028 working days; Assam with 4 disputes involving 5,382 workers and entailing a loss of 14,546 working days; C.P. and Berar, and Assam each with 1 dispute each involving 10,606 and 42 workers and entailing losses of 10,606 and 924 working days respectively.

Causes and results of Strikes: Of the 105 disputes, 46 were due to questions of wages, 30 to those of personnel, 4 to those of leave and hours of work, 1 to those of bonus and 24 to other causes. In 14 cases the workers were fully successful, in 36 partially successful and in 44 unsuccessful; 11 disputes were in progress on 31-3-1939.

Classification by industries: Classified according to industries, there were 42 disputes in cotton and woollen industries involving 42,031 workers and entailing a loss of 349,018 working days; 13 in engineering workshops involving 4,950 workers and entailing a loss of 72,931 working days; 6 in jute mills involving 10,521 workers and entailing a loss of 126,211 working days; 3 in mines involving 7,740 workers and entailing a loss of 49,176 working days; 1 in railways (including railway workshops) involving 120 workmen. In all other industries together there were 40 disputes involving 23,008 workers and entailing a loss of 205,915 working days. ✓

Industrial Disputes in British India during

the quarter ending 30-6-1939. ✓

According to a press note dated <sup>2-11-1937</sup>~~25-10-1939~~ on industrial disputes in British India during the quarter ending 30-6-1939, issued by the Department of Labour of the Government of India, the total number of strikes during the period was 109, of workers involved, 94,804, and of working days lost, 1,579,719, as compared with 105 disputes involving 88,370 workers and entailing a loss of 803,251 working days in the previous quarter. The largest number of disputes occurred in Bengal where 34 disputes involving 36,737 workers and entailing a loss of 211,318 working days. Next comes Bombay with 27 disputes involving 9,358 workers and entailing a loss of 54,977 working days, Madras and Punjab with 12 disputes each involving 99,715 and 8,019 workers and entailing losses of 276,873 and 18,352 working days respectively, the Central Provinces with 7 disputes involving 13,837 workers and entailing a loss of 94,904 working days, the United Provinces with 6 disputes involving 5,028 workers and entailing a loss of 132,150 working days, Assam and Sind with 4 disputes each involving 10,906 and 281 workers and entailing losses of 759,402 and 623 working days respectively and Bihar with 3 disputes involving 923 workers and entailing a loss of 31,119 working days.

Classified according to industries, cotton and woollen mills were responsible for 33 disputes involving 23,336 workers and entailing a loss of ~~309,613~~ working days; jute mills were responsible for 10 disputes involving 29,540 workers and entailing a loss of 251,588 working days; engineering workshops were responsible for 7 disputes involving 4,556 workers and entailing a loss of 42,254 working days; mines were responsible for 1 dispute involving 1,528 workers and entailing a loss of 1,796 working days; other industries were responsible for 58 disputes involving 29,944 workers and entailing a loss of 975,067 working days.

Of the 109 disputes during the quarter under review, 59 were due to wage questions, 15 due to personnel, 3 due to leave and bonus and 32 to other causes. In 19 disputes the workers were successful, in 42 partially successful and in 37 unsuccessful. 11 disputes were progressing at the end of the period under report. ✓



Working Class Cost of Living Index Numbers for Various  
Centres in India during August 1939. ✓

The cost of living index number for working classes in various centres of India registered the following changes during August 1939 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 1939 remained stationary at 105. The average for 1938 was 105.

Ahmedabad: The index number (base: year ending July 1927) of the cost of living in Ahmedabad during August 1939 increased by 1 point to 73. The average for 1938 was 71.

Sholapur: The index number (base: year ending January 1928) of the cost of living in Sholapur during August 1939 declined by 1 point to 73. The average for 1938 was 73.

Nagpur: The index number (base: year ending January 1927) of the cost of living in Nagpur in August 1939 rose by 4 points to 64.

Jubbulpore: The index number (base: January 1927) of the cost of living in Jubbulpore in August 1939 remained unchanged at 58.

Madras: The index number (base: year ending June 1936) of the cost of living in Madras during August 1939 was stationary at 98.

(Extracted from the Monthly  
Survey of Business Conditions  
in India, August 1939 issue). ✓

Hours of work in Bengal Jute Mills:

Increased from 45 to 54 per week. ✓

The Committee of the Indian Jute Mills Association decided on 21-9-1939 to increase the weekly working hours in the <sup>Jute</sup> mills <sup>of Bengal</sup> from 45 to 54 with full complement of looms as from 25-9-1939. The Chairman, Mr. P. S. Macdonald, explained that the increased hours were being adopted for the purpose of manufacturing sand bags or other war requirements of the Government and he added that when these Government orders had been completed, the Committee would review the position.

(~~The~~ Indian Finance dated 23-9-1939  
and the Hindu dated 22-9-1939). ✓

Raising the Standard of Living in Bengal:

Board of Economic Enquiry refers question to Sub-Committee. ✓

The Board of Economic Enquiry, Bengal, has, it is understood, recently appointed a sub-committee to consider, amongst other things, in what ways the income of the people of the province or different sections thereof can be raised. To supplement their schemes which the Committee will consider directly, the public has been invited to co-operate by suggestions and schemes.

(The Amrita Bazar Patrika,  
Calcutta, dated 2-10-1939). ✓

Control of Labour Conditions in Sugar Factories in U.P.

Government Decision to appoint Labour Officer. ✓

It is understood that the U.P. Government proposes to consult the Sugar Control Board on the necessity of appointing a labour officer for sugar factories in the Province. It may be mentioned that the U.P. Sugar Factories Control Act, 1938, made provision for <sup>the</sup> proper observance of <sup>proper</sup> labour conditions. Hitherto the Government has not taken action under this section, as it was anxious to leave it to the factory owners to observe proper conditions and to pay a minimum wage of five annas. It appears that while a majority of factories have made earnest efforts in this direction, a few have

disregarded the advice offered on the subject. It has thus become necessary to appoint a labour officer who will visit the various factories and ensure the payment of a minimum wage and the observance of satisfactory labour conditions.

(Industrial Bulletin dated  
16-10-1939 of the Employers'  
Federation of India, Bombay).

## Enforcement of Conventions.

### Factory Administration in U. P. 1938.\* ✓

**Number of Factories.**- The total number of factories in the United Provinces, which was subject to the control of the Factories Act at the close of the year 1938, was 606, as against 585 in the previous year; 48 factories were registered, and 27 removed from the register, making a net increase of 21 factories. Of the 606 factories 396 were perennial and 210 seasonal. The number of perennial factories on the register increased from the 1936 figure by 39 while that of seasonal ones decreased by 18.

**Number of Workers.**- The average daily number of workers employed in the registered factories as obtained from the annual returns received, was 155,085 against 153,484 in the previous year; nearly 95.7 per cent. of this was adult male labour. About 67 per cent. of the total number of workers were employed in non-seasonal factories and 33 per cent. in the seasonal concerns. Of the 155,085 workers, 5,119 were women, 1,154 adolescents and 412 children.

**Inspection.**- The number of inspections and visits made during the year was 1,563 against 1,130 in 1937. 189 factories were inspected once, 172 twice, 91 thrice and 77 four times or more. Only one factory was not inspected. Many visits were also made to unregistered factories with a view to keep a check on the number of factories which may be avoiding registration. In this way several factories were brought on the register, which previously were not registered.

**Prosecutions and Convictions.**- 48 prosecutions were instituted by the Inspectorate against 33 factories for offences committed in 1938. Convictions were obtained in 19 cases including admonition in one case. In 5 cases, the accused were acquitted. The remaining 24 cases are pending.

The fines ranged from Rs.5 to Rs.300 and amounted to a total of Rs.1,125. In three cases the fines were Rs.100 or over, and in one case between Rs.100 and Rs.50 and in the remaining 20 cases under Rs.50. The number of cases in which the fine imposed was less than Rs.50, again increased from 12 in 1937 to 20 in 1938. The majority of prosecutions were launched for the violation of the provisions relating to restrictions on working hours and fencing precautions. ✓

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\* Annual Report on the working of the Factories Act in the United Provinces for the year 1938. Allahabad: Superintendent, Printing and Stationery, United Provinces, India. 1939. Price 8 annas.pp.46

## Workers' Organisations.

### Freedom of Association of Government Servants:

#### Bombay Government denies right to Government Servants. ✓

In reply to an interpellation in the Bombay Legislative Assembly on 6-10-1939, the Hon'ble Mr. Morarji R. Desai, Revenue Minister, *Bombay*, declared that Government clerical staff cannot form themselves into a trade union as defined in section 2 (h) of the Indian <sup>Trade</sup> Unions Act, 1926.

(The Times of India, Bombay,  
dated 7-10-1939). ✓

#### Progress of Trade Unionism in India, 1937-38.\* ✓

Registered and Unregistered Trade Unions: As in previous years, the statistics accompanying this note relate only to trade unions which (a) are registered under the Indian Trade Unions Act, 1926, and (b) have submitted returns. Registration under this Act, with the consequent submission of returns, is not compulsory. According to the Bombay Labour Gazette for February 1939, for example, there were in Bombay on the 1st December 1938, 153 unions with a membership of 141,592 of which only 57 with 114,800 members, were registered.

Statistics of Unions and Membership: The total number of registered Trade Unions increased from 271 in 1936-37 to 420 in 1937-38. Of the 420 unions 343 submitted the annual returns. The number of registered trade unions increased in all Provinces except Orissa and Ajmer-Merwara. In Ajmer-Merwara there was no change. Orissa had only one trade union which was dissolved during the year. As in previous years, the group containing the largest number of unions was that of unions with a membership of between 100 and 299.

The total membership of the unions which submitted returns was 390,112 in 1937-38 as against 261,047 in the previous year. This represents an average membership of 1,137 per union during 1937-38, as against 1,145 during the previous year. There were increases in membership in all Provinces except Ajmer-Merwara, Bihar and Orissa.

Organisation of Women Workers: The number of women who were members of registered Trade Unions in 1937-38 increased from 9,025 in 1936-37 to 14,703. The figures for 1937-38 are the highest yet recorded; 3.8 per cent. of the members of all trade unions submitting returns were women as compared with 3.4 per cent. in the previous year.

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\*Note on the Working of the Indian Trade Unions Act, 1926, for the year 1937-38, together with statistics for that year. Printed by the Manager, Government of India Press, New Delhi, 1939. Price as -/7/- or 8d. pp.8.

General and Political Funds: The total income rose from Rs. 488,431 to Rs. 693,444 while the balance in hand fell from Rs. 622,610 to Rs. 506,970. The average income for 1937-38 was Rs. 2,022 per union and Rs. 1.12.5 per member, as compared with Rs. 2,123 and Rs. 1.13.11 respectively in 1936-37.

Withdrawals and Cancellations: 13 unions ceased to exist or had their certificates of registration cancelled during the year (4 in Bengal, 3 each in Bombay and Madras, 2 in the Central Provinces and Berar and 1 in Delhi).

General: In Madras the suit in the District Court, Trichinopoly, against the order of the Registrar of Trade Unions cancelling the registration of the South Indian Railway Workers' Union during 1936-37 has not yet been decided. In Bihar, an appeal against the order of the Registrar refusing to register the Labour Federation, Jamshedpur, was filed in the Court of the District Judge, Parulia, but as the Court had no jurisdiction to hear such appeals, the appeal was returned to the appellant for presentation in proper Court, viz., the Court of the District Judge, Patna. The appeal does not appear to have been filed in that Court.

58 Unions in all (Bengal 14, Bihar 5, Bombay 9, C.P. and Berar 7, Madras 10, Punjab 5, Sind 3, and U.P. 5) have been recognised for the purposes of elections to the labour seats in the Provincial Legislative Assemblies.

(A copy of the 'Note on the working of the Indian Trade Unions Act, 1926, during the year 1937-38' was forwarded to Geneva with this Office's minute D. 1/8/39 dated 21-11-1939.)

(The Note on the working of the Indian Trade Unions Act during 1936-37 was reviewed at pages 31-32 of our February, 1939, report).

Conference of Employees of Commercial Offices in Calcutta.✓

At a representative conference of the <sup>Calcutta</sup> local mercantile employees held on 30-9-1939, resolutions were adopted demanding war bonus and legislation to regulate conditions of labour of shops and commercial assistants, and suggesting the convening of an All-India Conference of Commercial Employees. A brief summary of the resolutions which were adopted is given below:

Grant of War Bonus: As a result of the outbreak of war the prices of foodstuffs and other necessities of life have gone up and further increases in the immediate future are apprehended, thus causing great hardship to all wage-earners. In order to afford relief to employees of mercantile and commercial establishments, the conference urged the employers to pay substantial war bonuses to their staff.

Shops Legislation: A law should be enacted by the Government to regulate and improve the service conditions of clerks and other employees

<sup>The Conference</sup>  
in commercial undertakings. ~~and~~ approved of a Memorandum prepared by the Employees' Association, Calcutta, on the subject. The Conference <sup>also</sup> authorised the Association to forward the Memorandum to the representatives of both the Central and Provincial Governments for consideration at the Provincial Ministers' Conference to be held at New Delhi in the middle of November, 1939.

All-India Conference of Commercial Employers: The time has come when an All-India Conference of commercial employees in all the provinces should be convened as early as possible so as to co-ordinate efforts towards the attainment of better conditions of work of shop and commercial assistants; the Employees' Association was requested to take the initiative in the matter.

(The Amrita Bazar Patrika,  
dated 12-10-1939). ✓

The Bombay Shop Assistants' Conference. ✓

A Conference of shop and commercial assistants in Bombay was held at Bombay on 15-10-1939, under the presidentship of Mr. S.A. Brelvi, to consider the grievances of shop assistants. The following is a summary of the resolutions adopted at the Conference.

Amendments to the Bombay Shop Assistants' Bill: The Conference urged the following amendments in the Bombay Shop Assistants' Bill: (1) an 8-hour day and a 46-hour week; (2) closure of shops at 6 P.M., (3) closure of shops on Sundays and public holidays, (4) prohibition of night trading in forward markets.

Demands of Shop Assistants: Mr. Yusuf Meherally, Chairman of the Reception Committee of the Conference, formulated the main demands of the shop assistants as follow: (i) an 8-hour day, (ii) holiday on Sundays and on all public holidays, (iii) prohibition of employment in shops of children under 12, (iv) one month's leave with pay every year, (v) minimum wage regulation, (vi) closing of night work in forward markets, (vii) recognition of shop employees' unions, (viii) 20 per cent. war bonus, (ix) provident fund benefits, (x) stoppage of victimisation of union workers.

(The Bombay Chronicle, dated  
17-10-1939). ✓

<sup>Shop</sup>  
Conference of Staff Assistants in the Punjab,

Lahore, 12 and 13-10-1939. ✓

A Conference of Shop Assistants in the Punjab was held on 12 and 13-10-1939 at Lahore under the presidentship of Chaudhri Krishana Gopal Dutta, M.L.A. A brief summary of the resolutions adopted by the Conference is given below:

Amendments to Punjab Trade Employees Bill: A resolution suggested certain changes which the conference wanted the Punjab Government to incorporate in the Punjab Trade Employees Bill. The changes suggested are, inter alia, (1) time of closure of shops to be regulated by local conditions; (2) closure of shops during the daily interval; (3) a 54-hour week; and (4) leave with pay for one month in the year. The resolution also demanded provision in the Bill to ensure provident fund benefits to shop assistants and compensation for accidents while on duty and adequate gratuity payments.

Minimum Wage: Another resolution was moved demanding that a standard minimum wage should be fixed for the shop assistants in accordance with their standard of living. The resolution also demanded that in view of the rise in prices of ordinary necessities of life a proportionate increase should be made in the wages of shop assistants.

(The Tribune, dated 14 and 15-10-1939). ✓



Intellectual Workers.

State-Aided Provident Fund Scheme  
for Teachers in Non-Government Schools in Bombay.✓

The question of establishing a State-Aided Provident Fund for teachers in non-Government secondary schools was under consideration of the Government of Bombay during the years 1923-37, but it was held over on financial grounds. Government now thinks that the time has come when it should be taken up in the general interest of education, and, accordingly, has sanctioned a scheme and a set of rules for the institution and administration of the Fund.

Nature of Schools affected by the Scheme.- The Fund will be called the Bombay Secondary Schools Teachers' Provident Fund. All secondary schools, including secondary schools for Europeans and Anglo-Indians, which were not recognised permanently by the Educational Department on 1-6-1939, and all secondary schools receiving recognition or grant for the first time after that date must adopt the scheme of the Fund. The secondary schools already ~~recognised before 1-6-1939~~ may join the fund within three years or within such other period as may be fixed by the Director of Public Instruction in each case. The adoption of the scheme of ~~the Fund~~ shall be a condition precedent to the continuance of recognition by the Educational Department in the case of secondary schools which had no Provident Fund in operation on 1-6-1939. But a secondary school which had a Provident Fund of its own on 1-6-1939 may adopt the scheme of the Fund in place of its own. But if it chooses to retain the scheme of its own in preference to the scheme now sanctioned by Government, specific sanction of the Director for such retention will be necessary.

Membership of the Fund.- All teachers in non-pensionable employment who receive pay not less than Rs.30/- a month can subscribe to the Fund. The minimum and maximum ages of admission will be 20 and 50 years respectively. A teacher who is a missionary and a member of a religious order may, at his own request, be exempted by the Controlling Officer from subscribing to the Fund. No teacher shall be allowed to subscribe to the Fund after he has completed 55 years of age.

Details of Contributions and Administration of the Fund.- The control of the Fund will vest in the Provincial Government which may, however, delegate its power to such Officers as it may appoint in that behalf. The amount of a teacher's subscription shall be one anna for each complete rupee of the teacher's monthly pay. The management must contribute out of the school funds to the account of each teacher a sum equal to one-half of the sum subscribed by the teacher. The contribution by the Provincial Government will be paid when the final payment to the teacher becomes due and will be paid in lump sum, equal to one-third of the sum standing to the credit of the teacher on that date.

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The Fund will be managed by means of a Post Office Savings Bank System. The amount of subscription realised from each teacher and the contribution made by the management will be paid to the local postmaster for credit to a Post Office Savings Bank Account to be opened on behalf of each teacher.

Rules re. Payment of Benefits.- Should a teacher be dismissed or removed from service or should he quit it without due notice or before completing five years' service, he shall be entitled to receive only the sum which he has himself subscribed and the interest thereon. If a teacher is disabled, or becomes invalid through no fault of his own or his services are dispensed with for no fault of his own before completing five years' service he will receive the total of the deposits to his ~~an~~ credit and the Government contribution with the sanction of the Controlling Officer.

Should he leave the school after due notice and after a completed service of not less than five years, he will be entitled to receive the sum which he has himself subscribed and the interest thereon. He will also be entitled to receive the Management's contribution and the interest thereon and the Government contribution.

In the event of the teacher's service being dispensed with for no fault of his own, he may be permitted by the Controlling Officer to continue as a subscriber to the Fund provided he joins within one year a secondary school which has adopted the scheme of the Fund.

On the death of a teacher before quitting the service, the amount standing to his credit in the Fund will be paid either to his nominees or to his heirs.

(Press communiqué No.P-446  
dated 30-9-1939 issued by the  
Public Relations Officer, Bombay.) ✓

## Economic Conditions.

### Problems of the Indian Sugar Industry:

#### Government of India to convoke Conference of Interests in November 1939✓

According to a special correspondent of ~~The~~ Times of India, the Government of India has decided to convene an all-India sugar conference early in November 1939 to consider measures for the rationalisation and stabilisation of the industry. Amongst the items that will be brought up for discussion will be the regulation of cane production, payment of premium for special varieties of cane, legislation for zoning, licensing of factories, appointment of controlling bodies, establishment of subsidiary industries and preparation of a draft resolution for a central marketing organisation.

The conference will be held in Delhi and is to be attended by representatives of the Indian Sugar Syndicate, ~~Ind.~~, and the Indian Sugar Mills Association, of cane cultivators as also representatives of the Governments of the United Provinces, Bihar, Bombay, Madras and the Punjab, which are the chief provinces interested in the production of sugar. Representatives of Indian States which produce sugar are also to be invited.

Licensing of Factories: The question of licensing of factories is one on which there has already been much controversy. The United Provinces and Bihar feel that their efforts for stabilising the industry by the system of licenses, whereby production of factories is controlled, will be set at naught if such legislation is not made applicable to other provinces, for the U.P. and Bihar industry has to find a market for about 75 per cent. of its sugar in areas outside the U.P. and Bihar.

(The Times of India, dated  
27-9-1939.✓)

### Industrial Research in Punjab:

#### Government sets up Machinery✓

Some time back the Industries Department of the Punjab Government created an Industrial Research Fund, for the purpose of encouraging and carrying out research work in connection with the problems facing industrialists in the province. The Department has now invited those engaged in various industries, including the cottage industries, to take advantage of the research facilities provided by the Department.

(The Tribune dated 9-10-1939)✓

Economic Resources Board for India:

Advisory Body Set Up By The Government Of India. ✓

According to a press note issued by the Government of India on 2-10-1939, the Government of India has set up an Economic Resources Board for India to enable the Government to cope with the greatly increased number of problems which are likely to arise in the economic field as a result of the war. The possibility that the war may last a considerable time and the certainty that it will bring with it dislocation of the existing trade and productive conditions as well as new demands have all had to be taken into account. The problem of conserving and utilizing the economic resources of India to the best advantage has had to be squarely faced.

Constitution of the Board: The President of the Board will be the ~~Commerce Member to the Government of India~~ and the Vice-President, the Economic Adviser to the Government of India. The Board will develop its own administrative apparatus, but, in order to avoid any suggestion of overlapping, it will not possess any ~~executive functions. On the contrary,~~ its field of activity will be confined to acting as a clearing house of economic and statistical information, discussion and advice. It is hoped, by the creation of the Board, to avoid the danger on the one hand that important problems will be overlooked altogether and on the other hand that the specialised outlook of particular departments will prevent the full exploration of ~~all~~ aspects of what may be a problem of common interest.

Provincial Governments and Industrial Interests to be consulted: Owing to the obvious limitations imposed by the circumstances of the war situation, which calls for instant decisions and continuous consultation, it will not be possible to ask provincial Governments to appoint representatives to the Board, although it is expected that intimate contact will be maintained by means of correspondence, conferences and personal meetings. For the same reason, it is not possible to appoint representatives of professional, industrial or commercial organisations to be members of the Board. Contact with professional organizations will be maintained by the adoption of the principle of appointing specialised ad hoc committees for the elucidation of particular problems, in the solution of which it is hoped to make the fullest use of the non-official fund of information and experience available in India at the present time.

(The Hindustan Times dated  
3.10-1939 & "Indian Information",  
New Delhi, 9 1-11-1939.

Economic conditions:Economic Life under the Defence of India Ordinance, 1939. ✓

Soon after the declaration of the present war, the Government of India issued a Defence of India Ordinance (vide pages 1 to 10 of the Gazette of India Extraordinary dated 3-9-1939), section 2 of which empowers the Government to issue rules under the Ordinance, among other things, "for maintaining supplies and services essential to the life of the community". The Defence of India Rules, issued under section 2 of the Ordinance, includes provisions for exercising general control over industry including the regulation of production and prices of commodities. (vide section 81 of the Rules published at pages 11 to 63 of the Gazette of India Extraordinary dated 3-9-1939).

Prices Control: On 8 and 11-9-1939 the Government of India published notifications in the Gazette of India (vide pages 251 and 267 of the Gazette of India Extraordinary dated 8 and 11-9-1939) by which the Central Government delegated its powers to take action under sub-rule (2) of Rule 81 of the Defence of India Act to the Provincial and Indian States Governments under the following conditions:

- (a) The power shall only be exercised in respect of necessities such as medical supplies, foodstuffs, salt, kerosene oil and the cheaper qualities of cotton cloth.
- (b) Imported commodities, other than medical supplies, salt and kerosene oil, shall not be brought within the scope of the orders without the previous sanction of the Central Government.
- (c) The orders shall be applicable to prices at each of the following stages: sale by producer or importer, each stage of wholesale trade and the point of retail sale.
- (d) The orders shall not subject the prices charged at any of the above stages to a minimum lower than 10 per cent. above the ruling price at the same stage on 1st September, 1939.

In pursuance of the Central Governments' delegation of powers noted above, the Provincial Governments issued warnings against profiteering, as also notifications controlling the prices of commodities in common demand, like foodstuffs and medical goods, by fixing the maximum increase permissible over pre-war prices. This maximum limit for home-made goods has invariably been 10 per cent. ✓

Price Control in War Time:

Decisions of Marketing Officers' Conference. ✓

The fifth session of the Conference of the Senior Marketing Officers in provinces and certain States and the Central Marketing Staff was held from 10 to 14-10-1939. The main subject under discussion at the Conference related to the measures to be taken during the war to keep in touch with current prices, visible stocks, available supplies of essential commodities, etc.

Decisions of the Conference: The Provincial and State Marketing Officers explained the steps that had already been taken by their Governments for the control of prices. The consensus of opinion was that the fixing of prices presents enormous difficulties; the Conference recommended that price fixing, if it is to be adopted, should be resorted to only in special cases and should normally be done in consultation with all the interests concerned. A considerable measure of control and uniformity throughout the whole country could, however, be secured by ensuring the free play of the normal economic forces of supply, demand and competition. The position regarding prices and supplies should, therefore, be kept continuously under close observation in order to provide the fullest possible publicity regarding the prices ruling in different parts of India or in case it may later become necessary to fix the prices of certain articles. For this purpose, it was felt that the marketing staff should be adequately equipped and some machinery should be established to ensure co-ordination between the Centre, Provinces and States and also between districts within the Provinces and States themselves. In determining the ruling prices, due regard should be paid to the various classes, types and grades of a commodity at each season of the year and in different districts. It was considered that a proper market news service on the lines indicated would be an important aid to the detection and checking of profiteering.

(The Hindustan Times dated  
16-10-1936). ✓

Price Control in War Time:

Conference of Representatives of Provincial and States' Governments. ✓

A Conference of ~~official~~ representatives of the Governments of Provinces and Indian States was held under the presidentship of the Commerce Member, Government of India, at New Delhi on 18 and 19-10-1939 to discuss State Policy in regard to price control in war time. The members of the Economic Resources Board of the Government of India also attended the Conference.

The following is a summary of the main decisions of the Conference:

Price Control of Agricultural Produce Undesirable at Present: The conference generally agreed that agricultural produce having not yet recovered fully from the depressed state in which it found itself some time back, the agriculturist was entitled to demand higher prices. It was, however, pointed out that in course of time the problem might become serious and that there might have to be imposed two limitations on the tendency for a rise in the prices of agricultural commodities, the first with regard to the necessities of life when the prices rose so sharply as to bring about serious social discontent, and the second with reference to Government supplies for war purposes when a steep rise in prices would militate against adequate war effort.

Powers of Commandeering Commodities not to be exercised: It was also generally the opinion of the conference that it is inexpedient to utilise the powers for commandeering commodities, and that the difficulties following on such commandeering were so great that these powers should not be utilised except in the very last resort.

Centralisation of Information re. Trend in Prices: The conference agreed that it would be useful if the Central Government could keep the various provincial and State Governments informed of the trend of prices generally and of the prices in the different provinces of particular commodities, the provinces undertaking to keep the centre informed of such trends in their own areas.

Replacement Cost as Factor in Price Fixing: The general view was that both on economic grounds and on grounds of administrative expediency it was desirable to recognise as a general proposition that the trader was entitled to fix his prices on the basis of replacement costs. From the purely administrative point of view it would be impossible to distinguish between existing and renewed stocks from time to time and different levels of prices could not be adopted for the two kinds of stocks.

Besides taking the above decisions, the Conference had a general discussion on price control measures taken in the provinces, the methods adopted to enforce them and the experience gained.

(The Statesman, dated 19 and  
21-10-1939). ✓

Organisation of Jail Industries in C.P.:

Government Appoints Enquiry Committee. ✓

While making a statement on jail reforms in the C.P. Legislative Assembly on 24-3-1938, the Prime Minister of the province, <sup>had</sup> announced that a committee of experts in trade and industry would be appointed to consider the question of jail industries, including hand-spinning. In pursuance of this announcement, the Governor of the Central Provinces and Berar has constituted on 17-10-1939 a committee with the Minister for Finance as chairman and the Deputy Superintendent of Factories, Jubbulpore, as Secretary. The terms of reference to the committee are:

(1) To enquire into the existing organisation of jail industries including manufactures and to report what improvements are desirable and practicable.

(2) To review the present method of employment of different classes of prisoners and to report what changes are necessary in the existing arrangements. In particular, with a view to teach subsidiary occupations to agriculturists from which class the majority of jail population is drawn and thus make prisoners more useful citizens on their release, to report on - (a) the suitability of introducing handspinning and weaving of hand-spun yarn in jails; (b) the introduction of improved methods of cultivation; and (c) the introduction of subsidiary industries closely connected with agriculture, e.g., bee-keeping, dairy farming and poultry farming.

(3) To consider the problem of providing labour for all prisoners throughout the year.

(4) To examine and report on the basis on which prices of jail manufactures are fixed and to make recommendations for their reduction.

(Notification No. 638-610-III  
dated 17-10-1939; The C.P. and Berar  
Gazette, Part I, dated 20-10-1939.  
Page 938.) ✓

Indo-Ceylon Trade Negotiations to start in November 1939:

Ceylon agrees to discuss Problem of Indians in Ceylon. ✓

It is understood that the Government of Ceylon recently approached the Government of India to begin the trade negotiations for a commercial agreement. The Government of India is understood to have replied that it could only begin trade talks if the Ceylon Government was agreeable to discuss the other outstanding question relating to Indian settlers



in the Colony and that the negotiations for a trade agreement should follow the settlement of those questions. It is gathered that the Government of Ceylon has now accepted the Government of India's standpoint, and that the Ceylon Ministers for Agriculture, Labour and Local Administration and the Financial Secretary, Ceylon, will comprise the personnel of the Ceylon Government's deputation to New Delhi for a conference with the ~~India~~ Government of India.

It is expected that the Conference between the representatives of India and Ceylon will begin in November 1939.

(The Statesman, dated 12 and 26-10-39)✓

Social Conditions:

The Bihar Funeral Feasts Prohibition Bill 1939. ✓

On 25-9-1939 the Bihar Funeral Feasts Prohibition Bill, 1939, (a non-official bill) was introduced in the Bihar Legislative Council. The Bill seeks to prohibit the custom of spending large sums of money in giving customary, but non-religious, feasts in connection with funerals. In several cases the amount spent is far beyond the means of the person giving the feasts and such expenditure leads the working classes generally into heavy debts. The Bill prohibits the giving of funeral feasts and penalises third parties encouraging one to give funeral feasts or visiting one not giving a feast with excommunication or other kinds of social boycotts.

(The Bihar Gazette, Part V, dated 4-10-1939. Pages 379 to 381). ✓

Extension of Prohibition of Opium in Assam Valley

From 1-1-1940. ✓

It is understood that the opium prohibition scheme of the Assam Government will be extended to cover the Sub-divisions of North Lakhimpur, Jorhat, Golaghat and Nowgong Districts and those parts of Kamrup which lies to the South of the Brahmaputra with effect ~~from~~ 1-1-1940. The Scheme will be further extended to the districts of Darrang and Goalpara and the remaining parts of Kamrup to the north of Brahmaputra with effect from 1-4-1940.

The Government, it is further understood, is also considering the extension shortly of its ~~liquor~~ prohibition scheme to certain parts of Assam including Tezpur and South Sylhet.

(The Amrit Bazar Patrika dated, 7-10-1939.) ✓

Public HealthMedical Inspection of School Children in Bombay:Government Orders Examination of Primary School Children. ✓

According to a press communiqué issued by the Government of Bombay on 4-10-1939, the question of the medical inspection of school children has been engaging the attention of the Government of Bombay for some time past; ~~and that~~ the Government has now directed that all children in the primary schools in the Province should be medically examined at least twice — for the first time on their admission into the schools and later when they reach the age of 8 or 9. In the case of children who, on medical examination, are found to be defective in health and to be in need of medical treatment for ailments that may be observed in them, medical examination should be undertaken more frequently and the necessary medical treatment should also be given to them.

Government has already issued orders to the effect that medical inspection of school children in local board and Government schools in areas allotted to them should be one of the obligatory duties of the subsidised medical practitioners appointed under the rural medical relief scheme. Instructions are now being issued that wherever there are local boards or Government aided dispensaries, it shall be incumbent on them to treat the children in primary schools who, on examination, are found to be in need of medical treatment, and that in towns and cities, Government as well as municipal hospitals shall be utilised for the treatment of school children.

A provision of Rs.50,000 has been made in the current year's budget for grants to local authorities in this connection.

(Communiqué No.P.451 dated 4-10-1939  
issued by the Public Relations  
Officer, Bombay.) ✓

Nutrition Problems of India:Dietary Map of India in Preparation at Coonoor. ✓

It is understood that a dietary map of India showing, among other things, the defects of diet in different areas is being prepared by nutrition research workers at Coonoor, under the auspices of the Indian Research Fund Association. Diet surveys have been carried out in Madras City, Delhi Province, the United Provinces, the Central Provinces, Bengal including Calcutta, Orissa, Assam and the Kangra district in the Punjab. Data about the state of nutrition have been collected, the major portion of which relates to rural areas. A survey of families with leprosy in Madras revealed that these families consumed an extremely deficient diet. A point of interest was the relative freedom from dental disease of children examined in Delhi province.

Diet of school children: Previous experiments had shown that the nutritive value of the poor South Indian diet for ~~rats~~ could be improved by the addition of calcium salt. It has now been observed that children ~~living on diets largely composed of rice and consuming little or no~~ milk benefit from the regular administration of calcium lactate. Children receiving 0.5 to 1.0 gramme of calcium lactate for three to five months showed significantly greater increase in weight and height than children not receiving calcium. The results were confirmed in two different schools.

(The Statesman, Dated 3-10-1939) ✓

The Bihar Consolidation of Holdings Bill, 1939. ✓

Attention is directed to pages 385 to 399 of Part V of the Bihar Gazette dated 4-10-1939 where is published the Bihar Consolidation of Holdings Bill, 1939, introduced in the Bihar Legislative Council on 25-9-1939 by a non-official member. The Bill seeks to promote the development of agriculture through consolidation of agricultural lands. ✓

The proposed Punjab Relief of Indebtedness (Amendment) Bill,  
1939. ✓

Attention is directed to pages 521 to 523 of the Government Gazette (Extraordinary), Punjab, dated 7-10-1939 where is published the Punjab Relief of Indebtedness (Amendment) Bill, 1939, which the local Government intends introducing in its Legislature shortly. The Bill seeks to remedy certain defects, particularly, in respect of the powers and procedure of Conciliation Boards, in the Punjab Relief of Indebtedness Act, 1934, which have become apparent as a result of the working of the Act for the last 5 years. Opportunity is also being taken to strengthen the original Act in certain other respects. ✓

Indians in Ceylon, 1938:

Report of the Agent of the Government of India.\* ✓

General.- The Annual Report for 1938 of the Agent of the Government of India in Ceylon points out that the total area of Ceylon is 16,212,400 acres, of which 559,237 acres are under tea, 605,200 under rubber, 1,100,000 under coconut and 1,272,000 under other products. The total cultivated area is 3,536,437 acres. The estimated total population of the Island in 1938 was 5,864,500 of which 800,000 were Indians.

Indian Estate Population.- The number of Indian labourers and their dependents on estates on 31-12-1938 was 682,570, as against 677,897 at the end of 1937. Of the 682,570 persons, 212,715 were men, 204,530 women and 265,325 children. The total number of estates employing 5 or more Indian labourers and paying acreage fees to the Indian Immigration Fund on the 31st December 1938 was 1,325 as against 1,372 in 1937.

Migration Statistics.- The number of Indian estate labourers who came to Ceylon from India during the year 1938 was 47,210 as against 51,427 in 1937. During the year under review 43,803 estate labourers returned from Ceylon to India against 37,605 in 1937. There were 3,407 immigrants into Ceylon in excess of emigrants from Ceylon. There were 45,923 more departures from than arrivals in the un-assisted class during the year, as against 30,810 in 1937.

Labour Position on Estates.- The welfare of the vast majority of Indian labourers in Ceylon is bound up with the prosperity of the two main industries, namely, tea and rubber. Generally speaking, the condition of the industries during the year may be said to have been normal. The small variations in the tea export quota and tea prices did not have any appreciable effect on the demand for labour. The reduction in the exportable quota of rubber would, it was feared, cause some dislocation of labour on rubber estates and increase unemployment. But owing to such factors as programmes of replanting, etc., the fears did not materialise. The stoppage of recruitment from India had an indirect but nevertheless substantial and wholesome effect on the general condition of labour on Ceylon estates and availability of work.

It will be remembered that when, in pursuance of a resolution passed by the State Council in September 1937, the Ceylon Government wished to recruit labour from India for estates in Ceylon, the Government of India regretted their inability to accede to that request until assurances were received in respect of (1) removal of discrimination against Indian estate labourers in the matter of franchise to the

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\* Annual Report of the Agent of the Government of India in Ceylon for the year 1938. Published by the Manager of Publications, Delhi. 1939. Price Rs. 2 or 3s. pp.56

village committees and (2) restoration of wages of labourers on mid and low country estates to the level which prevailed between May 1931 and February 1932. Patent discrimination against Indians in section 12 of the Village Communities (Amendment) Ordinance now passed by the State Council and assented to by the Secretary of State for the Colonies may be said to have been removed, though it cannot be said to have satisfied Indian public opinion. No settlement was reached at the end of the year under report in the matter of restoration of wages also. The prohibition of recruitment of labour from India to Ceylon estates continued throughout the year.

Control of Non-recruited Emigration from India.- During the year a Bill to amend the Indian Emigration Act, VII of 1922, was adopted by the Indian Legislature. Under the Amendment Act the Central Government took power to prohibit emigration of all persons or any specified class of persons from departing by sea out of British India to any specified country beyond the limits of India for the purpose of unskilled work unless possessed of a prescribed permit or otherwise exempted by general or special order of the Central Government.

Minimum Wages on Estates.- There was no change in the minimum rates of wages during the year. The following rates continued to prevail as in 1937:-

	<u>Men</u>	<u>Women</u>	<u>Children</u>
	Cents.	Cents.	Cents.
Up country	49	39	29 0 With the issue
Mid country	43	35	25 0 price of rice not
Low country	41	33	24 0 exceeding Rs.4/8
			per bushel

Résumé of Events: (1) Report of Immigration Commissioner.- The most important event during the year was the publication of the report of the Immigration Commissioner in April. The Commissioner finds that, so far from causing economic injury to the permanent population, immigrant workers made possible an economic and general advance which could not have taken place without them and in the benefits of which the great majority of the population directly or indirectly share today. He does not recommend any restriction of immigration from India and expresses the opinion that the cause of the indigenous labourer will not be assisted by the imposition of any such restriction. The report does not appear to have satisfied that section of opinion in Ceylon which clamoured for drastic restriction of immigration from India, and the publication of the report was immediately followed by demands for ignoring it.

(11) Political Status of Indians in Ceylon.- Events in the political field soon commanded public attention to the exclusion of other questions. In September, however, the Village Communities Ordinance which had been reserved for His Majesty's assent was again brought before the State Council with a new amendment to section 12 thereof designed to remove the charge of racial discrimination, by providing for the exclusion of all labourers resident on the estates,

whether Indians or Ceylonese, from the right to village committee franchise. It passed through all the stages and became law with effect from the 1st January 1939. Towards the end of the year the publication of the Governor's despatch provided another landmark in the political field and transferred the attention of the Indians from local franchise in the villages to their political status in the Island.

Economic Position of Indians in Ceylon.-

(iii) ~~In the economic field 1938 was,~~ generally speaking, a normal year. Wages of estate labourers remained stationary; and there was no recruitment from India nor was there any surplus Indian labour nor any undue outflow by repatriation. Indian labour position on estates was more or less static; and conditions as to availability of work were satisfactory. The tea industry was reasonably prosperous throughout the year. Though the year began with a serious deterioration in the fortunes of rubber, the market gradually rallied, thanks to the working of the Restriction Scheme. Outside estates there was less employment available to Indians.

(iv) Health Conditions in Estates.- Health on estates was satisfactory. On the whole sanitary conditions on the larger estates were satisfactory though the same could not be said of the smaller estates. In the matter of housing of labour, the Department of Medical and Sanitary Services has recommended provision of separate kitchens in the lines for labourers on estates in the future. There was a small fall both in the birth and death rates among the Indian estate population. More midwives were appointed on estates; and a beginning has been made in the provision of maternity wards on estates. There was an increase in the number of estate schools and also in the number of children attending them. The only disappointing feature is the slow progress made in the spread of co-operative institutions on estates. The general relationship between Indian estate labourers and their employers was satisfactory. ✓

Wages of Indian Workers in Malaya:

Old Rates Restored. ✓

It is understood that a cut in the wages of Indian labourers in Malaya, which was imposed in May 1938, has been abolished and the old wage rates restored with effect from 1-10-1939. The wage rates after the cut in May 1938 were: man, 40 cents and woman, 36 cents. The restored rates from 1-10-1939 are: man, 50 cents and woman, 40 cents. The increased rates have not yet been gazetted by the Malayan Government.

(The Statesman, 21-10-1939.) ✓



Indians in the West Indies:

Report of Mr. J. D. Tyson to the Government of India. ✓

Reference was made at pages 43-44 of our June 1939 report to a memorandum submitted by Mr. J. D. Tyson to the Royal Commission on ~~the~~ social and economic conditions in the West Indies, on behalf of Indian settlers in those colonies. Mr. Tyson has now submitted to the Government of India a report on the conditions of Indians in the West Indies; this report is substantially the same as his memorandum to the Royal Commission referred to above. ✓

( A copy of Mr Tyson's Report was sent to Geneva with this Office's Minute : D.I / 1800 / 39 dated 21-11-1939. ).

GeneralLabour Ministers' Conference:Memorandum on Economic Consequences of Divergent Labour Standards  
Submitted by the Employers' Federation of India.

References were made at pages 56 and 51 of our July and August 1939 reports to the Conference of Labour Ministers in the Provincial Governments and of representatives of the Central Government to be held in New Delhi in November 1939 to effect co-ordination in the labour policy of provincial Governments. In this connection the Employers' Federation of India, Bombay, has published a Bulletin: "Economic Consequences of Divergent Labour Standards" for consideration by the Conference.

The Bulletin examines the effect of the Government of India Act, 1935, on labour legislation in India and points out that Provincial Ministries have begun to take unilateral action in labour legislation, thereby upsetting the economic equilibrium of the country. An objective study is then made of the present divergencies in labour standards between the Provinces inter se on the one hand and between British India and Indian States on the other. The economic consequences resulting from these divergencies are examined in detail and the need for setting up an Industrial Council on the lines recommended by the Royal Commission on Labour in India is stressed. Several references are made in the course of the Bulletin to the work of the I.L.O.

(A copy of the Bulletin was forwarded to Geneva with this Office's minute D.1/1900/39, dated 21-11-1939.).

Postponement of Labour Ministers' Conference.

In view of changes in the Governments of certain provinces (consequent on the resignation of the Congress Ministries in eight out of eleven provinces) the Government of India has postponed the Labour Ministers' Conference from 15-11-1939 to end of January 1940.

(The Hindustan Times, 9-11-1939)

List of more important publications received  
in this office during October, 1939. ✓

Conditions of Labour:

- (1) Report together with the prescribed Returns on the working of the Workmen's Compensation Act, 1923, (VIII of 1923) in the United Provinces for the calendar year 1938. Allahabad: Superintendent, Printing and Stationery, United Provinces, 1939. (Price 2 annas).
- (2) Statistical returns under the Workmen's Compensation Act, 1923, for the year 1938 for the Province of Orissa. The Government of Orissa, Law, Commerce and Labour Department.
- (3) Statistical returns under the Workmen's Compensations Act, 1923, for the year 1938 for the Province of Bihar. The Government of Bihar, Revenue Department.

Enforcement of Conventions:

- (1) Annual Report on the working of the Factories Act in the United Provinces for the year, 1938. Allahabad: Superintendent, Printing and Stationery, U.P., 1939. (Price 8 annas).

Industrial Organisations:

- (1) Report of the Committee of the Bengal Chamber of Commerce for the year 1938. Vol. II, Documents and Correspondence. Calcutta.
- (2) Indian Chamber of Commerce, Calcutta; Annual Report of the Committee for the year 1938. Published by the Secretary, Indian Chamber of Commerce, 135, Canning Street, Calcutta. 1939.
- (3) Note on the working of the Indian Trade Unions Act, 1926, for the year 1937-38 together with Statistics for that year. Published by the Manager of Publications, Delhi. 1939. (Price annas 7 or 8d)
- (4) The Karachi Indian Merchants' Association: Report for the year 1938. Published by the Secretary, Karachi Indian Merchants' Association, Karachi. 1939.

Economic Conditions:

- (1) Report on the Administration of the Department of Statistics, Hyderabad-Deccan for the year 1347 Fasli (6th October 1937 to 5th October 1938) Hyderabad-Deccan. Government Central Press, Hyderabad, 1939. (Price Re. 1).
- (2) Report of the C.P and Berar Industrial Survey Committee - Part ~~II~~. Vol. I: Government Printing, C.P. and Berar, Nagpur, 1939. (Price Annas 8.)

Social Conditions:

- (1) Annual Administration Report on the working of the Criminal Tribes Act in the Province of Bombay for the year ending 31st

- ... March, 1939. Part I. ~~Bombay~~: Printed at the Government Central Press, 1939. (Price Annas 3 or 4d).
- (2) Report of the Bombay Criminal Tribes Act Enquiry Committee, 1939, ~~Bombay~~: Printed at the Government Central Press, 1939. (Price annas 3 or 4d).
- (3) Reports for 1936-37, 1937-38, and 1938-39 of the Women's Fellowship of Service, ~~Bombay~~:

#### Public Health:

- (1) Annual Public Health Report of the Province of Bihar for the year 1937 and the Annual Vaccination Report for the year 1937-38 by the Director of Public Health, Bihar; Superintendent, Government Printing, Bihar, Patna, 1939. (Price Rs. 2.7.0).
- (2) The Administration Report of the Medical and Public Health Department of H.E.H. the Nizam's Government for the year 1347 Fasli (6th October 1937 to 5th October 1938). Hyderabad-Deccan: Government Central Press, 1939.

#### Co-operation:

- (1) Report on the working of Co-operative Societies in Orissa for the year 1937-38. Press Officer, Government Press, Orissa, Cuttack. 1939. (Price Re. 1/7/-).

#### Education:

- (1) Report on Public Instruction in the North West Frontier Province for the year 1937-38. Printed and Published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar, 1939. (Price Rs. 6-3-0 or £0.9.3).
- (2) Report on the Progress of Education in Bihar for the year 1937-38. Superintendent, Government Printing, Bihar, Patna. 1939. (Price Rs. 1-4-0).

#### Agriculture:

- (1) Gokhale Institute of Politics and Economics, Publication No. 6: Legislative Protection and Relief of Agriculturist Debtors in India, by K.G.Sivaswamy, B.A., Member, Servant of India Society, and Secretary, Servindia Rural Centre, Mayanoor. 1939. (Price Rs. 4).

#### Maritime Affairs:

Bombay Port Trust: Administration Report, 1938-39.

#### Migration:

- (1) Annual Report of the Agent of the Government of India in Ceylon for the year 1938. Published by the Manager of Publications, Delhi. 1939. (Price Rs. 2/- or 3s).

- (2) Report on the Conditions of Indians in Jamaica, British Guiana and Trinidad. By J.D.Tyson, O.B.E., I.C.S., Officer on Deputation in connection with the West Indies Royal Commission, 1938-39\* Printed by the Manager, Government of India Press, Simla. 1939.

Miscellaneous:

- (1) Report on the Progress of the Hyderabad (Deccan) City Improvement Board for the year 1347 F. (1937-38 A.D).
- (2) Administration Report of the Hyderabad (Deccan) Public Works Department for the year 1346 F. Hyderabad-Deccan: Government Central Press, 1939.
- (3) Administration Reports of the North-West Frontier Province Public Works Department, Building and Roads Branch, for the year 1936-37. (Price Rs. 4-3-0 or £.0.6.3), and for the year 1937-38 (Price Rs. 2-7-0 or £.0-3-9): Printed and published by the Manager, Government Stationery and Printing, North West Frontier Province, Peshawar. 1939.
- (4) Report on the administration of the Jails <sup>in Hyderabad (Deccan)</sup> for the year ending 1347 Fasli. By the Director-General of Police and Jails, Hyderabad-Deccan: Government Central Press, 1939.

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**INTERNATIONAL LABOUR OFFICE**  
**INDIAN BRANCH**

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**Report for November 1939.**

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## Ratifications.

### Draft Convention and Recommendations re. Safety Provisions (Building): Indian Chamber of Commerce, Calcutta, supports Principle of the Convention. ✓

On 6-6-1938 the Government of India sent a circular letter to the Provincial Governments to ascertain the views of the interests concerned on the action to be taken on the Draft Convention and Recommendations re. safety provisions (building). The Government of India had pointed out that the Draft Convention and the alternative Recommendation concerning safety provisions in the building industry could be implemented only by legislation, but as regards the two recommendations concerning, respectively, co-operation in accident prevention and vocational education, the Central Government expressed the view that the Provincial Government were competent to take suitable action to implement them. The main question suggested for consideration was whether the extent and character of the hazards involved called for any action, legislative or executive, and whether it was possible to eliminate or reduce risk in construction in the manner proposed in the Draft Convention and Recommendations.

View of Indian Chamber of Commerce, Calcutta. The Committee of the Indian Chamber of Commerce, Calcutta, expressing its views, stated that regulations providing for safety measures in the building industry where large buildings and buildings of more than one storey were concerned, were desirable both on humanitarian and economic grounds. According to the Committee, however, it would be difficult to frame comprehensive regulations which would apply to all building activities without making it too vague to be of much practical use. The Committee further pointed out that any regulations would necessitate a large body of inspectors to enforce them. The Committee, therefore, believed that the Recommendations of the International Labour Conference on this subject though beneficial to workers would be difficult of enforcement in India. In the opinion of the Committee, the best way of minimising the possibility of accidents in building constructions was to place in charge of work of any magnitude an experienced and properly qualified Engineer whose business, amongst other things, should be to see that reasonable precautions against accidents were observed.

(Summarised from the Annual Report for 1938 of the Committee of the Indian Chamber of Commerce, Calcutta.) ✓

Attention is directed to the following:-

Government of India:

Draft Amendments to Indian Coal Mines Regulations, 1926.

The Government of India proposes the adoption of two amendments to the Indian Coal Regulations, 1926; the first amendment has for its object the ensurance of greater safety in Indian mines and the second is necessitated by the exclusion of women from underground work in mines.

(Notifications No. 955 dated 26-10-1939, and No. M.1055 (1) and (2) dated 2-11-1939; The Gazette of India, Part I, dated 4-11-1939, pages 1826 to 1828.)

Government of India:

Draft Amendments to Coal Mines Rescue Rules, 1939.

The proposed amendments to the Coal Mines Rescue Rules, 1939, relate to imposition of <sup>an</sup>excise duty on collieries and to the maintenance and location of rescue stations.

(Notification Nos. M.955 (1) and (2) dated 22-11-1939; The Gazette of India, Part I, dated 25-11-1939, page 1913).

Bengal:

Bengal Maternity Benefit Act to come into force on 1-1-1940.

The Government has notified that the Bengal Maternity Benefit Act, 1939, will come into force on 1-1-1940, and that the Act has been extended to Darjeeling district and to the partially excluded areas of the Mymensingh district.

(Notification Nos. 3248 - Com and 3249 - Com dated 30-10-1939; The Calcutta Gazette, Part I, dated 2-11-1939, page 2784.)

Bombay:

The Bombay Shops and Establishments Act, 1939 (Act XXIV of 1939).

The Bombay Shops and Establishments Bill was passed by the local Legislative Assembly and Legislative Council on 28 and 30-10-1939 respectively. The Act received the assent of the Governor of Bombay

on 1-11-1939 and is now gazetted.

(The Bombay Government Gazette, Part IV,  
dated 2-11-1939, pages 623 to 638.)

Central Provinces and Berar.-

Amendment to C.P. and Berar Payment of Wages Rules, 1936.

The amendment relates to the form for the annual return relating to deductions from wages prescribed in the C.P. and Berar Payment of Wages Rules, 1936.

(Notifications Nos. 5140 and ~~5141~~ 5141-964-VII dated 21-11-1939; The C.P. and Berar Gazette, Part III dated 24-11-1939, page 1612).

Punjab.-

Punjab Minimum Wage Bill;

Leave for introduction refused.

On 23-11-1939, Chaudhari Kartar Singh, moved in the Punjab Legislative Assembly that leave be granted to introduce the Fixation of Minimum Rates of Wages Bill, 1939 (non-official measure); leave was refused.

In pressing his motion, Chaudhri Kartar Singh said that the low standard of wages prevailing in the Punjab stood in the way of the well-being and health of the working classes. It was the duty of the State to guarantee a minimum living wage to the workers who produced its wealth.

Sir Chota Ram, Development Minister, objected to the introduction of the Bill. He said that while he had great sympathy with the poor and labouring classes, if wages were fixed by law, many industrial concerns that they now saw in the Punjab might be stopped, and if their industries were stopped, the neighbouring provinces would be benefited. Such a measure, he thought, should be an all-India measure.

The motion being put to the House was declared lost. 38 voted for and 70 against the motion.

(The Tribune, 25-11-1939.)-

Mysore.-

Draft Rules re. Hazardous Occupations.

According to an Associated Press message from Bangalore, the Government of Mysore has published in the issue dated 12-11-1939 of the Mysore Gazette certain draft rules under the State Factories Act regarding hazardous operations, and inviting suggestions and objections. The proposed rules declare the carrying ~~mm~~ or lifting of articles by women in any factory, and also bleaching and dyeing in any textile factory, as hazardous occupations. The Rules prohibit any woman worker from carrying or lifting by herself articles weighing more than a third of her weight, or 50 lbs. whichever is less.

(The Hindustan Times dated 19-11-1939):

Social and Economic Conditions in War-Time. ✓

Hours of Work +

Bengal.-

1. A Notification of the local Government exempts certain munition factories from the operation of sections 34 (Weekly hours), 35 (weekly holiday) and 36 (daily hours) of the Factories Act during the period of public emergency arising out of the war.

(Notification No. 3282 Com. dated 1-11-1939; The Calcutta Gazette, Part I, dated 9-11-1939, page 2819).

2. A Notification of the local Government exempts all jute mills in the Bengal Province from the operation of Section 34 of the Factories Act during the period of the emergency arising out of the war.

(Notification No. 3297, Com. dated 2-11-1939; The Calcutta Gazette Extra-ordinary, dated 2-11-1939, page 261).

3. A Notification of the local Government exempts all jute mills in Bengal from the operation of sections 36 and 45 (restrictions on the employment of women) of the Factories Act during the period of the emergency arising out of the war.

(Notification No. 3346 Com. dated 7-11-39; The Calcutta Gazette Extraordinary, dated 8-11-1939, page 263).

4. A Notification of the local Government permits all jute mills in the Bengal Province so to arrange the periods of work of adult workers that, along with the intervals for rest, such periods of work do not spread over more than 13½ hours on any one day.

(Notification No. 3354 Com. dated 7-11-1939; The Calcutta Gazette, Part I, dated 9-11-1939, page 2819).

Bihar.-

A Notification of the local Government exempts all jute mills in the province during the period of ~~the~~ the war emergency from the operation of Section 34 of the Factories Act.

(Notification No. 1861-IF-72 Com. dated 15-11-1939; The Bihar Gazette Extraordinary dated 16-11-1939).

Bombay.-

1. The Bombay Government has issued a Notification on 6-11-1939 exempting until further notice from the operation of Sections 34, 35 and 36 of the Factories Act certain factories in the Province which are concerned with the production and supply of war materials.

(Notification No. W.26 dated 6-11-1939;  
The Bombay Government Gazette, Part  
IV-A., dated 9-11-1939, page 2040).

2. A Notification of the local Government proposes to exempt workers in glycerine factories in Bombay Province from the operation of sections 35, 36 and 37 (intervals for rest) of the Factories Act for a period ~~next~~ of two months, subject to the provision that workers shall be engaged only on 8-hour shifts and that a day of rest should be given at least once in 14 days.

(Notification No. S.129 dated 8-11-1939;  
The Bombay Government Gazette, Part  
IV-A, dated 16-11-1939, pages 2058 to  
2059).

Central Provinces:

A Notification of the local Government exempts during the emergency created by the war a factory and workshop in Jabulpur engaged in production of war materials from the operation of sections 34, 35 and 36 of the Factories Act.

(Notification No. 4939-2435-VII dated  
4-11-1939; The C.P. and Berar Gazette,  
Part I, dated 10-11-1939, p.992).

Madras.-

1. A Notification of the local Government exempts all jute mills in the Madras Province from the provisions of section 34 of the Factories Act so as to enable them to allow operatives to work 60 hours a week; for hours in excess of the weekly limit of 54, the workers are to get over-time allowance. This exemption is to last as long as the present war emergency continues.

(Notification No.873 dated 1-11-1939;  
G.O. Ms. No.2675, Development; Fort  
St. George Gazette, Part I, dated  
7-11-1939, page 1457.)

Madras.-

2. A Notification of the local Government exempts all jute mills in the Province from the operation of sections 36 and 45 of the Factories Act during the period of public emergency arising out of the war. It is, however, stipulated that no adult worker should be allowed to work for more than 11 hours in any one day.

(Notification No. 889 dated 13-11-1939;  
G.O. Ms. No. 2763, Development; Fort  
St. George Gazette, Part I, dated  
14-11-1939, page 1478).

N.W.F.P.-

A Notification of the local Government exempts <sup>an</sup> ~~all~~ Ordnance Depot and all Military Engineering Services establishments in the Province from the operation of sections 34, 35 and 36 of the Factories Act till further orders, subject to the condition that overtime work should be paid for at the rate prescribed in section 47 of the Factories Act.

(The Tribune dated 4-11-1939).

W A G E SIncreased Wages for Bengal Jute Workers.

Reference was made at page 19 of our October 1939 report to the decision of the Indian Jute Mills Association to increase the working hours of jute mills in Bengal from 45 to 54 per week in order to cope with the enhanced war requirements of sand bags. This extension proving insufficient, the Government of Bengal has now exempted all jute mills from the operation of the hours of employment provisions of the Factories Act (vide page 5 of this report). To compensate jute workers for the increased hours of work, the Committee of the Indian Jute Mills Association decided on 15-11-1939 to increase their wages by 10 per cent. with effect from 6-11-1939.

(The Amrita Bazar Patrika dated  
16-11-1939). ✓

Increased Wages for Indian Seamen.

Consequent on the outbreak of war and the increased risks occasioned thereby, Indian seamen claimed increased wages; through the mediation of the Hon'ble Mr. H. S. Suhrawardy, Minister for Labour, Government of Bengal, a settlement, whereby the seamen's claims have been partially met, has been reached on 26-11-1939 with the Indian Seamen's Federation, Calcutta. (For further details see pages 37-39 (Section - Maritime Affairs) of this report).

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Conditions of Labour.

Action taken on Whitley Commission's  
Recommendations in 1938.\* ✓

The Government of India has recently published a Report showing the action taken or remarks made by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India during 1938, a brief summary of which is given below:

Central Legislation.- As regards recommendations requiring Central Legislation, a Bill prohibiting the employment of children below 15 in ports was adopted.

Conciliation Machinery for Railways.- The Joint Machinery recommended by the Royal Commission for the settlement of disputes on Railways was considered by the Government of India unduly elaborate and was found unsuitable for adoption. In its place, the Government of India decided, as an experimental measure, to appoint a Special Conciliation Officer and to set up an Industrial Advisory Board for the prevention of disputes on Railways.

Health and Welfare Problems.- Continued attention was paid by the Provincial Governments to the health and welfare of the industrial worker. In Orissa, where in different parts the Bihar and Orissa, Madras and the Central Provinces Acts are in operation, the existing law is being unified and a consolidated bill has been prepared for introduction in the Provincial Legislature. In the United Provinces the amendment of the Adulteration of Foods and Drugs Act is under consideration. A Maternity Benefit Act has also been passed in the United Provinces, whilst in Bengal a bill on the same subject, which was introduced in the Provincial Legislative Assembly, was referred to a Select Committee. (The Bill was passed in April 1939.) Maternity and female wards have been constructed at Silchar, Karimgunj, Sunarganj, Tazpur, Mangaldai and Goalpara in Assam.

Housing.- Steps were also taken for improvement of housing conditions. In Bombay, a Bill further to amend the Bombay Town Planning Act so as to open up congested and insanitary areas more freely than hitherto, was introduced and referred to a Select Committee. The Select Committee reported during the year.

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\* Government of India, Department of Labour. Report showing the further action taken or remarks made by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India. 1938. Published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, New Delhi. 1939. Price annas 5 or 6d. *44-8.*



The question of modernising housing legislation relating to the clearance and improvement of slum areas and the introduction of housing schemes for the poorer classes with financial assistance from the State or from local bodies and model bye-laws of housing from the health point of view were also being considered.

Hours of Work of Motor Drivers: One of the recommendations of the Royal Commission was that, in granting licences for motor buses, the authorities should consider whether in particular cases a limitation on hours is required, and if so, how it could be enforced. On this recommendation, the Madras Government restricted by rules the hours of work of drivers of transport vehicles. The Central Traffic Board has also issued instructions in the matter to District Road Traffic Boards.

Labour and the Franchise: To enable the industrial population to exercise adequate influence over the policy of the local Municipal Committee, it has been proposed in Ajmer-Merwara to extend the franchise by lowering considerably the qualifications of voters.

(A copy of the Report reviewed above was sent to Geneva with this Office's minute D.1/1800/39 dated 21-11-1939.) ✓

Unsatisfactory Conditions of work in Handloom Factories  
in Sholapur: Interpellations in Bombay Assembly. ✓

Interesting details regarding conditions of work in the handloom factories in Sholapur were elicited by means of interpellations in the Bombay Legislative Assembly on 25-8-1939. It was brought out that conditions in the handloom factories were reported by the Chief Inspector of Factories, Bombay, as very unsatisfactory, that the chapter of the Factories Act relating to sanitation is not applied to these factories, and that the Government is taking steps to make the Sholapur Municipality initiate suitable action in the matter.

(Pages 855 to 858 of the  
Bombay Legislative Assembly  
Debates of 25-8-1939:  
Volume 6, Part 11.) ✓

Charges for Police Assistance to Factories during Strikes:  
Employers' Protest to Bihar Government.

Several managements of mines in Bihar have, through the Indian Mining Association, Calcutta, protested to the Bihar Government against its demand under section 14 of the Police Act for payment of sums representing the cost of additional police forces deputed for duty in the neighbourhood of their collieries during labour strikes.

In doing so, the Committee of the Association points out that section 14 is part of the Police Act of 1861 which was passed at a time when the country was much less industrialised than at present and when regular police forces were considerably smaller than they are now. At that time labour agitators were practically non-existent and ~~any~~ labour disputes which may have then occurred had a direct relation to employment conditions which were within the power of the employer to rectify. Circumstances today have changed out of all recognition and labour strikes have generally gone beyond the control of employers and, in several cases, <sup>are declared</sup> even against the wishes of the majority of the labour force. Under such conditions, it is the duty of the Government ~~of~~ to maintain law and order in industrial areas at the expense of the Province and not of particular units of industry. Section 14 of the Police Act is, therefore, quite unsuited to present day conditions and should be repealed.

(Summarised from the Proceedings of the Committee meeting of the Indian Mining Association, Calcutta, held on 21-9-1939.) ✓

Need for Appointment of Medical Referees in Workmen's  
Compensation Cases: Bengal Chamber of Commerce  
Suggests Amendment of Act. ✓

At the instance of the Calcutta Accident Insurance Association, the Bengal Chamber of Commerce, it is understood, recently addressed to the Bengal Government a letter in which the Chamber drew the Government's attention to the fact that, owing to the steady increase in the scope of the Workmen's Compensation Act and in the activity of legal practitioners, many cases now arose, particularly before the Commissioner for Workmen's Compensation, Calcutta, in which one or more of the following points were in dispute between the parties:- (1) the duration of temporary disablement; (2) the extent of permanent disablement; (3) whether incapacity, temporary or permanent, was due

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to personal injury by accident; and (4) whether death was due to accident or to natural causes.

As most of these contested claims involved considerable expenditure on the part of the employer and of the employee in calling medical practitioners to give verbal evidence on the point~~at~~ issue, the Chamber requested the Local Government to recommend to the Government of India that the Workmen's Compensation Act be amended on the lines of the English Act to empower the Commissioner to appoint an official medical referee to whom the parties could present their respective medical data, and whose decision would be binding upon them where the dispute was a matter of medical opinion. The Chamber considered that this procedure would save the parties to the dispute the inconvenience and expense entailed by formal proceedings in the Court, and thus be of advantage to all concerned, including the Commissioner for Workmen's Compensation.

(Summarised from the Proceedings of the Committee Meeting of the Indian Mining Association held on 21-9-1939). ✓

Profit Sharing Bonus in Tata Iron & Steel Company:

Bonus of 3½ Months' Pay for 1938-39.

The Management of the Tata Iron and Steel Co., Ltd., Jamshedpur, has announced its decision to give to all its employees, who have worked throughout 1938-39 a bonus of 3½ months' pay. In the same announcement, opportunity has<sup>so</sup> been taken to suggest the desirability of each employee putting his bonus amount to the best use. Those in debt are advised to clear off their liabilities and others have been advised to save a major part of the amount. For the latter purpose, facilities are already provided through the Tisco Co-operative Societies, the Post Office Saving Bank and local commercial banks.

(The November 1939 issue of Tiso Review). +

Industrial Relations in Punjab: Government contemplating Appointment of Labour Officer.

Apprehending that the increasing organisation of labour on trade union lines may lead to misunderstanding and a conflict between capital and labour in the larger industrial areas in the province, The Punjab Government, it is understood, is contemplating the appointment of a labour officer to secure co-ordination and harmony between the two interests.

(The Statesman, dated 13-11-1939). +

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Preposal for Institute of Industrial Fatigue and Psychology  
for India: Bengal Chamber of Commerce opposes Scheme. ✓ +

Reference was made at page 7 of our August 1939 report to the proposal of the Bihar Labour Enquiry Committee to set up an Institute of Industrial Fatigue and Psychology for India.

The Committee of the Bengal Chamber of Commerce, in expressing its views on the subject, stated that it could not support the proposal at present. In its view there were many more practical and useful amenities which had still to be provided in the industrial <sup>and</sup> labour fields in this country before funds could be devoted to questions such as industrial fatigue and psychology. It was also pointed out that many industrial concerns in India, profiting by the researches undertaken elsewhere, were applying modern methods in their organisations and in their treatment of labour. The Committee suggested that at this stage the matter should be left to individual enterprise.

It is understood that the Associated Chambers of Commerce and Industry in India has adopted a substantially similar attitude.

(Summarised from the Abstract of  
Proceedings of the Committee of  
Bengal Chamber of Commerce during  
July, August and September, 1939). ✓ +

Conditions of Service of Motor Drivers employed by Mercantile  
Firms in Bengal: Bengal Chamber declares Uniformity Impossible. ✓ +

References were made at pages 13 to 14 of our June 1939 report to the demand of the Bengal Chauffeurs' Union for effecting uniformity in the service conditions of motor drivers employed by mercantile firms and to the undertaking given by the Labour Commissioner, Bengal, to explore the possibilities of effecting such uniformity. In pursuance of this undertaking the Labour Commissioner recently approached the various Chambers of Commerce and individual firms for an expression of their views on the subject.

The Bengal Chamber of Commerce, in expressing its views, stated that having regard to the differing conditions of work, the varying requirements of individual firms and their existing staff arrangements, the length of service and standards of efficiency of individual drivers, any direct

attempt at the present time to bring about a greater degree of uniformity than now exists would be unsuccessful and would merely react to the detriment of those appointed when the level of wages and other benefits were higher than it is today.

(Summarised from the Abstract of Proceedings of the Committee of the Bengal Chamber of Commerce during July, August, and September, 1939). ✓

Abolition of Forced Labour in Samthar State. ✓

The Raja of Samthar State has announced at the Dussara Darbar held in October 1939 a series of reforms in the administration of the State; the more important among them are: (1) the abolition of forced labour, persons accused of exacting such labour becoming liable to judicial punishment; (2) the employment of State subjects only in State service; and (3) offer of facilities for starting industrial factories in the State.

(The Leader, 4-11-1939).

The Samthar State is in Central India and has an area of 178 square miles; the population of the state is 33,000. ✓ +

Provident Fund Benefits for Inferior Railway Employees:  
Request turned down by Railway Board. +

At a special convention of the All India Railwaymen's Federation held at Lahore on 29-11-39 under the presidentship of Mr. Jammadas Mehta, President of the Federation, resolutions were adopted, among others, demanding: (a) ~~that~~ the extension of Provident Fund privileges to inferior Railway servants, (b) that due to the rise in prices of commodities as a result of the war, a War Allowance of at least 25 per cent be given to the workmen who were already poorly paid, (c) that the differential treatment accorded to Indian employees as against the Angle-Indians for whom the minimum pay per month had been fixed at Rs. 55 should be stopped and that the same scale of pay should be sanctioned for Indian employees, <sup>and</sup> (d) ~~and~~ that coolies, semi-skilled and skilled workers, firemen, shunters, cleaners and gangmen should be brought on the monthly rated <sup>pay</sup> list from the daily rated pay list. :

No Extension of Provident Fund.- The extension of Provident Fund benefits to inferior railway servants would affect about 500,000 railway workers and entail an additional expenditure of Rs. 7.5 millions. It is understood that the Railway Board has turned down the request on financial grounds.

Dealing with the plea of lack of funds, Mr. Jammadas Mehta points out, if the Niemeyer Award, under which the Central Government had to give subsidies to the provinces from the income-tax fund, was carried out, the present practice of utilising the annual railway surplus approximating to Rs. 20 millions for these subsidies could have been obviated and funds released for the extension of Provident Fund benefits to 500,000 poorly paid railway employees.

(The Tribune dated 2-12-39). ✓

Enforcement of Conventions.

Factory Administration in C.P., 1938\*. ✓

Statistics of Factories and Workers.— According to the annual report on the administration during 1938 of the Factories Act in the Central Provinces and Berar, the total number of factories coming within the purview of the Act rose from 1,058 in 1937 to 1,085 during the year under review. The number of factories actually at work was 737 as against 767 in 1937. Of these, 221 were perennial and 516 seasonal. The number of workers employed increased from an average daily figure of 60,751 to 61,272 owing to improved conditions in the textile industry. Of these, 41,631 were men, 19,641 women, 515 adolescents and 187 children.

Inspections.— The number of factories inspected was 729 (219 perennial and 510 seasonal) as against 767 in 1937. 301 factories were inspected once, 220 twice, 126 thrice and 82 more than thrice. The total number of inspections was 1,562 as against 1,444 in 1937. Departmental inspections were responsible for 1,285 inspections and District Magistrates and Additional Inspectors for 277.

Prosecutions.— 90 cases were instituted during the year under review against occupiers and managers of 45 factories, as against 45 cases in 1937. Of the 90 cases, 31 resulted in conviction with fines ranging from Rs. 10 to Rs. 100. In two cases papers were filed for want of proper evidence. 56 cases were pending in courts. ✓

Factory Administration in Orissa, 1938\*<sup>1</sup> ✓

Statistics of Factories and Workmen.— According to the annual report on the working of the Factories Act in Orissa during 1938, the number of factories on the register at the beginning of the year was 79. 7 factories were registered while no factory was removed from the register. The number of factories at the end of the year was 86. Of these 80 factories (77 perennial and 3 seasonal) were in commission.

The number of workers employed in factories during the year was 4,545 as against 4,122 in the previous year. The increase was

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\* Annual Report on the administration of the Factories Act, 1934 (XXV of 1934) in the Central Provinces & Berar for the year ending the 31st December, 1938. Nagpur: Government Printing. C.P and Berar 1939. pp. 1-8-0.

\*1 Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1938 by H.M. Rai, Chief Inspector of Factories, Orissa; Press Officer, Government Press, Orissa, Cuttack, 1939. pp. 26-27. 8.

principally in the rice milling industry on account of increased employment as well as the new registrations. The number of women workers in factories during the year under report was 1,368 as against 1,403 in the previous year. There were 53 adolescents *and 16 children* ~~working in factories~~ during the year as against 16 and 48 respectively in 1937.

Inspection.- Of the 80 factories which worked during the year under report, 76 were inspected and 4 remained uninspected. The total number of inspections including visits to unregistered factories was 151 as compared to 106 in the previous year. 31 factories were inspected once, 30 twice, 9 thrice and 6 more than three times.

Prosecutions.- 6 factories were prosecuted during the year. There were 18 charges against 11 persons and 32 convictions were obtained. The total fine imposed was Rs. 155 as against Rs. 95 in the previous year. ✓

#### Working of the Regulations excluding Women from Underground Work in Mines. ✓

Women were excluded from underground work in mines in India in 1929, but an exception was made in favour of coal mines in Bengal, Bihar and the Central Provinces and the Salt mines in the Punjab in which the numbers were to be gradually reduced. Complete exclusion of women in the exempted mines was enforced from October 1, 1937. The first year's review of the situation in mines consequent on the exclusion of women from underground work shows that such exclusion has had little or no effect on output.

Alternative Employment for Excluded Women: Many of the women excluded from underground workings have been found employment on screening plants, on general surface work in coal mines and in quarries. The Government of India made grants to the Governments of Bengal and Bihar towards schemes for the training of about 200 such women for a year in handloom-weaving, basket-making, etc., to enable them to set up cottage industries in their own homes with Government aid.

Increased wages for Workers: As a result of the exclusion of women from underground work in mines, the rates of wages at most of the coal mines in Bengal and Bihar have gone up by about two to three annas per tub of coal.

(Summarised from a Press Note dated 4-11-39 issued by the Principal Information Officer, Government of India.)



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Efficiency of Factory Inspection in Bihar:

Interpellations in Legislative Assembly. ✓ +

Attention is directed to pages 1531 to 1532 and 1913 of the Bihar Legislative Assembly Debates of 17 and 27-3-1939 respectively which contain certain interpellations in the Assembly regarding alleged laxity in the proper administration of the Factories Act by Sub-Divisional Officers who have been appointed ex-officio local inspectors of factories. The Government denied that lower standards were tolerated in factories inspected by Sub-Divisional Officers and pointed out that Sub-Divisional Officers were appointed factory inspectors in order to effect economies in expenditure on the factory inspection service. A statement laid on the table, however, showed that, <sup>as</sup> between regular inspectors and Sub-Divisional Officers, the latter initiated an appreciably smaller number of prosecutions. ✓ +

Factory Administration in Punjab, 1938.\* ✓ +

Statistics of Factories: The total number of factories in the Punjab coming under the Factories Act increased from 862 in 1937 to 887 in 1938. During 1938, 22 factories were removed from the register and 47 factories were added. The number of factories actually working during the year was 780 as against 798 in 1938. 418 of the 780 factories were perennial and 362 seasonal.

Number of Operatives: The total number of operatives employed in factories increased from 69,473 last year to 72,268, giving an increase of 2,795, which is principally due to extended operations in the textile mills and railway workshops. The number of women workers continued to increase; it was 8,594 during the year under review as against 8,288 in the previous year. This increase is stated to be due to their increased employment on cotton cleaning and in the reeling departments of the textile mills. The number of adolescents decreased from 2,146 in 1937 to 2,453, the decrease being due to the comparatively restricted operations of the cotton ginning factories. There was, however, a slight increase in the number of juvenile workers; 792 boys and 43 girls were employed during the year under report as against 690 boys and 34 girls in 1937. This increase is stated to be due to a large number of boys having found employment as half-timers in metal works and in the additional textile mills. The girls chiefly found employment in cotton ginning factories.

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\* Annual Report on the working of the Factories Act in the Punjab for the year 1938. Lahore: Printed by the Superintendent, Government Printing, Punjab, 1939. Price. Rs. 2-6-0.  
pp. 23 + XXXVI

Inspection Staff: During the year under report the inspection staff was composed of the Chief Inspector of Factories, 4 superintendents of Industries notified as Additional Factory Inspectors, 43 District and Municipal Health Officers, 1 Director and 3 Assistant Directors of Public Health Department and 12 Sub-Divisional Officers and Revenue Assistants.

Inspection: During the year under review the Chief Inspector made 159 inspections, the Superintendent of industries, 311 inspections, Officers of the Public Health Department 244 inspections and Sub-Divisional Officers and Revenue Assistants 11 inspections. The total number of inspections carried out was 725 as compared with 562 in the previous year. 365 factories were inspected once, 120 twice, 23 thrice and 7 more than three times, while 265 factories remained uninspected during the year.

Prosecutions. 148 cases were instituted against the occupiers and managers of 66 factories during the year under report as compared with 249 against 86 factories in the previous year. 137 of these resulted in conviction, in 3 cases the accused could not be traced and the complaints were filed. In 6 cases the accused were acquitted and 2 cases were pending at the end of the year. Convictions were also gained in respect of 19 cases which were pending at the close of the previous year. The decrease in the number of prosecutions is chiefly under the working hours sections of the Act and is partly due to the fact that seasonal factories generally experienced a dull year, as a result of which the over-employment of labour was not resorted to, to the same extent as during 1937 when factories dealing with agricultural produce enjoyed a particularly busy year.

A total amount of Rs. 3,436 was realized in respect of fines in cases disposed of during the year as compared with Rs. 3,923 in 1937. The average amount of fine per case was Rs. 23 in 1938 as against Rs. 18 in 1937 and Rs. 20 in 1936. Fines fitting to the offences were secured in a number of cases by a representative of the <sup>Inspectorate</sup> appearing in courts and drawing the magistrates' attention to the gravity of the offences. This, however, was not possible in every instance owing to the lack of staff. As a result, there was little uniformity in the amount of fines awarded. Fines ranging from Rs. 5 to Rs. 200 were levied by different magistrates for the same offence.

The Government review of the Factories Report makes the following comments on the results of prosecutions: "Government are not satisfied that the reduction in the number of prosecutions is due entirely to the dull conditions experienced by cotton ginning factories. In many cases where the Chief Inspector administered only a warning, Government would have desired to see the offenders prosecuted. It must be realised that for each case detected there must be many that escape unnoticed. Instructions have now been issued that all cases in which the Chief Inspector proposes to refrain from prosecution should be submitted for the orders of Government with a full statement of reasons. Although fines inflicted by magistrates are not yet quite satisfactory in all cases, there is a welcome tendency to inflict adequate punishment."

Workers' Organisations.

"Recognition" of M. & S. M. Railway Employees'

Union: Terms of Recognition. ✓

The following is a summary of the terms and conditions under which the administration of the Madras and Southern Mahratta Railway has accorded <sup>recognition</sup> to the M. & S. M. Railway Employees' Union, *Madras*.

Objects of the Union: The primary purpose of the Union shall be to maintain and improve the conditions of service and working conditions of its members and protect their interests. It will seek the sympathy and co-operation of the Administration, as far as circumstances permit, in promoting the well-being and contentment of the workers.

The Union, however, shall recognise the obligations of the staff in the following matters:- (i) the faithful, efficient and punctual discharge of their duties to ensure the safety and convenience of the travelling public; (ii) the maintenance of due standards of conduct and discipline; (iii) the eradication of corruption in the service and the observance of courtesy to the public; and (iv) consideration being shown to the interests of not only the persons immediately concerned but also to the community as a whole.

Extent of Recognition: The Railway has accorded a measure of "recognition" to the Union to the extent of three categories of staff which form 80 per cent of the Union's membership and to the right of discussion of individual cases for all members of the Union to the extent that discussion of individual cases is provided for below.

The three categories of staff entitled to recognition by categories are:- (i) shop staff coming under the Factories Act, excluding shed staff; (ii) gangmen, including batterymen and unskilled staff working on the line, and (iii) shed staff, excluding running staff, but including pump engine drivers and T.X.R. staff.

Case of Non-recognised Categories: As regards the remaining categories, although recognition cannot be granted at present, cases of individuals in these categories may be brought to the notice of the Administration in the same way as in the case of individuals in the categories (i), (ii) and (iii) above, i.e., after a responsible committee of the Union has considered them and the President has personally examined the case and has satisfied himself that special circumstances warrant a reference.

As and when the Union membership in the following categories attains a greater degree of representation of the staff employed

in these categories, the Union shall be at liberty to make representations for extension to these categories of the measure of recognition now being accorded to in three categories noted above: (a) drivers, firemen and traffic shunters; (b) miscellaneous artisan staff working on the line including station machinery fitters, power house staff and train lighting staff; (c) guards, brakemen and brake-porters; (d) station masters, assistant station masters, station clerical staff, van clerks, control operators and ticket collectors; (e) subordinate supervisory staff; and (f) office clerks, draftsmen, etc.,

Representation of Grievances: Representations concerning the interests of a class of employees are at present confined to categories of staff already accorded recognition. The Agent and General Manager is also prepared to consider special cases of individuals of all categories, if the Union brings them to his notice after satisfactory investigations.

The Matter for representation and discussion should be limited to subjects mutually agreed upon, and as may be added to from time to time as agreed to. To begin with, the following subjects are proposed:- (a) salaries, wages, hours of duty and other standard conditions of service; (b) general conditions of employment of the staff and collective grievances; (c) arrangement of working hours and meal times; (d) safety measures and first-aid; (e) holiday arrangements; and (f) improvements in working methods and organisation.

Returns from Union to Administration: The Union shall supply to the Railway annually an audited statement of accounts of the previous year and also a statement showing the number of members in each of the several categories into which the staff has been divided, who have paid full membership subscriptions for the previous year.

The Union shall supply to the M. & S. M. Railway a copy of its Rules and Bye-Laws and shall inform the Railway in writing immediately of any alterations, additions or amendments which it is proposed to submit to the Registrar. Such alterations, additions and amendments shall not be submitted to the Registrar until they have been approved by the Railway.

Unauthorised Strikes: The Administration reserves its freedom to deal with unauthorised strikers, or with the Union in such manner as it may think fit in so far as unauthorised strikes are concerned.

Withdrawal of Recognition: Recognition may be withdrawn on one month's notice from either side.

Facilities for Union Work: The Union's activities shall be conducted so as not to prejudice the business of the Railway or interfere with the duties of Railway Staff. Members of the Union shall not engage in Union activities in the Company's premises nor in the Company's time except to such extent as may be mutually agreed upon. In cases of differences of opinion, the decision of the Administration, taken after conference with Union representatives, shall be accepted by the Union.

Leave, passes and P.T.Os. admissible under the Pass Rules of the Railway to an employee will be allowed to him for attending meetings or conducting the affairs of the Union, at the convenience of the Administration. Special passes and special casual leave will be allowed to members of any delegation called to interview the Agent and General Manager, the leave and passes in the latter case not counting against the annual leave and privilege passes admissible to the employee under the Rules.

(The Labour Times, Madras,  
November, 1939 issue).

The Hindustan Mazdur Sevak Sangh:

A New Gandhian Labour Organisation.

In pursuance of a decision of the Gandhi Seva Sangh (for information about the Sangh vide pages 41-42 of our March 1938 report), a new organisation deriving its inspiration from Mahatma Gandhi, having for its object the welfare of workers and the ~~Ensurance~~ <sup>Ensurance</sup> of harmonious employer - employee relationships, has been recently set up at Ahmedabad with Sardar Vallabhbhai Patel as president and Mr. Shankerlal Banker and Mr. Jairamdas Daulatram as secretaries. The Sangh has taken up all the activities of the Labour Committee formed at the Delang session of the Gandhi Seva Sangh, including the conduct of the training class for labour workers at Ahmedabad and the task of guiding the trained labour workers who have started work in different provinces of the country.

Babu Rajendra Prasad, (present Congress president), Mr. Gangadharrao Deshpande, Dr. Prafulla Chandra Ghosh, Acharya J. B. Kripalani and Mr. Shankerrao Des are the members of the Sangh.

A statement defining the objects of the Sangh points out that there is urgent need of making vigorous and continuous efforts to organise the workers in all industrial centres in the country on right lines for the purpose of establishing just industrial relations, eradicating exploitation in any form, securing speedy improvement of their conditions of work and life, and their status in industry and society; and further that it is of the highest importance, in the interest of labour as well as of the peaceful progress of the country, that the principles of truth and non-violence taught by Mahatma Gandhi are stressed and applied to the utmost extent in the activities for organisation of labour, in the day work of trade unions and in the handling of trade disputes.

The functions of the Sangh are:

- a. To assist in the formation of trade unions and in securing their recognition by employers.
- b. To train workers for the work of organisation and administration of trade unions.

- c. To guide trade unions in matters of policy and administration.
- d. To establish welfare activities in industrial centres for the uplift of the working class and development of its internal strength.
- e. To make efforts to get suitable legislative enactments for ameliorating the conditions of workers.
- f. To propagate the principles of truth and non-violence in relation to labour movement and spread enlightenment regarding their value and efficacy.

(The National Herald, dated  
20-10-39). ✓

Half-yearly Meeting of A.I.R. Federation with

Railway Board, New Delhi, 30-11-39. ✓

The half-yearly meeting of the All-India Railwaymen's Federation with the Railway Board was held at New Delhi on 30-11-39; the Federation's representatives including, among others, Mr. Jamnadas Mehta, President, and Mr. S. Guruswami, Secretary, of the Federation. Below is given a summary of the discussions at the meeting.

Need for Revision of New Scales of Pay.— The Federation pointed out that the new scales of pay had not been fixed with due consideration to the cost of living, and urged that the matter should be reexamined in consultation with a committee of the Federation. They cited certain instances in which the scales of pay of the inferior staff had been reduced under the revised scales.

The Chief Commissioner stated that in 1931 the pay of a large number of the lower ~~staff~~ paid staff had been increased at a cost of about Rs. 3.3 millions per annum and that inferior servants generally had not been affected by the revised scales of pay introduced in 1934. It was for the Federation to show that the railway rates were not favourable compared with the market rates.

The Federation urged that the several cases cited by them of the new scales of pay having been applied to inferior servants, leading to the reduction of their existing wages, pointed to the need for a re-examination of the new scales of pay.

The Chief Commissioner stated that if the Federation could point out any anomalies where wages were either unduly low or unjust, the Board would examine them.

The Federation promised to submit a more detailed statement of their grievances in this matter.

Re-employment of Retrenched Staff.— In connection with the question of the re-employment of staff retrenched since 1931, the Federation stated that the waiting list did not exactly indicate the extent of unemployment among men who had been retrenched and the ex-strikers.

The Chief Commissioner said that whenever railways had to fill up vacancies, they invariably considered the men on the waiting list, and it was only when there were no suitable men available that they engaged others.

He gave figures of staff still on the waiting list in each of the categories as compared with the number on the list in 1934, and pointed out that, although in that year there had been about 900 subordinates awaiting re-employment, the number now was only 14. Similarly, the number of 8,807 labourers and workshop employees and 3,108 inferior servants on the waiting list on 30-6-1934 was reduced to 1,644 labourers and workshop employees and 495 inferior servants.

The Federation agreed that the statistics furnished by the Board showed an improvement, but pointed out that no figures had been given of the retrenched staff borne on the waiting list on company managed railways.

The Chief Commissioner stated that as staff employed on company-managed railways were not Government servants, the orders covering re-trenchment of staff and their re-employment were not applicable to such staff.

Demand for Optional Membership of Railway Institutes.— The Federation alleged an infringement of the provisions of the Payment of Wages Act, 1936, with reference, *inter alia*, to deductions on account of subscriptions to Indian Railway Institutes. The Federation suggested that membership of such institutes should not be compulsory for employees drawing less than Rs. 100 per month and for those stationed at places where there was no institute.

The Chief Commissioner explained that railways had been providing at great expense buildings etc., for these institutes, and if membership was optional many of the institutes would have to close down. He did not think that the Federation was prepared to accept the position that railways should not in future provide such amenities.

The Federation agreed, but urged that membership should be optional for those who for certain reasons were not in a position to make use of such amenities.

The Chief Commissioner was, however, prepared to look into the question of making membership optional for those employees who were posted at stations where there was no institute.

(The Hindustan Times dated  
1-12-39). ✓ +

Trade of India in 1938-39.\* ✓

Indian Agricultural Conditions.- The review of the Trade of India for 1938-39, after a brief survey of ~~the~~ world economic conditions, points out that the depression in agricultural commodities which started in the latter part of 1937 continued during most months of the year under review. In June 1938 conditions in America appeared to have taken a turn for the better. Confidence was returning to the stocks and commodity markets and prices registered some definite gains. This upward swing lasted for a few months. But the European political crisis which gathered force in September arrested this incipient recovery, and uncertainty adversely influenced the business outlook thereafter. As a result, prices of many commodities resumed their downward march. India, as a predominantly agricultural country, suffered from the political development; prices of many of India's staple articles continued on a low level after the sharp fall in the latter part of 1937-38.

Industrial Conditions.- Consequent on the political crisis in Europe in September 1938, the recovery in business conditions, which was in its early stages, was halted especially in Europe. India, in general, followed these world movements though conditions peculiar to her own circumstances modified to some extent the dominant forces at work. The world depression in agricultural commodities meant a shrinkage in the income of the Indian agriculturists and, as these are the main customers of the Indian industries, a reduction in their purchasing power led to a smaller consumption of manufactured articles, and therefore the demand for them was reduced. The effects of these forces can be seen in all Indian industries though modified in each particular case by its own special circumstances.

Money Market.- For the first time after some years money rates hardened in the year under review but the rise was quite moderate and did not materially affect the policy of cheap money inaugurated some years back. The actual rise in money rates took place in November 1938 when the busy season started and the level attained was much lower than in the pre-cheap money era. On the whole, call-money rates ruled at a comparatively higher level, round about 2 per cent from December 1938 to March 1939. During the rest of the year, however, they were as abnormally low as in the previous two years.

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\* Review of the Trade of India in 1938-39. Published by order of the Governor-General in Council. Published by Manager of Publications, Delhi. Printed by Manager, Government of India Press, Calcutta, 1939. Price Rs. 2-6 or 4s. pp. 303.



Rupee-sterling Exchange:- The average Rupee-sterling rate dropped by nearly one-fifth of a pence in the year under review as compared with the preceding year. The total visible balance of trade of India and Burma together in the year under review amounted to Rs. 559.4 millions in favour of the two countries, as compared with Rs. 583.1 millions in 1937-38, showing a decrease of Rs. 23.7 millions. This was due entirely to a fall in the balance of gold exports of Rs. 41 millions as compared with the preceding year.

Trading Conditions:- Owing to the separation of Burma from India from April 1937 the trade statistics of the last two years are not comparable with those of the earlier years. The total value of India's foreign trade in merchandise amounted to Rs. 3,220 millions in the year under review as compared with Rs. 3,630 millions in the preceding year and Rs. 3,360 millions in 1936-37. Thus, the total trade of the year is the smallest in the last three years though it is greater than the trade in 1935-36 when it amounted only to Rs. 3,040 millions. The recession in business activity and the consequent shrinkage in world trade was largely responsible for this drop of Rs. 410 millions in the total value of India's trade in 1938-39 as compared with the preceding year. Both exports and imports registered declines of almost equal magnitude. The total value of India's exports to all countries including Burma in the year under review amounted to Rs. 1,630 millions as compared with Rs. 1,810 in the preceding year and Rs. 1,850 millions in 1936-37. In 1938-39 the depression in primary markets which started towards the end of 1937 deepened and as a result Indian exports fell off. With the smaller purchasing power in their hands the agriculturists who form the large bulk of Indian consumers reduced their purchases both of imported and indigenous manufactures. As a result the total value of imports into India declined by Rs. 210 millions to Rs. 1,520 millions in the year under review, as compared with the previous year.

Balance of Trade:- The merchandise balance of trade in favour of India in the year under review increased by Rs. 16.8 millions to Rs. 175.6 millions as compared with the preceding year. This figure is, however, much short of the merchandise balance in India's favour in 1936-37, which amounted to Rs. 511.9 millions. If transactions in treasure are included then the total visible balance in favour of India amounted to Rs. 294.4 millions in 1938-39 as against Rs. 302.4 millions in the preceding year. The visible balance of trade in favour of India is the smallest in the year under review as compared with three previous years. This is due to the falling off in the visible exports of gold in 1938-39 to the extent of Rs. 32.9 millions as compared with 1937-38 and to a much larger extent as against the earlier two years.

Quantum of Exports and Imports:- There was a slight decrease in the quantum of India's exports in 1938-39, the index being 102.2 as compared with 103.1 in the previous year. In the case of imports, however, the decrease in quantum has been much greater, the index being 88.7 as compared with 95.7. It will be noticed that the quantum of exports in the year under review is still larger than in the base year 1927-28 but the volume of imports has never reached the 1927-28 level during any of the last four years. ✓ +

Cotton Textile Mills Industry in India during 1938-39. ✓ +

The Millowners' Association, Bombay, has recently issued its annual statement regarding the progress of the Indian textile industry during the year ending 31-8-1939. The salient features of the Statement are summarised below:

Number of mills. - The total number of equipped mills in India (excluding Burma) on 31-8-1939 was 389 (excluding 67 mills in course of erection or recently registered) as against 380 on 31-8-1938. The number of mills in Bombay City decreased from 69 in the previous year to 68 during the year under review. The number of mills in Ahmedabad decreased by one to 77. The number of mills in the Bombay Province exclusive of Ahmedabad and Bombay City and Island increased from 61 to 62, in Bengal from 28 to 30, in Madras from 54 to 58, in Central India from 15 to 16, in the Punjab from 7 to 8, in the United Provinces from 25 to 26 and in Mysore from 7 to 8. There was no change in the number of mills in Rajputana, Berar, the Central Provinces, Bihar and Orissa, Hyderabad (Deccan), Delhi, and Travancore. Of the 389 mills in the country, 22 were ~~1~~ partly or completely idle. Of these 22 mills, 4 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 10,059,370 as against 10,020,275 in the previous year. The total number of looms was 202,464 as against 200,286. In Bombay City and Island the number of spindles decreased from 2.91 millions to 2.85 millions and the number of looms from 67,294 to 67,235. In Ahmedabad the number of spindles decreased from 1.942 millions to 1.902 millions and looms from 47,147 to 46,853. In the Bombay Province, ~~exclusive~~ <sup>exclusive</sup> of Bombay City and Island and Ahmedabad, the number of spindles and looms increased from 1.258 ~~xxxxxxxxxxxxxx~~ <sup>exclusive</sup> millions and 26,381 to 1.264 millions and 26,852 respectively. In the United Provinces the number of spindles and looms were respectively 724,688 and 11,532, as against 735,662 and 11,331; in Bengal 444,196 spindles and 9,940 looms as against 415,012 and 9,388 respectively; in Madras 1,368,309 spindles and 6,712 looms as against 1,302,960 and 6,707 respectively; in C.P. 323,502 spindles and 5,759 looms as against 323,118 and 5,739 respectively; in Central India 389,118 spindles and 10,972 looms as against 377,573 and 10,432 respectively; in Hyderabad 124,140 spindles and 2,157 looms as against 124,140 and 2,132 respectively; in Delhi 108,634 spindles and 3,112 looms as against 107,976 and 3,028 respectively; in Punjab 111,264 spindles and 2,647 looms as ~~xx~~ against 94,942 and 2,114 respectively; and in Mysore 165,062 spindles and 2,607 looms as against 151,216 and 2,587 respectively.

Number of Operatives. - The average number of operatives employed daily on day-shift work was approximately 441,949 as against 437,690 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 31-8-1939 amounted to Rs.428,129,000 as against Rs.404,948,000, ~~as on~~  
31-8-38.

Activity of Mills.- During the year under review, the industry consumed 1,905,367 candies (of 784 lbs.) of cotton against 1,831,324 candies in the previous year. The average number of spindles working daily during the year was 8,986,371 out of a total of 10,059,370 erected. In the previous year the corresponding figures were 8,901,635 and 10,020,275. Of the 202,464 looms installed, an average of 183,332 were working daily during the year as against 183,368 in the previous year out of 200,286 looms installed. The above quoted figures of spindles and loom activity do not include night-shift working. The figure of cotton consumed, however, includes night and day consumption.

(Summarised from Statement relating to progress of cotton textile mills industry in India for 1938-39 forwarded to the Office by the Millowners' Association, Bombay.) ✓

11th Session of Indian Industries  
Conference (Bangalore, 15 and 16-12-39). ✓ +

The eleventh session of the Indian Industries Conference convened by the Government of India will be held at Bangalore on 15 and 16-12-39, Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, presiding. All the provincial Governments and the leading Indian States have been invited; in view of urgent requests made by various industrial organisations, certain representatives of industry have also been invited.

Items on the Agenda:-

(a) Economic Resources Board.- The first item on the agenda is the constitution and functions of the Economic Resources Board, regarding which the chairman will make a statement.

(b) War and Industrial Situation.- The next item is "war and the industrial situation in India", with particular reference to shortage and minor industries. The specific points to be considered in respect of shortage are: in what directions shortage is manifesting itself; what steps have been taken in the provinces and States to overcome it; what, in the opinion of the Conference, are the matters which require urgent investigation; and what is the best machinery which can be devised for the purpose. As regards minor industries, a statement will be made on behalf of the Government of India.

(c) Industrial Statistics.- Another subject is the compilation of industrial statistics. The Punjab Government's suggestions regarding the utilisation of the services of the Indian Trade Commissioners will be discussed.

(d) Handloom-Weaving Schemes.- The Conference will be asked to review the progress of the provincial schemes of handloom-weaving.

(The Hindu, dated 2-12-39). ✓

Burma State Aid to Industries Act, 1939

(Act XXXIII of 1939). ✓

Attention is directed to pages 241 to 246 of Part III of the Burma Gazette dated 25-11-1939 where is published the Burma State Aid to Industries Act, 1939. The Act sets up a Board of Industries and makes provision for the giving of aid to industries.

Industrial Planning for the Punjab:

Professor K. T. Shah to draw up Scheme. ✓

According to a special service message emanating from the Associated Press, Lahore, the Punjab Government is understood to have decided to supplement the industrial survey of the province, instituted in 1938, by drawing up a complete industrial planning scheme to provide the necessary guidance to industrialists and primary producers for the industrial and commercial development of the province. Professor K. T. Shah, Secretary of the National Planning Committee, has accepted the invitation of the Punjab Government to draw up the industrial planning scheme for the Punjab. ~~Besides this, the Government proposes to contribute Rs. 2,500 towards the expenses of the National Planning Committee.~~ The whole scheme will cost the Government Rs. 7,500.

(The Hindu dated 21-11-39). ✓

Industrial Survey of N.W.F.P. Province:

Report to be ready in 1940. ✓

The North West Frontier Province is now having an industrial survey of the province conducted by Mr. J. C. Kumarappa, Organiser and Secretary of the All-India Village Industries' Association, who has been the Chairman of the Industrial Survey Committee of the Central Provinces and Berar.

Mr. Kumarappa is undertaking a rapid tour of the Frontier in the company of the Development Secretary. This will be followed by an intensive survey of the villages and a study of the resources of the Province. The scheme is expected to be submitted by the middle of September 1940. Khan Abdul Ghaffar Khan and Dr. Khan Sahib will also provide Mr. Kumarappa with helpers for the survey work. Students of Economics from the Provincial colleges will also take part in the survey. The scope of the survey will include both the development of the existing industries and introduction of new ones.

(The Hindu dated 21-11-39.) ✓

## Employment and Unemployment.

### Middle Class Unemployment in India:

#### Review of State Action. ✓

Details are now available to show what is being done in the various provinces of India to tackle the problem of middle class unemployment.

Educational Institutions collecting Statistics of Unemployment.— Most of the Provincial Governments have, in response to a letter from the Government of India, issued instructions to educational institutions for the collection of statistics relating to unemployment. The Central Advisory Board of Education, at its second annual meeting held in 1936, decided that with a view to ascertaining as accurately as possible the exact extent of unemployment among educated persons, the colleges and universities should endeavour to keep in touch with students after they had left the institutions. Steps are now being taken by these educational institutions, in pursuance of this decision to find out from the students whether they are employed, and if employed, how. It is proposed that after these statistics have been collected for a few years, the Bureau of Education, Government of India, should co-ordinate the results with a view to seeing whether any useful purpose is being served by these records. The Provincial Governments have accordingly been requested by the Government of India to furnish to them, every year, these records to enable the Bureau of Education to co-ordinate the results.

Legislation re. Statistics of Unemployment.— With regard to middle-class unemployment in industries, most of the Provinces have agreed to legislation being passed by the Central Legislature for this purpose. Steps have also been taken to obtain statistical information by the provinces of Madras, the Punjab and Sind, the United Provinces and Gwalior State.

Madras Census of Educated Unemployed.— A census of the educated unemployed taken recently in Madras reveals that the average rate of unemployment, calculated on the basis of an estimate of the number of those holding secondary school leaving certificates obtained between 1911 and 1937 ~~was~~ 9.87 per cent. The rate was the highest, generally, in the age group 19.5 to 24.5 years and among those with no higher qualification than that of having secured a secondary school leaving certificate. These latter accounted for as much as 32.78 per cent. of the total number of cases considered.

Proposal for Vocational Education Centres in Madras.— Not long ago the Minister of Labour, Madras, made the announcement that his Government had under consideration a scheme for establishing a centre in each district with facilities for training educated young men for agriculture, cottage industries and other similar occupations. He also stated that under this scheme, which, in the

first instance, would be confined to four districts by way of experiment, it was proposed to allot about 500 acres of land in each district to such centres and provide them with subsidies out of a special fund made up of contributions of a rupee each per year from educated persons in employment (all those employed in Government and other public services or in private employment who are in receipt of a salary of Rs. 20 a month and have put in three years' service) and of a Government grant equal to the total amount of such collections.

U.P. Scheme of Financial Aids for Setting up in Business.— The Government of the United Provinces has set aside Rs. 1,00,000 for grants to educated young men to assist them in setting up or maintaining small industrial undertakings, and in Rampur State a similar sum has been provided by the Durbar for industrial development.

Appointment of Employment Adviser in Bengal.— In Bengal a Special Adviser on problems relating to unemployment has been appointed by the Provincial Government, his duties being to survey the unemployment situation, propose measures for dealing with it, collect systematic information on the possibilities of employment and indicate the technical training required for the occupations concerned. Information, thus collected, is being passed on to the public from time to time. A Handbook on Avenues of Employment is under preparation. The first volume of the Handbook, which has just been published, is intended for the use of students and educated young men in Bengal who want to find for themselves, what chances they have of securing Government and semi-Government jobs after they have finished their school, college or University education. Preparation of another volume giving detailed information on the avenues of employment in the various branches of industry, trade and commerce in Bengal has also been undertaken.

Establishment of Employment Bureaux in Bengal.— Co-operation is also being arranged between the educational institutions and employing concerns. Thus, employment bureaux have been established at the Universities of Dacca and Calcutta in Bengal and also in Bihar. Simultaneously, steps are being taken to develop technical education. Recently, at the request of the Government of Bengal, the Educational Commissioner with the Government of India visited the province to examine the possibilities of the development of technical education and to give advice. The Educational Commissioner has sent his preliminary recommendations to the Government of Bengal which is examining them and has asked the Educational Commissioner to visit Bengal again, before any final decision is taken.

Vocational Training in Bombay.— Training schemes have been adopted in Bombay for leather work and tailoring. The Government of Bombay has also decided that some of the high (secondary) schools should be converted into junior vocational schools and that

instruction in these latter should consist of general education, with a vocational bias up to the 4th standard, and of specialization in vocational subjects with some general education in the 5th, 6th and 7th standards, with probably the addition of an 8th standard. This measure is calculated to enable the pupil, on the completion of the course, either to enter employment or to obtain admission to a vocational institution for further course, or to qualify for the university diplomas in technical subjects which it is proposed to institute.

Re-organisation of Education on a Vocational Basis in Hyderabad.-  
In Hyderabad a survey has lately been completed of the existing organisation for vocational education. In accordance with the plan recommended, the Osmania Technical Institute has been reorganised as a Polytechnique Institute, called the Osmania Technical College, and new courses in electrical trades and in commerce have been established. The Education Department has also decided to reorganise and enlarge two industrial schools and establish four new ones with the object of providing a sufficient number of skilled craftsmen to meet the requirements of the State. It is moreover proposed to institute new vocational high schools, one of which will specialise in training for coal mining and a school of arts and crafts in the capital with branches in districts. It is estimated that the scheme will require an initial outlay of Rs. 2,500,000 and an annual expenditure of Rs. 700,000. There will be close co-operation between the new vocational educational institutions on the one hand, and Government and private concerns on the other, so that the demand for and supply of trained workers may be properly adjusted. An employment bureau has also been set up by the Department of Technical and Vocational Education.

("Indian Information", New Delhi,  
dated 1-11-1939). ✓+

Scheme of Commissioner of Labour, Bombay, to establish

Employment Exchanges: Millowners' Association, Bombay,

opposed Move. ✓+

Early in September, 1939, the Committee of the Millowners' Association Bombay, was requested by the Commissioner of Labour, Bombay, to express ~~an~~ <sup>its</sup> opinion on a draft scheme, prepared by him, for the establishment of employment exchanges in Bombay City and Ahmedabad. It was proposed, in the first instance, that the scope of these exchanges should be restricted to cotton spinning and weaving mills only and that they would not take over entirely the work of placement, but would operate as a "central control" and be complementary to the system of badli (substitute) control started by the Association in 1935 which had been made almost universal throughout the Province in the cotton mill industry. Without

in any way interfering with the badli control system or diminishing the right of the mills to select their labour, only the work of the preparation of a list of those to whom badli cards should be issued would be taken over by the Exchange. The actual selection of badlis and the issuing of badli cards would be done by the mill itself. It was further indicated that the Exchange would be run in co-operation with the Bombay and Ahmedabad Millowners' Associations and registered and qualified trade unions in these two cities. The objects of the proposed employment exchanges were: (i) to check unduly excessive turnover of labour which led to considerable inefficiency; (ii) to control substitute ~~xxx~~ labour with a view to diminishing the power of jobbers, and (iii) to regularise employment.

Views of Millowners' Association.— The Committee of the Association was opposed in principle to the establishment of employment exchanges for textile workers in Bombay City. In their opinion, the badli control system, framed by the Association in 1935, which had since been considerably improved, had already achieved very satisfactory results, and, amongst other things, had enabled member mills (1) to reduce the turnover of substitute labour, (2) to improve ~~efficiency by affording badlis more regular work~~, (3) to exclude jobbers from engagement of workers, and (4) to provide a means of promoting efficient badlis to the status of permanent workers when vacancies occurred. The power of engagement and dismissal of labour had been taken out of the hands of jobbers and had been placed in the hands of departmental heads and mill managers. Incidentally, the system had gradually reduced bribery and corruption and illegal gratification. Several other important measures, such as jobbers' cards, workmen's service record cards, service certificates, arrangements for securing employment for displaced workers, etc., had been introduced by the Association with the same objects in view. Having regard to these factors, the Committee of the Association maintained that no other centre of the cotton mill industry in the Province of Bombay had done so much as the Bombay mills in the matter of improving methods of recruitment and regularising employment. The steps taken by the Association had also resulted in the effective elimination of the major abuses connected with the recruitment of labour. The Committee ~~was~~ of the opinion that the ~~principles~~ and technique voluntarily evolved by the Association during past years should not be disturbed and that Bombay mills should be allowed to develop the measures they had initiated for recruitment of labour on their own lines.

(Summarised from the excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October, 1939). ✓ +



Social Conditions.

The Punjab Anti-Dowry Bill, 1939. ✓ +

On 26-10-1939 three private Bills were introduced in the Punjab Legislative Assembly to restrict payments made or agreed to be made as a part of the contract of ~~the~~ betrothal or marriage and to restrict future presents on festivals. The statement of objects and reasons of one of them points out that a Bill having the above objects has already been adopted by Sind.

(The Government Gazette, Punjab,  
Part V, dated 3-11-1939, pages  
89 to 90, 92 to 96.) ✓ +

Social Insurance.

Co-operative Insurance Scheme for Bombay Workers:

Milowners' Association, Bombay, opposes Scheme. ✓

Early in October 1939 the Chief Inspector of Factories, Bombay, furnished the <sup>Mil Owners'</sup> Association, <sup>Bombay,</sup> with the outline of a scheme for the co-operative insurance of wage earners, framed by the Manager of the Bombay Co-operative Insurance Society, Ltd., and requested ~~the~~ <sup>its</sup> Committee to consider whether the safeguards provided under the scheme were adequate enough to justify a deduction from wages under the Payment of Wages Act.

Details of Scheme.— The special features of the scheme, known as the "Rupee Policy Scheme" appeared to be as follows:

- (a) The premium rate of Re. 1 per month would be constant for all ages, but, the benefit amounts would vary according to the age of the beneficiary.
- (b) Rs. 6/- would be payable along with the proposal for insurance. In case of acceptance of life by the Society, the amount ~~would be credited towards the premiums for the first six months~~ and a policy would be issued. In case the proposal was declined, the amount so deposited would be refunded in full.
- (c) Premiums were on a monthly basis and were payable on the 5th of each calendar month in advance after the first six months; 15 days of grace were allowed for payment.
- (d) If the premium was not received within the days of grace, the policy would lapse. But the same could be revived in time before the expiry of the term of the policy at the discretion of the Directors on sufficient proof of good health and payment of all arrears with the penalty of one anna per month.
- (e) Medical examination of the proponent was necessary.
- (f) Policies would be entitled, after one year's premia were paid, to paid up and surrender values if applied for within the days of grace. The amount of the paid up policy would bear the same proportion to the amount of the original assurance as the number of annual premiums paid bore to the number of premiums payable on the original policy.

Criticisms of the Association.— The Committee of the Association was of the opinion that the proposed scheme was neither attractive nor sufficiently cheap to justify their recommending it to member mills. The main considerations which guided them in forming this view were:—

- (1) that on a comparison of the Co-operative Insurance Society's rupee scheme with those already in existence, it was found that it offered no special advantage to the workers;
- (2) the condition that if the premium was not received within

the days of grace, the policy would lapse, but that it could be revived at any time before the expiry of the term of the policy at the discretion of the Directors on sufficient proof of good health and payment of all arrears with a penalty of one anna per month, was not in the interests of workers; and

- (3) that the general consideration that Co-operative Societies were not by any means experts in the very complicated matter of life insurance policy militated against the encouragement of this very rough and ready scheme.

For these reasons, the Committee was of the opinion that there were no adequate safeguards for the workers under the scheme, and ~~they were~~, therefore, unable to support the idea of permitting deductions from wages for the payment of premiums on policies taken up with the Bombay Co-operative Insurance Society Ltd.

(Summarised from the Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October, 1939). ✓ +

Public Health.Malaria in Bombay Mill Areas:Measures to control Incidence taken by Millowners' Association. ✓ +

The excessive number of cases of malaria which had been reported in the Bombay mill area during recent months was discussed at a conference of Mill Doctors, specially convened by the Millowners' Association, Bombay, early in October, 1939. Following this meeting, the Secretary of the Association held consultations with the Executive Health Officer of the Bombay Municipality to ascertain what special measures, if any, were being taken by the Municipality to deal with the situation. It was understood that a number of new dispensaries had been established in the mill area by the Bombay Municipality and that the anti-malarial staff were doing all that was possible in the matter of treating casual water in the localities in which an excessive amount of malaria existed. A suggestion was made that the anti-malarial staff in mills where they existed should be asked to deal with potential breeding places in and around mill buildings and that particular attention should be given by them to roof gutters of shed type buildings and any casual water in mill compounds. All member mills in Bombay were recommended to pay special attention to anti-malaria work of the nature indicated on the mill premises. The question of free or cheap supplies of quinine and quinine compounds to mill dispensaries was further taken up with the Municipal Health Officer, who expressed willingness to supply quinine from the Municipal Depots at half cost on certain conditions.

(Summarised from the Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October, 1939). ✓ +

Maritime Affairs.

Indian Sailors demand Increased Pay owing to  
War Risks: Terms of Settlement.

Reference was made at pages 28-29 of our September 1939 report to the demands made by Indian seamen for compensation in case of war accidents and for increased rates of pay. During the middle of November 1939, Indian seamen serving in British ships struck work at various ports on the ground that the increased rates of pay promised because of war risks had not been given to them; the strikes were followed by prosecutions, and according to a statement of Mr. Aftab Ali, Secretary, All-India Seamen's Federation, 20 Indian seamen were jailed in Cape Town, 60 to 70 in Durban, eight in Beira, 120 in London and an unspecified number in Glasgow and Liverpool, aggregating over 300. The seamen's demand is that, in the matter of increased pay for war risks, they should be accorded the same treatment as British seamen, who, in several cases, have been given 100 per cent. increase in pay and war risk bonuses ranging from £.5 to £.10. (The Statesman, 15-11-1939).

Mr. Aftab Ali's Review of Situation.- The following facts about the situation are taken from an interview given on 14-11-39 by Mr. Aftab Ali to a representative of Reuter:

War Risks and Board of Trade Compensation Rates.- About 50,000 Indian seamen are now employed in British ships. A fortnight after the outbreak of the war, the Board of Trade had scheduled a scale of compensation in case of death Rs. 3,000 for an Indian seamen earning Rs. 30 to Rs. 39 per month and Rs. 5,000 for an Indian seamen earning Rs. 40 to Rs. 60 per month, and injuries at a percentage based on the degree of incapacitation.

Pre-War and Post-War Demands of Indian Seamen.- This year before the war the All-India Seamen's Federation had demanded for Indian seamen a 50 per cent. increment in pay, the establishment of a recruitment committee, and a basic scale of pay from all Indian ports. Nothing came of it. On the outbreak of war the seamen demanded 100 per cent. increase in pay to average 70 shillings monthly, £.10 war risks per annum, and some seamen demanded an eight-hour day. On October 8, four ships sailed from Glasgow and after representations the Indian seamen received 100 per cent. increase in salary and £.10 war risk bonus, but the crews of other ships received nothing. There was no uniform agreement and rates were determined between ship and ship. In Natal the majority of English seamen received 100 per cent. increase in pay and war risks bonus approximating £.5 to £.10. Indian seamen demanded the same. (The Statesman dated 15-11-1939).

Attitude of the Government of India.- The position is being studied by the Government of India and, through its High Commissioner in London, touch is being maintained with Indian seamen in Great Britain. On 16-11-1939, the Commerce Member and the Commerce Secretary, Government

of India, had a talk at New Delhi with the Principal Shipping Officer, Calcutta, when the situation was considered in the light of the application of Dominion laws against Indian seamen. It will take some time for the Government to give its decision. (The Hindustan Times 15-11-1939 and Tribune 19-11-1939).

Re-statement of Seamen's Demands.- In a press statement dated 19-11-1939, Mr. Aftab Ali re-states Indian sailors' demands; the main points are:

Indian seamen will not press some of their demands, such as the establishment of a recruitment committee, restriction of hours of work, overtime pay, sickness scheme, pension scheme, establishment of a maritime board in India, revision of the present ration scale, and revision of the present scale of manning, during the pendency of the war. At the moment a settlement of two questions is needed: firstly, that of wage increase, and secondly, that pending the establishment of a recruitment committee, the crews should be selected by "open musters" as is done in the case of quarter-masters which will save the men from buying their jobs. The seamen are prepared to submit the whole question to arbitration, or even to the Local Government for decision, if the owners agree,

Calcutta Conference: Terms of Settlement.- The Hon'ble Mr. H. S. Suhrawardy, Minister for Commerce, Labour and Rural Reconstruction, Government of Bengal met on 26-11-39 the representatives of all the shipping interests in Calcutta to discuss with them the points at issue.

On the immediate question of a revision of wages and war bonus, the representatives of all the shipping companies agreed that the 25 per cent increase on pre-war wages already granted by them, will not be considered merely a temporary measure but will be considered as a permanent accretion to the wages. They further agreed that there will be for the duration of the war a further 25 per cent increase on the pre-war wages for seamen who signed on annual articles; as this will be given as war bonus, it will, however, be liable to be withdrawn on the cessation of the war. In the case of those seamen who, while having signed annual articles were required to serve for more than a year, the 25 per cent increase in wages allowed by those articles will be paid on the basis of the wage which they were entitled to receive irrespective of war bonus. The conference agreed to make the terms regarding War Bonus operative with retrospective effect from the 1st November, 1939.

The representatives of the coastal shipping lines, whose seamen do not sign annual articles but usually served on six-monthly articles, desired to have a further conference among themselves and to place their proposals before the Hon'ble Minister at an early date.

The Hon'ble Minister hoped that, the terms would be accepted by Indian seamen in all Indian ports and would lead to the establishment of much better relationship between the seamen and their employers, and would serve to ease the situation which had arisen in various parts of the world and which had led to prosecutions of Indian seamen.

(Press Note dated 29-11-1939 issued by the Director of Public Information, Bengal).

A meeting of the Indian Seamen's Union held at Calcutta on 26-11-39, Mr. Aftab Ali presiding, endorsed the terms reached at the conference convened by the Hon'ble Mr. H. S. Suhrawardy.

(The Hindu dated 28-11-39).

## Migration.

### Indians in Malaya, 1938: Report of the Agent of the Government of India.\* ✓

Indian Population in Malaya: According to the annual report of the Agent of the Government of India in British Malaya for 1938, the estimated Indian population at the end of 1938 was 743,555, being 14.1 per cent of the population of Malaya.

Immigration: 4,580 labourers were assisted to emigrate by the Malayan emigration authorities as against 54,849 in 1937. Owing to the 'recession' in the rubber industry, there was very little demand for labour during the year. The ban on assisted emigration, which came into force from the 15th June 1938, restricted still further the flow of assisted immigration to Malaya. 39,627 came as deck passengers paying their own passages of whom 44 per cent. or 17,307 were labourers, the rest being traders and others. The total immigrants during 1938 were 44,207, of whom the labour immigrants were 21,887.

46,436 persons returned to India paying their own passages of whom 27,798 or 60 per cent. were presumed to be labourers. 29,043 labourers were also repatriated. 36 repatriates and 19 deck passengers died on the voyage to India.

Strength and Distribution of Indian Labour: 470,718 workers were employed in the estates, mines, factories, and Government and public departments of whom 277,502 were Indians. The total labour population in 1938 was 408,772 which included 277,502 labourers and 131,270 dependants as against 434,178 including 127,419 dependants in 1937. While the number of labourers decreased by 29,257, the number of dependants increased by 3,851. There is also a fairly considerable population of indeterminate and general labourers not accounted for by any departmental returns. On the basis of the present estimated total Indian population, their number is about 60,000. In all, the total labour population in 1938 was about 470,000.

Sex-Ratio: It was explained in last year's report that on the available evidence, the sex-ratio among the Indian population on the estates cannot be considered to be altogether satisfactory. The sex-ratio for the Indian population as a whole in the F.M.S is low and in this respect the Indians compare unfavourably with the Chinese in whose case there is a continued and marked improvement in the proportion of the sexes. According to the Registrar-General of Births and Deaths for 1938, the sex-ratio for Indians is 196 for 100 females while the ratios for Chinese,

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\* Annual Report of the Agent of the Government of India in Malaya for the year 1938. Published by the Manager of Publications, Delhi, Printed by the Manager, Government of India Press, New Delhi. 1939. Price Re. 1 annas 4 or 2s. pp. 35



Eurasians and Malays are 145, 109 and 104 respectively.

Economic Conditions: Throughout the year a state of uncertainty prevailed over the rubber industry. The International Rubber Regulation Committee was obliged to cut down the export of rubber from 90 per cent. to 70 per cent. in the first quarter, to 60 per cent. in the second quarter and to 45 per cent. in the remaining two quarters of the year. Trade conditions were on the whole unfavourable particularly in view of the ~~distributed~~ <sup>disturbed</sup> international situation. Fluctuations in the price of rubber and the decrease in the production quota made the problem of regular employment difficult and as the vast majority of the workers are an imported wage-earning class, they have no means of gaining a livelihood outside the industry in which they are engaged. The same phenomenon as in a factory manifested itself on the estates, viz., a large diminution in output resulted in unemployment and under-employment. Consequently, throughout the year, Indian labour on the plantations had to face the situation arising out of the presence of a labour surplus on the estates, of under-employment, reduction in wages, unemployment and of repatriation of the unemployed.

Wages: For the first four months of the year, the wage rates were 50 cents for men and 40 cents for women. Owing to the 'recession' in the industry, wages were reduced to 45 and 35 cents respectively with effect from 1-5-1938. It was again notified on 1-7-1938, that wages would further be reduced to 40 cents for men and 32 cents for women from 1-8-1938. This second notification was, however, withdrawn and the reduction did not come into force. For 8 months of the year, the wage rates were 45 and 35 cents, but they were still the nominal rates. The legal rates were and continued to be 40 and 32 cents.

The main efforts on the estates since the reduction of wages have been directed towards conserving the labour forces and preventing their dissipation either by undue exodus or by any organised system of repatriation. The retention of surplus labour on the estates has undoubtedly resulted in diminished earning for the male workers, less work and even periods of rest for women workers and reduction in the number of working days and other adjustments with a view to spreading over employment so as to employ the maximum number on minimum wages. Various methods were brought into operation with a view to spread over employment. The most important of these was the permission given by an executive order of the Malayan Labour Department to the employers to reduce the number of working days guaranteed by the labour statutes from 24 to 20. Wherever this concession was adopted by the employer, the monthly income dropped by 22 to 25 per cent. though the reduction in wages as officially notified amounted to 10 per cent. On a representation made to the F.M.S. Government that the concession given to the employer was contrary to law, that Government agreed to withdraw the permission previously given. Complaints, however, continued to be made till the end of the year alleging shorter working days in a month. Another method was to decrease progressively the work offered to women and other dependants. Women weeders were given half a day's work on proportionate rates. Separate women's four-hour gangs were noticed on the checkrolls of some of the

estates visited. Children were stopped from working. Any surplus labour which still could not be absorbed on the estates was repatriated.

Medical Relief: The number of hospitals decreased during the year and the number of resident medical practitioners in charge of hospitals progressively fell from 35 in 1936 to 27 in 1937 and still further to 22 in 1938. The problem of employing fully qualified dressers and also of providing adequate medical aid on the smaller estates not served by any group system of hospitals still awaits satisfactory solution. Indian labour drifting to the small-holdings is practically unprotected. The incidence of illness is quite high among them.

Immigration Bill: An Ordinance to regulate the immigration into the Colony of aliens and of British subjects and protected persons and to control their residence therein was introduced in the Strait Settlement Legislative Council in 1937, but was subsequently withdrawn. At the meeting of the Federal Council on 30-6-1938, the question was raised by a non-official member that the F.M.S. Government should not adopt the legislation proposed for the Colony particularly as the measure sought to confer wide powers of banishment upon the immigration officers. It was pointed out on behalf of the Government that all discussions were premature until the Bill actually came before the legislature.

Workmen's Compensation: The Workmen's Compensation Enactments which are in force in the Straits Settlement, F.M.S. and the Unfederated States of Johore, Kedah and Trengganu apply to workmen of all nationalities. In the Malayan enactments, the definition of dependant is less favourable than in the Indian enactment where it places a wife, a minor legitimate son, an unmarried legitimate daughter or a widowed mother in a special category which ipso facto entitles them to compensation and requires no proof that they were actually dependant on the deceased workman at the time of his death, whereas the Malayan enactments require proof of actual dependency and the extent of dependency in each case. In the Indian enactment the schedule of persons coming within the definition of workman and the provisions and schedules relating to the quantum of compensation have been amplified and are more extensive than in the Malayan enactment.

The annual report of the Agent of Government of India in British Malaya for 1937 was reviewed at pages 55 to 58 of our May 1939 report. +

Enquiry Committees into Labour Conditions in  
Rangoon and Burmese Oil-fields: Terms of  
Reference to Committees. ✓ +

Reference was made at page 53 of our July 1939 report to the setting up in Burma of two Enquiry Committees to examine labour problems (1) in and around Rangoon and (2) in the Burmese oil-fields. The terms of reference to the two Committees are reproduced below:

Terms of Reference to Committee re. Labour Conditions in Rangoon.- This Committee is to enquire into and report with recommendations on the following matters:-

1. Methods of Recruitment.- Agreements between maistries and workmen and how far the system of direct relation of employers with their workmen can be extended.
2. Rates of Payment.- Whether these vary according to volume of work available. Possibility of establishing minimum wage boards.
3. Short recruitment of gangs by maistries.
4. Method of posting of labour.
5. Hours of work and how far employment is regular.
6. Payment of Wages.- To what extent payment is subject to delays and deductions.
7. To what extent the principles embodied in the Factory and Payment of Wages Acts can be applied to those classes of labour to which these Acts do not apply at present.
8. Indebtedness.- In particular indebtedness to maistries.
9. Responsibility for housing and connected amenities, medical attendance and welfare work.
10. The extent to which it is desirable and practicable to substitute monthly for daily rates of payment and to extend such benefits as holidays, incremental rates of pay, provident funds, gratuities, etc.

Terms of Reference to Committee re. Labour Conditions in Oil-fields. - This Committee is to enquire into and report with recommendations on the following matters:-

1. The sources of different classes of oil-field labour, including contract labour and labour employed in the hand-dug well industry, and the circumstances relating to the engagement and discharge of labour.
2. Hours of work and their relation to factory and other industrial legislation, and the provision of holidays.
3. Scales of wages.
4. Medical facilities provided in cases of accident and sickness and the pay given during periods of loss of work from accident or sickness. The operation of the Workmen's Compensation Act. *technical*
5. The nature of educational facilities and ~~technical~~ training provided for the children of workmen and the opportunities for advancement of workmen who show special aptitude.
6. The provision by the Companies of housing and amenities connected with it, e.g., water supply, lighting, sanitation and scavenging, and the housing conditions of workers in Yenangyaung and Chauk Towns and the oil-fields villages.

7. The nature and extent of social and welfare activities provided for labourers by the Companies.

8. Any other matter that will bring about harmonious working between employers and employees.

(Extracted from the Supplement to the  
Burma Gazette dated 30-9-1939, pages  
1208 to 1209).✓

General.

Labour Conference of Provincial Governments:

Date fixed for 22-1-1940. +

Reference was made at page 43 of our October 1939 report to the postponement of the Labour Ministers' Conference consequent on the resignation of Congress Ministries in eight provinces. It is now understood that the Conference is to be held at New Delhi on 22-1-1940. +

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List of more important publications received  
in this office during November 1939. -

Conditions of Labour.-

Report showing the further action taken or remarks made by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India, 1938. Government of India, Department of Labour. Published by the Manager of Publications, Delhi. Price annas 5 or 6d.

Enforcement of Conventions.-

- (1) Annual Report on the administration of the Factories Act, 1934 in the Central Provinces and Berar for the year ending 31-12-1938. Nagpur: Government Printing, C.P., and Berar. 1939. Price Re.1-8-(
- (2) Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1938. By H.M.Rai, Chief Inspector of Factories, Orissa. Press Officer, Government Press, Orissa, Cuttack. 1939. Price Annas -/8/-.
- (3) Annual Report on the working of the Factories Act in the Punjab for the year 1938. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1939. Price Rs. 2-6-0.

Industrial Organisation.-

- (1) Report of the Committee of the Bengal Chamber of Commerce for ~~the year 1938. Appendices.~~ Calcutta: Printed at the Criterion Printing Works, 8, Jackson Lane, 1939.
- (2) The Western India Match Factory Workers' Union (Tiruvottiyur - Near Madras). Administration Report for period December 1937 to October 1939. Presented at the First Annual Conference of the Union held at Tiruvottiyur on 29-10-1939, Sri Bharthi Press, Choolai, Madras. (The report is in Tamil.)

Economic Conditions.-

- (1) Department of Commercial Intelligence and Statistics, India. Annual Statement of the Sea-borne Trade of British India with the British Empire and Foreign countries for the fiscal year ending 31st March 1938. Vol. II. Abstract and detailed tables of the trade and shipping with each country and at each port and tables relating to the trade of the French Possessions in India. Published by order of the Governor-General in Council. Delhi: Manager of Publications, 1939. Price Rs. 14-10-0 or 23s. (DGCIS. 4.11.38).  
420
- (2) Statistical Research Branch, India. Review of the Trade of India in 1938-39. Published by order of the Governor-General in Council by the Manager of Publications, Delhi. 1939. Price Rs. 2-6-0 or 4s. (ECA. 2.39)  
1140
- (3) Report of the Department of Industries and Commerce (Madras), for the year ending 31-3-1939. Madras: Printed by the Superintendent, Government Press, 1939. Price 14 annas.

- (4) The Millowners' Association, Bombay, Cotton Spinning and Weaving Mills Working and in course of Erection in India on 31-8-1939. Part I - Mills in the City and Island of Bombay and Mills in course of Erection; Part II - Mills in Ahmedabad and other Mills in Bombay Presidency including Sind; and Part III - Mills outside Bombay Presidency.
- (5) Proceedings of the Meeting of the Standing Finance Committee for Railways. 20th September, 1939. Vol. XVI, No. 3. Published by the Manager of Publications, Delhi, 1939.

#### Social Conditions.-

Annual Report of the Jail Department in the C.P. and Berar for the year ending 31-12-1938. Nagpur: Government Printing, C.P. and Berar, 1939. Price Re. 1-8-0.

#### Public Health.-

Annual Report on the administration of the Industrial Housing Scheme, 1938-39. Bombay: Printed at the Government Central Press, Price anna 1 br ld. 1939.

#### Co-operation.-

Report on the working of Co-operative Societies in the Punjab for the year ending 31-7-1938. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1939. Price Re. 0-6-0.

#### Education.-

- (1) Annual Report of the Department of Technical and Vocational Education for the year 1347 Fasli (1937-38 A.D) (H.E.H. the Nizam's Government).
- (2) Report on Public Instruction in H.E.H. the Nizam's Dominions for 1347 F. - 1937-38 A.D, with Government Review thereon. Hyderabad-Deccan. Government Central Press, 1348 F.

#### Agriculture.-

- (1) Report on the Administration of the Department of Agriculture for the year ending 30th June, 1938. Allahabad: Superintendent Printing and Stationery, U.P., 1939. Price 6 annas.
- (2) Seasons and Crop Report of Burma for the year ending 30th June, 1939. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1939. Price Re. 1-4-0 = 1ld.

#### Migration.-

Annual Report of the Agent of the Government of India in Malaya for the year 1938. Published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, New Delhi. 1939. Price Re, 1-4-0 or 2s..

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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National Labour Legislation.

Attention is directed to the following:-

Assam.

Assam Employment of Children (Workshops) Rules, 1939.

The rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificate of age required by the Act.

(Notification No. 7725-G.J. dated 12-12-1939: The Assam Gazette, Part II, dated 20-12-1939. page 1432).

Assam.

Draft of Assam Employment of Children (Railways other than Federal Railways) Rules, 1940.

The draft Rules relate to the appointment of inspectors under the Employment of Children Act, 1938, and to the form of certificates of age required by the Act.

(Notification No. 7726-G.J. dated 12-12-1939. The Assam Gazette, Part II).

Bengal.

The Bengal Shops and Establishments Bill, 1939.

The Bengal Government introduced in the local legislative council on 6-12-1939 the Bengal Shops and Establishments Bill, 1939. The Bill extends to the whole of the Province, but it is to apply, in the first instance, to Calcutta City and suburbs and to municipal areas in the districts of the 24-paragans, Howrah and Hooghly. The Bill applied to shops, commercial establishments and establishments for public entertainment or amusement like restaurants, eating houses, cafes, theatres, etc. An obligation to close all establishments covered by the Bill for 1½ days in a week is prescribed. The closing time for shops is 8 p.m., and working hours are fixed at 10 per day and 56 per week. Hours of work in commercial establishments are fixed at 208 per month, while the spread-over per day is not to exceed 12 hours.

The Bill also regulates the payment of wages of employees in establishments covered by it, and stipulates for over-time work 1¼ times the usual wage rate. One month's sick leave with pay per annum to employees is also prescribed.

(The Calcutta Gazette Extraordinary, dated 8-12-1939, pages 297 to 305)

The Bill was referred to a Select Committee on 11-12-1939.

(The Amrita Bazar Patrika, dated 13-12-1939).

### Bengal.

#### The Bengal Workmen's Protection (Amendment) Bill, 1939.

The Government of Bengal has introduced recently in the local Legislative Council a Bill (for text vide pages 21 to 23 of Part IV B of the Calcutta Gazette dated 31-8-1939) which seeks to amend the Bengal Workmen's Protection Act, 1934, so as to make its provisions regarding prevention of besetting industrial establishments more effective. Further, the Bill extends the protection afforded by the Act to workmen in the employ of local authorities and public utility services, as also to seamen.

The Bill was passed by the Council on 11-12-1939.

(The Amrita Bazar Patrika dated 13-12-1939).

### Berar.

#### Amendment to Factories Rules.

The C.P. and Berar Government has notified an amendment to the Factories Rules of Berar; the amendment refers to the rules relating to prior intimation by employers of the weekly rest-day.

(Notification No. 5570-1445-VII, dated 20-12-1939: The C.P. and Berar Gazette, Part III dated 22-12-1939, page 1905).

### Madras.

#### Amendments to Madras Trade Unions Regulations, 1927.

The Government of Madras has notified certain amendments to the Madras Trade Unions Regulations, 1927; the amendments relate to changes mostly verbal, necessitated by the introduction of Provincial Autonomy.

(Notification No. 983 dated 11-12-1939 G.O.Ms. No.3004, Development: Fort St. George Gazette, Part I, dated 19-12-1939, page 1637).

Madras.Amendment to the Madras Payment of Wages Rules, 1937.

The amendment relates to the form for the annual return relating to deductions from wages prescribed in the Madras Payment of Wages Rules, 1937.

(Notification No. 937, dated 14-12-1939, Fort St. George, Part I, dated 19-12-1939, page 1640).

Punjab.Select Committee's Report on Punjab Trade Employees Bill, 1939.

The main alterations which the Select Committee has made in the Punjab Trade Employees Bill, 1939, are the deletion of sections relating to closing hours, (section 3) provisions as to trading elsewhere than in shops (section 4), closing on Sundays (section 8), payment of wages on holidays (section 9), and closure of shops on public holidays (section 10). Other amendments include the reduction of hours of employment prescribed in section 6 and grant of holidays with pay (section 11).

(The Government Gazette, Punjab, Part V, dated 15-12-1939, pages 118 to 131).

U.P.Draft Amendments to U.P. Factories Rules, 1935.

The U.P. Government proposes to amend Rule 102 of its Factories Rules so as to exempt work in electrical steel-smelting furnaces and rolling mills working in conjunction with such furnaces from the operation of the provision of the Factories Act relating to hours of work and rest periods.

The draft amendment is to be taken into consideration by 15-5-1940.

(Notification No. 7167/XVIII - 563 (1) dated 11-12-1939: The U.P. Gazette, Part I-A, dated 16-12-1939, page 421).

## Social and Economic Conditions in War Time

### Hours of Work +

#### Bombay.-

A draft notification of the Bombay Government proposes to exempt adult workers employed on work on choppers, digesters, kneaders, strainers and washers, beaters, paper-making machines, pumping plant, reelers, cutters and power plant from the operation of sections 35, 36 and 37 (intervals for rest) of the Factories Act, subject to the provision that workers shall be engaged only on 8-hour shifts and that a day of rest should be given at least once in 14 days.

(Notification No.S.129 dated 13-12-1939:  
The Bombay Government Gazette, Part  
IV-A, dated 21-12-1939, pages 2310  
to 2311.) +

#### Mamras.-

A notification of the local Government exempts two engineering workshops from the Hours of Employment provisions of the Factories Act for the duration of the war emergency. The workers in these workshops, however, are to be given due overtime pay, substituted holidays and rest intervals.

(Notification No.982 dated 11-12-1939,  
G.O.Ms.No. 3001, Development: Fort  
St. George Gazette, Part I, dated  
19-12-1939, page 1637.) +

### Employment

#### Effects of War on Cotton Industry:

##### Increased Production and Employment..+

The following information about the repercussions of the war on the Bombay cotton textile industry is taken from a note on the subject published in the Times of India dated 16-12-1939:

Absorption of More Workers and Extended Working Hours.- The textile industry in Bombay has been able to absorb no fewer than 12,000 operatives during the last few weeks.

Several mills in the city which had been working partially even during the day till about three months ago are now manufacturing piece-goods to their full capacity, while 12 other mills have started night shifts during the past three months. Consequently, the employment situation in the industry has improved by about eight per cent.

Increased Production.- It was only in July 1939 that the cotton manufacturers were planning for an organised effort to reduce production, with a view to adjusting their production<sub>x</sub> to the fall in demand. The

war relieved them of the glut of stocks lying uncleaned with them and encouraged them to abandon the idea of restricting production.

Fall in Cotton Imports.- Owing to the difficulties in regard to obtaining freights and the preoccupation of the cotton manufacturing countries with war, the imports of cotton piecegoods are likely to fall substantially. Some of the piecegoods merchants are of the opinion that Japan will not follow an aggressive sales policy in the Indian market on the eve of a fresh trade agreement with India, while Italy will not be able to replace Lancashire piecegoods.

Balanced Exports.- Assuming on a reasonable basis that the imports of cotton piecegoods into India drop during the first year of the war by about 50 per cent. and the exports of Indian piecegoods to overseas markets are up by about 100 per cent., Indian textile mills will have an additional market for about 500,000,000 yards during the current cotton year. To this can be added the volume of "war orders" that may be placed by Government with the Indian mills during the year.

Comparison with 1914-1918.- This war will not, however, be able to benefit the industry to the extent to which the last World War was able to, because during 1914-18 India was mainly dependent on foreign supplies, whereas now 90 per cent. of her requirements are satisfied by indigenous production. And in view of the rising cost of production and the resultant rise in the prices of cotton piecegoods, it is probable that the domestic demand may shrink partially. The industry is at present greatly alarmed at the tremendous rise in the prices for raw cotton and other textile auxiliaries, as well as at the difficulties in obtaining supplies of textile chemicals and spare parts of textile machinery from abroad. The cost of obtaining raw materials has gone up during the past three months by more than 100 per cent., while the prices for cotton piecegoods during the same period show an increase of about 50 per cent. +

### Price Control

#### Efforts to Control Prices:

#### Profiteering Curbed by Government of Bombay. +

As a result of the outbreak of War in Europe the prices of essential commodities of life shot up in the various provinces, and both the Government of India and the various provincial Governments had to take steps to protect the interests of the consumers and more particularly of the poorer classes. The information given below about the steps taken by the Government of Bombay in Bombay city summarised from a note on the subject published in "Public Information Series", Bombay, dated 1-1-1940 would serve to give an idea as to how the problem of profiteering is being tackled:

On 8-9-1939, the Government of Bombay received sanction from the Government of India to take all necessary steps to control prices, and on 9-9-1939 the Government of Bombay issued an order fixing the prices of certain essentials of life at the rate prevailing on the 1st of September, plus 20 per cent. This order had more or less the desired

effect inasmuch as the prices of certain commodities dropped. Later Government took steps to control the prices of certain medicines which had shot up by as much as 100 per cent. in some cases. On 22-9-1939 the Government, in response to the pressure of public demand, decided that, in view of the stabilisation in the prices of food-stuffs and in view of the existing level of prices for eatables, the maximum prices which shall be fixed in respect of eatables should now be reduced to 10 per cent.

On 14-10-1939, the Government was instructed by the Government of India to take into consideration the increased cost of production or importation in determining the maximum prices of controlled commodities, and accordingly certain increases were allowed in the case of commodities the cost of production of which was increased by a rise in the cost of raw materials since 1-9-1939 or the landed cost of which had increased since 1-9-1939.

It having been brought to the notice of Government that some of the retail traders and wholesale dealers were resorting to various methods to circumvent the measures taken by Government to check profiteering, the Government instructed all Collectors of Districts that at places where such profiteering is noticed cheap grain shops and provision stores should be organised with the collaboration of municipalities in towns and cities and village panchayats in other market places where municipalities do not exist. In fixing the prices to be charged by these shops to the customers, only the overhead charges (rent, establishment, transport, etc.) and interest on capital at a reasonable rate not exceeding 6 per cent. was to be added to the purchase price. Where the funds for the shops were not forthcoming from prominent persons of the areas concerned, Government was prepared to consider schemes of giving advances provided proper security for the loan was forthcoming.

As a result of this circular and also the previous orders of Government, prices slowly came down and it was found that traders and merchants were afraid of coming in conflict with the law. In the first week of December, however, it was noticed that prices were going up once again. Sir Gilbert Wiles, Adviser to His Excellency the Governor, discussed the steps that Government proposed to take at a Conference with leading residents and officials. He explained that the principal object of the Government was to protect the poorer classes and to see that they obtained their main food-stuffs at a reasonable price. To do this it was proposed, in co-operation with the Bombay Municipality, to open throughout the city "cost price" grain shops. At these shops food would be sold at the wholesale cost plus a margin suitable to each locality to cover overhead charges. At the start their stock should be restricted to grain—the principal food-stuff of the poorer classes. Government also appointed a Controller of Prices and a Consultative Committee to control the operations of the "cost price" grain shops.

#### Bombay Millowners' Association's Proposal to set up Grain Shops for Mill Workers.

The Millowners' Association, Bombay, has been closely watching the rise in the prices of food-stuffs and necessities of life since the outbreak of the war. Until recently, there had been no appreciable increases in the prices of essential food-stuffs, but during December 1939, there has been a very noticeable increase in prices, which,



on investigation, would appear to have been speculative rather than economic. The Millowners' Association proposed, therefore, to open by the end of December 1939 sixty grain shops for the benefit of their employees who number about 150,000. The scheme, it is expected, will enable the workers to save about Rs.300,000 every month on the basis of the present level of commodity prices. Textile workers in Bombay may not, therefore, have to pay anything more than they used to pay for their food-stuffs and other necessities of life before the outbreak of war.

(December 1939 issue of the  
Indian Textile Journal, Bombay)..

Cheap Grain Shops in Ahmedabad:  
Action by Millowners' Association.

Early in December 1939, the Central Executive Committee of the Ahmedabad Textile Labour Association resolved that the Millowners' Association be requested to open cheap grain shops in labour localities in order to supply unadulterated and pure commodities at cheaper rates to the working class. It further resolved that a joint committee of the Millowners' Association and the Ahmedabad Textile Labour Association be formed to attend to the administration of shops that may be opened. (The Bombay Chronicle, 8-12-1939). The Millowners' Association has acceded to the request and started some 40 cheap grain shops. The Ahmedabad Textile Association has also passed a resolution demanding an adequate war allowance. (The Bombay Chronicle, 10-12-1939).+

Grant of War Allowance by Delhi Mills.

The Birla Cotton Spinning and Weaving Mills, Delhi, and the Delhi Cloth and General Mills announced towards the end of December 1939 increases in the wages of the workers on account of the rise in price of food stuffs. Details of the increases are given below:

Birla Mills.— For wages upto Rs. 20, Rs. 2/8 per month from Rs. 20 to Rs. 45, 12.5 per cent of the wages, from Rs. 45 to Rs. 70, 7.5 per cent of the wages.

Delhi Cloth Mills.— For wages upto Rs. 20, Rs. 2-8-0 per month; from Rs. 20 to Rs. 40, 12.5 per cent of the monthly wage; and from Rs. 40 to Rs. 75; Rs. 5 per month.

## Conditions of Labour.

### Women Workers of Delhi Province: Chief Inspector of Factories describes Conditions of Work. +

The conditions under which the female labour force of Delhi province, numbering about 22,000, are working in small and big factories and elsewhere was the subject of an interesting talk given by Sardar S.S.Mehtab Singh, Superintendent of Industries, and Chief Inspector of Factories, Delhi Province, at a gathering of women social workers of New Delhi on 8-12-1939. A brief summary of the exposition is given below:

Nature of Women's Work.- Roughly speaking women workers constitute 20 per cent. of the labour force of the province. The quarrying of stone, and building and construction works employ the major portion of the women workers. Apart from employment in factories, women workers are engaged also in different industrial occupations, including cottage industries and domestic services.

Conditions in Stone Quarries.- The majority of the stone quarries are in scattered localities which are not difficult of access. The work is largely in the hands of contractors. Little machinery is used and, except in the case of Government quarries, no special arrangements are made for housing, sanitation and health. The quarries particularly depend on contractors' labour, which is attracted and apparently retained by a system of advances. Women workers are mostly employed on the conversion of stone into ballast etc., and are paid at piece rates, the unit of measurement being a box in some cases, and a vehicle (a thela, bullock cart, or lorry) filled to a certain level in others. The wage disputes which have occurred in the past appear to be due mainly to variations in the size of the box and to the substitution of lorries for thelas. There is no protection against petty frauds in the measurements and payments at piece-rates. The average earnings of an adult woman worker are estimated at annas five a day.

The protective provisions of the Indian Mills Act, 1923, have been applied by the Government to most of the stone quarries, with effect from 6-3-1939, to ensure working conditions which are reasonably safe and sanitary. There is no regulation of exempted private quarries, but exempt Government quarries are regulated adequately by an improved system of permits. The Payment of Wages Act, 1936, does not apply to mines at present. Though accidents are comparatively rare there is evidence of cases in which no compensation under the Workmen's Compensation Act, 1923, was paid.

Women Workers in Building Industry.- Building operations of various kinds are, for the most part, unorganized and are scattered all over the province. In the aggregate, the proportion of women workers employed on construction, maintenance and repair work of all kinds is considerable and fluctuates continuously. Child labour is also not unknown here. The greater part of the labour employed is imported from Rajputana and Central India. In addition to private enterprise, building and construction

works are undertaken by Government and such works are generally entrusted to contractors, the Public Works Department exercising a general supervision over their execution. There is ~~provision of a~~ stipulation in the contracts for works in charge of the Public Works Department to the effect that no labourer below the age of 12 years shall be employed, and that the contractor shall pay his labourers not less than the wages paid for similar work in the neighbourhood. There is little or no reasonable provision in respect of proper housing, sanitation and health for the workers. Nor is there any arrangement provided for the treatment of cases of sickness or accident. So far as wages are concerned, no control is exercised at present, and there have occurred in the past a number of disputes regarding payment. The average wage earned by an adult woman worker employed on building operations is annas 0-5-6 a day. There is no restriction either on normal working hours or on overtime. The workers employed in the construction, repair or demolition of any building, road, bridge, tunnel, sewer, etc., come within the scope of the Workmen's Compensation Act, 1923. There is, however, no regulation to provide for the proper reporting of serious accidents.

Factory Conditions.- The proportion of women employed in the large organized industries is comparatively small. In the year 1938, the number of women employed in such industries was 267 only as compared with 14,929 male workers. The conditions of work as are provided by existing law are satisfactory. In the matter of payment of wages or dismissals and punishments, the provisions of the Payment of Wages Act, 1936, supplemented by fairly elaborate rules framed by the Government, have proved to be adequate in most directions. The protective provisions of the Bombay Maternity Benefit Act, 1929, as extended to the Delhi Province, apply to the regulated establishments and the total payment of maternity benefit during 1938 amounted to Rs. 340-15-0. The administration of the Act is entrusted to a qualified woman factory inspector, who is a lady doctor. The recent extension to the thread-balling establishments of certain clauses of the Factories Act, 1934, has ensured to about 2,100 women workers the protection of reasonably sanitary working conditions. The provisions of the Payment of Wages Act, 1936, or of the Bombay Maternity Benefit Act (VII of 1929), as extended to the Delhi Province, are, however, not applicable to these newly-regulated establishments at present. Accidents are rare and the Workmen's Compensation Act, 1923, provides for compensation for accidents which occur to women workers while they are at work in a factory. The workers are employed both on piece-wage and monthly wage systems of payment and their earnings vary with the nature of the occupation. The provision of welfare activities, such as recreation, education and medical assistance, is undertaken by the more enlightened section of employers alone. The large-scale employer in the organized textile industry has also made a provision on a fairly appreciable scale for the accommodation of his operatives. The women workers in the thread-balling industry are, however, left to provide for their housing accommodation themselves.

Women Employers in Commercial Establishments.- In the aggregate the proportion of women employed in commercial establishments, as Ayas (nurses), sales women, stenotypists, personal assistants, canvassers, etc., is small. The control of the employer in certain instances over the work and life of the worker is considered comprehensive. The hours

of work are, however, normally not excessive as discipline is laxer than in the regulated establishments. The woman worker is in some instances paid on a scale which is inferior to that enjoyed by the male worker in the occupation. There are, at present, no means by which, when necessary, the woman worker can effectively present her case.

Conditions in Cottage Industries.— Of the cottage industries in which women find employment the most important are embroidery, gota-making, manufacture of fancy-borders and tapes, niwar-making, leather-working, basket-making, tailoring and production of grocers' requirements. There is a large number of women engaged in different industrial occupations, but regularity of employment is non-existent. Nor is there any proper guidance for the successful prosecution of such occupations by women. The general level of efficiency of the woman cottage worker is from low to fair. The scale of earning per day of the worker varies within wide limits according to the character of the occupation.

Women in Domestic Service.— Domestic service for women mainly as cooks, is available in abundance in Delhi. The terms of employment vary according to the strength of the family. While a cook is generally paid from Rs. 4 to Rs. 10 a month, a domestic servant, commonly known as mehri, is usually engaged for Re. 1 to Rs. 4 monthly for purposes of sweeping and cleaning of utensils. Again while a cook accepts work for one or two families, a mehri undertakes duties for three to four units of families per day. The daily hours of work are normally not excessive and the general conditions of work are fairly reasonable on the whole.

Lack of Organisation among Women Workers.— There is, at present, no effective organisation of women workers employed in industrial occupations in the province. The social disabilities combined with lack of labour consciousness amongst women workers and the hostile bias of the employer generally have continued to be the main difficulties in the way of successful organisation of women workers. Supervision by males often leads to serious abuses and steps are still to be taken for employment of at least one educated woman in charge of their welfare and supervision where women workers are engaged in substantial numbers. To a large extent the obstacles to organisation which is necessary for the recognition of the workers' rights are internal rather than external; the need of education is great for a sound development of such movement.

(The Hindustan Times, dated  
9-12-1939). +

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Conciliation Officer for Mines: Government of  
India considering Appointment. +

Encouraged by the success of the experiment of a Conciliation Officer for railway labour, the Government of India, it is reported, is now contemplating taking a similar step as regards mining labour, particularly in collieries. An early announcement is expected on the appointment of an officer, whose functions will closely approximate to those of the Railway Conciliation Officer.

*Towards the end of December 1939 the Government ~~of India~~ appointed Mr. N. M. Pyjar, I.C.S., Chairman, Coal Mines, Working Board, as the Conciliation Officer for Collieries in addition to his other duties.* (Industrial Bulletin No. 252 dated 4-12-1939 of the Employers' Federation of India, Bombay). +

Working Class Cost of Living Index Number for various  
Centres in India during September 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during September 1939 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 1939 rose by one point to 106. The average for 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during September 1939 increased by 3 points to 76. The average for 1938 was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during September 1939 remained stationary at 73. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in September 1939 remained unchanged at 64.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in September 1939 rose by 4 points to 62.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during September 1939 advanced by 5 points to 103.

(Extracted from the September, 1939 issue of the Monthly Survey of Business Conditions in India). ,

The Bengal Fisheries Bill, 1937:  
Motion for Circulation Carried.

On 8-12-1939 the Bengal Legislative Assembly adopted a motion for circulation of the Bengal Fisheries Bill, 1937. The Bill seeks to protect the interests of fishermen of the province from middlemen. Generally, the main grievance of the fishermen is not against the actual rents to the proprietors but to extra impositions and levies, as well as the arrangements by which they are forced to sell their catches to certain people or agencies. These restrictions tell heavily upon the fishermen who cannot sell their catch to the highest bidders. In many places non-fishermen take lease of fisheries and ~~xxxxxxx the xxxxxx from the xxxxxx place xxxxxx fishermen xxxxxx~~ exploit the fishermen.

(The Calcutta Gazette, Part  
IV - A, dated 21-12-1939, pages  
227 to 230).+

The Bengal Fisheries Bill, 1939:  
Introduced on 1-12-1939. +

The Bengal Fisheries Bill, 1939, was introduced in the local Legislative Assembly on 1-12-1939 by a non-official member. The Bill has the same objects as the Bengal Fisheries Bill, 1937, referred to above, but makes several improvements on that Bill. In this Bill provisions have been made for the settlement of fisheries with fishermen and co-operative fishermen's societies and for conferring occupancy-rights on the tenants in respect of fisheries in certain cases. This Bill also provides for the settlement of fair rent and abolition of vested assessment and illegal ~~cases~~ <sup>cesses</sup> and abwabs. It has moreover provided for ~~the~~ <sup>a</sup> penalty for the exaction of illegal cesses and abwabs, and restricted ~~the~~ <sup>of</sup> interest on arrear rent to 6¼ per cent. per annum.

(The Calcutta Gazette, Part  
IV - A, dated 21-12-1939,  
pages 252 to 254).+

Conditions of Work in Indian Posts and  
Telegraphs Department, 1938-39\* +

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 Departments for the year 1938-39 are summarised below:

	Post Office.	Telegraphs.	Telephones.	Radios.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.
Receipts	8,12,73,618	2,43,04,189	1,00,72,931	11,09,153	11,67,59,891
Expendi- ture.	7,77,45,326	2,80,81,647	79,67,733	10,67,386	11,48,62,092
Surplus (+) or Deficit (-)	+35,28,292.	-37,77,458	+21,05,198	+41,767	+18,97,799

Strength of Staff.— On 31-3-1939 the total number of persons employed by the department was 117,151 as compared with 117,235 at the close of 1937-38. The figure includes 21,475 extra departmental agents who are not whole-time servants of Government and 2,756 members of the Audit and Accounts staff. Out of the remaining 92,920 employees, 424 belonged to the superior (gazetted) staff, which includes 137 divisional and other Superintendents, 43 postmasters and 58 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 96 assistants and deputy assistant engineers, most of whom are in executive charge of engineering sub-divisions or in comparable posts. The remaining 90 officers are holding higher charges such as are commonly regarded by the general public as controlling the business of the department.

Compensation under Workmen's Compensation Act.— Certain classes of employees of the Department are entitled to payment of compensation under the Workmen's Compensation Act for death or injuries received while performing their duties. During 1938-39, a total sum of Rs. 7,858-12-0 was given as compensation in 25 cases. Extraordinary family

\* Report on the work of the Indian Posts and Telegraphs Department 1938-39. Published by the Manager of Publications, Delhi.  
Printed by the Manager, Government of India Press, New Delhi.  
1939. Price annas 8 or 9d. pp. 82.

pensions were also granted in 12 cases amounting in all to Rs.1518-12-0 per annum to the dependants of employees who lost their lives while in the discharge of their duties.

Unions and Associations.- On 31-3-1939 the number of All India Unions ~~for~~ Associations of employees of the Department recognised by Government was 11. The total number of whole-time permanent employees in the Department is about 93,000 and the total number of part-time employees who are extra-departmental agents and are eligible for membership of the existing recognised Unions and Associations is 21,500. The total membership of all the recognised Unions as reported by the various Unions or Associations is 41,859.

Co-operative Credit Societies.- At the end of the year under report, there were 58 co-operative credit societies working for the benefit of the staff of the Posts and Telegraphs Department with a membership of 66,043 and a subscribed capital of Rs. 2,961,000. These figures represent an increase of more than 2,000 members and Rs. 150,800 of subscribed capital over the corresponding figures at the end of 1937-38. Loans amounting to about Rs. 7,990,000 were advanced to 27,298 members as compared with Rs. 7,611,000 advanced to 26,229 members during the previous year. The deposits made by members in the societies increased from Rs. 1,988,000 in 1937-38 to Rs. 2,425,000 in 1938-39, indicating that the societies have not only provided cheap credit, but have also helped to encourage thrift.

Volume of Postal Business.- ~~Extending~~ <sup>including</sup> air routes, there existed at the end of the year about 161,000 miles of routes over which mails were carried daily by different agencies, as compared with about 159,000 miles during the previous year. The increase occurred both in the mileage covered by Railways and by motor lines by about 900 under each, 51 mail motor lines having been newly introduced 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.	1,241 millions.
Number of registered articles posted. . . . .	.39.4 "
Number of insured articles posted. . . . .	.2.6 "
Value of insured articles posted. . . . .	Rs.734 "
Number of money orders issued. . . . .	.40 "
Value of money orders issued. . . . .	Rs.743 "
Amount collected from the value-payable post. . .	Rs.158 "

Conditions of work in the Indian Post and Telegraphs Department during 1937-38 were reviewed at pages 10 - 12 of our December 1938 report.



Labour Conditions in Assam Tea Gardens, 1937-38: 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 604,585 on 30-9-1938 as compared with 601,365 in the previous year, and of children 548,516 against 532,269 in the preceding year making a total population of 1,153,101 as against 1,133,634 in 1936-37. The number of new emigrants imported during the year was 33,015 as against 27,842 in the preceding year.

Recruitment.— The Bombay Presidency is still an uncontrolled emigration area, but 715 souls were recruited from it by the Tea Districts Labour Association, through their depot at Igatpuri, as against 565 souls during the previous year. As before, labourers were recruited from the provinces of Bengal, Bihar, Orissa, the Central Provinces, Madras, and the United Provinces, all of which are controlled emigration areas. 27,740 souls were recruited by the Tea Districts Labour Association through their depots in those provinces, and 2,738 by the three other local forwarding agencies at Ranchi.

During the course of the year 31 local forwarding agents' licenses were granted for recruitment of labourers in the controlled emigration areas and some were renewed locally by the District Magistrates. No application for a license was refused and no license is reported to have been cancelled during the year.

During the year 31,193 labourers were recruited for both the valleys of Assam as assisted emigrants and members of their families during the year as against 26,083 in the previous year. This year also the majority of the labourers were recruited from Bihar and Orissa, viz., 16,198 from Bihar and 9,176 from Orissa.

Cost of Recruitment.— The cost of recruiting through the Tea Districts Labour Association for the year was Rs. 58-13-6 per adult, the Sirdars recruiting an average of 6.4 adults each. The cost of recruiting for the year, ~~including, including an average of 6.4 adults each~~ averaged Rs. 74-15-0 per adult and Rs. 57-15-9 per soul against the corresponding figures of Rs. 83-12-0 per adult and Rs. 63-15-0 per soul for the previous year. In spite of an increase in the forwarding rates, the cost of recruiting worked out lower than in the previous year owing to the rebate of commission.

Conditions in Tea Industry.— The conditions of the Tea Industry during the period under review differed from those which obtained during the previous year, in that the improvement in prices which took place in

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\* Annual Report on the Working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September 1938. Shillong. - Printed at the Assam Government Press, 1939. Price Re. 1 or 1s. 7d. pp.39.

1937 was not fully maintained. This is mainly attributable to the gradual increase in stocks which has taken place as a result of the larger release of tea for export for the twelve months ending 3-3-1938, and also an increase in the quantity of tea made available for internal consumption.

Two matters of importance to the Industry were, firstly, the passing of the Indian Tea Control Act, 1938, with effect from 1-4-1938 for a period of 5 years, and, secondly, the acceptance by 90 per cent. of producers in India of the scheme for the regulation of production and marketing of tea in India also for a period of 5 years.

Wages.— In the Assam Valley the average montly earning of men, women, and children settled on the gardens, were Rs. 7-1-9, Rs. 5-13-4, Rs. 4-3-4, as against Rs. 7-3-5, Rs. 5-13-7 and Rs. 4-4-7 respectively during the previous year. In the Surma Valley the average monthly earnings of men, women and children, were Rs. 6-2-5, Rs. 4-4-1 and Rs. 2-15-2 as against Rs. 5-10-11, Rs. 4-1-10 and Rs. 2-12-9. This shows that there was a fall in the Assam Valley and a rise in the Surma Valley Districts. The average monthly cash earnings of Faltu or Pastee labourers on tea gardens of Assam Valley Districts rose from Rs. 4-9-6, Rs. 4-4-6 and Rs. 3-0-7 to Rs. 4-11-10, Rs. 4-7-2 and Rs. 3-6-2 respectively for men, women and children. In the Surma Valley the average earnings of Faltu or Pastee labourers on tea gardens for men, women and children rose from Rs. 4-8-7, Rs. 3-3-2 and Rs. 2-3-7 to Rs. 4-12-3, Rs. 4-4-9 and Rs. 3-4-2 respectively. As usual, it will be seen that the settled labourers earn more than the Faltu or Pastee labourers.

Education of Children.— The total number of children living on tea estates in the Assam Valley at the beginning of the year under Report was 375,680. The total number of tea garden schools in the Assam Valley during the year under report was 50 against 46 in the previous year, and the number of pupils attending them was 1,836 against 1,403 in the preceding year. In the Surma Valley there were 156,295 children living on tea gardens in the beginning of the year, and ~~there~~ there were 58 tea gardens schools attended by 2,317 pupils during the year as against 53 schools attended by 2,009 pupils in the previous year. In addition to this enrolment, 1,271 tea garden labourers' children, against 1,471 in the preceding year, attended ordinary primary schools situated in the vicinity of the tea gardens.

Land Holding.— 159,074 acres of garden land in Assam are held by labourers as tenants of tea estates, without any right of occupancy, the condition of their tenancy being that they should work as labourers on the gardens. 11,940 acres of Government land are held by tea garden labourers in the Assam Valley and 3,478 acres in the Surma Valley.

Inspections.— Out of a total number of 756 estates employing 50 or more labourers, only 354 estates were inspected during the year by the 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.— 15,093 Emigrant labourers and members of their families were repatriated during the year by their employers. Of these

8,413 were emigrants and 6,680 members of their families. The total number of souls who postponed their rights of repatriation during the year by executing agreements was 7,118. There were also a number of labourers who absconded from the gardens.

Working Class Cost of Living Index Numbers for various  
Centres in India during October 1939.

The cost of living index number for working classes in various centres of India registered the following changes during October 1939 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 1939 rose by two points to 108. The average for 1938 was 105.

Ahmedabad.— The index number (base: year ending July 1927) of the cost of living in Ahmedabad during October 1939 decreased by 1 point to 75. The average for 1938 was 71.

Sholapur.— The index number (base: year ending January 1928) of the cost of living in Sholapur during October 1939 rose by 2 points to 75. The average for 1938 was 72.

Nagpur.— The index number (base: year ending January 1927) of the cost of living in Nagpur in October 1939 declined by a point to 63.

Jubbulpore.— The index number (base: January 1927) of the cost of living in Jubbulpore in October 1939 fell by 1 point to 61.

Madras.— The index number (base: year ending June 1936) of the cost of living in Madras during October 1939 advanced by one point to 104.

(Extracted from the October 1939  
issue of the Monthly Survey of  
Business Conditions in India)..

Reports of Board of Conciliation and Committee of Enquiry  
on Digboi Strike: Resolution of Assam Government.

Attention is directed to pages 1401 to 1431 of Part II of the Assam Gazette dated 20-12-1939 where are published, first, the resolution dated 18-12-1939 of the Government of Assam on (1) the report dated 8-8-1939 of the Board of Conciliation and (2) the report of the Committee of Enquiry appointed to investigate the labour strike declared on 3-4-1939 in the Digboi oil fields of the Assam Oil Company and effect a settlement, and secondly, the full text of the two reports. The terms of reference of the Committee of Enquiry were:

(1) To enquire into the events leading to the incident of the 18th April, 1939 and into those subsequent thereto in so far as they are not sub judice.

(2) To enquire into the measures and actions taken by local authorities before, during and after the occurrence; and

(3) To consider the origin and causes of the strike and to suggest means whereby strikes of this nature can be avoided in future.

A brief summary of the Government of <sup>Assam's</sup> ~~India~~ resolution is given below:

No Justification for Strike.— The resolution points out that the report of the Committee of Enquiry is not rendered the less important by the fortuitous conjunction of events resulting from the declaration of War exactly five months after the strike began, when the Digboi-Tinsukia area was declared protected under the Defence of India Ordinance owing to the national importance of the oil products in time of War, the removal from the neighbourhood of nine strike leaders whose conduct was preventing the resumption of work, and the consequent collapse of the strike, and draws from the prompt return to work of the strikers after the removal of their leaders the inference that the strike was not the result of any real dissatisfaction. After pointing out that Government have not yet framed their final conclusions on the recommendations in the two reports which concern the welfare of labour, the resolution directs attention to the finding in the Committee's report "that there was no sufficient cause for the strike either in the working conditions or in the actions of the Company, and that it must be ascribed to the ambition of a few individuals and their determination to impose their will at whatever cost in hardship to the men and loss of production to their employers".

Local Authorities exonerated Regarding the first and second terms of reference, it is pointed out that the Committee found little of a serious nature to criticise either in the measures taken by the local officers or in the actions of any of those concerned with the events leading up to the riot of the 18th April, ~~or those subsequent.~~

though there were a few cases of indiscretion.

Ensurance of Industrial Harmony.- Regarding the third term of reference, the resolution points out that the Committee makes recommendations with respect to establishment of machinery for the prevention of unnecessary strikes, and the settlement of such real disputes as may arise, and says that the recommendations will receive the careful attention of the Government and that the necessary legislation has been under examination for some time; it is added that it will be necessary to consider in this connection the position and conditions of the tea industry which employs so large a proportion of labour in Assam, as also the question whether an official labour organisation, trained to treat labour and its problems with sympathy and understanding, is not a necessary adjunct to any legislation of this kind. +

Enforcement of Conventions.

Factory Administration in Bihar, 1938.\* +

Statistics of Factories.- The number of factories in Bihar on the register at the beginning of the year 1938 was 351. 24 factories were added and 6 factories having ceased to exist as factories were removed from the register during the year under report. The number of factories on the register at the end of the year was 369. Of these 369 factories 58 remained closed throughout the year. Of the 311 factories which worked during the year 240 were perennial and 71 seasonal.

Number of Workers.- The number of workers in factories at the end of the year was 93,034 as against 90,469 in the previous year which is an increase of 2.8 per cent. Of these, 86,137 were adult males, 6384, females, 326 adolescents and 187 children.

Inspections.- Of the 311 factories which worked during the year 276 factories were inspected as against 268 in the previous year and 35 factories remained uninspected as against 27 in the previous year. The total number of inspections of all classes during the year, including visits to unregistered factories, was 586 as against 401 in the previous year. 176 factories were inspected once, 58 twice, 23 thrice and 19 more than three times.

Prosecutions and Convictions.- During the year under report 15 factories were proceeded against as compared to 13 in the previous year. Of these, cases against two factories were withdrawn and one case was dropped as the accused had absconded and could not be traced. In the remaining 12 cases 27 convictions were obtained against 17 persons on a total of 22 charges. The total fine imposed was Rs. 870 as against Rs. 681 in the previous year.

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\* Annual Report on the working of the Factories Act, 1934, in the province of Bihar for the year 1938. By H. M. Rai, Chief Inspector of Factories, Bihar. Superintendent, Government Printing, Bihar, Patna. 1939. Price As. 8.

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Industrial Organisation.

Employers' Organisation

21st Annual General Meeting of the Associated Chambers  
of Commerce of India, Calcutta, 1939.

The 21st session of the annual general meeting of the Associated Chambers of Commerce of India was held at Calcutta on 18 and 19-12-1939 under the presidentship of Mr. H. H. Burn. The meeting was formally opened by Lord Linlithgow, the Viceroy.

Viceroy's Address: Indian Industries under War.— The activities of the Department of Supply have resulted in large orders for Indian manufactured goods being received in this country, and there are two features about these orders to which special attention may be invited. Except in the case of jute goods and field dressings, the demands received from overseas are mainly from those who do not normally buy in the Indian market. Secondly, in some cases India is being invited to supply articles which she has not previously manufactured. Both these circumstances augur well for the possibility of India's being able to make a permanent extension of her markets in certain directions when the present direct stimulus owing to war conditions is over.

Up to date India's largest supplies have been jute manufactures, for which overseas orders to the value of nearly Rs. 110 millions have been placed in the first 13 weeks of the war. They include 713 million sandbags (this is exclusive of 200 millions ordered for A.R.P. just before the war) and 40 million yards of hessian cloth. Orders have also been placed for 3½ million yards of khaki drill cloth and two million yards of other cotton cloth valued at over Rs. 23 millions. For woollen cloth and blankets (contracts for the supply of three quarter of a million of which have already been placed) orders from overseas have been received which have justified not only the taking over for Government purposes of the whole production of the woollen mills in India, but the conversion of many cotton looms to woollen, and the stimulation of the handloom industry. Active steps have been taken to bring to the notice of His Majesty's Government and other overseas Governments the industrial capacity and potentialities of India. The latest success which has crowned those efforts is the obtaining of an order for the provision of steel huts for overseas forces, of the value of 2.8 millions of rupees.

Labour Policy.— In regard to the labour policy of the Government the Viceroy remarked: "I share in the first place your regret that the Conference of Labour Ministers which was to have been held in November last had to be postponed. But my Government attach the utmost importance to the need for co-ordination of labour policy and the fostering of mutual understanding in that connexion as between the centre and the provinces, and they have now convened the conference for January 22".

Trade Relations.- Negotiations are now in progress for the conclusion of a fresh trade agreement between India and Japan. The need for a good understanding between India and Burma in the matter of trade is obvious. As for Ceylon, the Viceroy hoped that such obstacles as stand at present in the way of further discussion for the conclusion of a trade agreement beneficial to both countries will be resolved, and that whether in matters of commerce or otherwise, relations between the two countries, so closely associated with each other for centuries, will be put on a satisfactory basis.

The rest of the speech was devoted to a review of Indian taxation problems and to the present political situation in India.

Mr. Burn's Presidential Address.- A review of the situation in India and the changed conditions caused by the war was made by Mr. H. H. Burn in his presidential address.

Resolutions: Co-ordination of Taxation.- A resolution on the subject of co-ordination and co-operation between the Central and Provincial Legislative and taxing authorities was moved by Mr. G. H. Hodgson of the Madras Chamber. Mr. Hodgson said that he thought that it would be generally conceded that the provinces in their not unnatural desire to develop their resources to the full had in the process shown a tendency to encroach upon the Central field. For purposes of illustration he mentioned the Madras General Sales Tax Act and the Madras Tobacco (Taxation of Sales and Licensing) Act. He sought to show that in respect of both these measures, there was on the one hand doubt, and on the other the possibility of conflict, as between the provinces and the Central Government. He urged that there should at least be some uniformity of principle, and this can best be secured by the creation of some machinery whereby the Centre and the provinces may from time to time discuss matters of common interest in the provincial legislative sphere.

Provincial Labour Legislation.- Sardar Sobha Singh of the Punjab Chamber moved a resolution reaffirming the resolution adopted at the last annual meeting urging the establishment of some machinery of co-ordination to secure uniformity in provincial labour legislation and drawing attention particularly to the disparity now existing in the rules, framed by Provincial Governments under the Factories Act, prescribing safety measures to be adopted by factories against outbreaks of fire as a sphere where co-ordination is immediately desirable.

In moving the resolution, Sardar Sobha Singh detailed the disparities which now exist in the rules laid down by the various provincial Governments under the Factories Act and pointed out that in no province in India were such costly preventive measures required to be provided as in the Punjab and Delhi. In these two provinces, Sardar Sobha Singh observed, a factory is required to possess an ample water supply at all seasons, buckets to the number of a prescribed scale in each storey and, in addition, chemical fire extinguishers - one for each 1,000 square feet of floor space. These requirements, the Sardar emphasized were not alternative but cumulative.



Seconding the resolution, Mr. R. Menzies, representing the Upper India Chamber of Commerce, observed that events since the Chambers last met had shown that unless an adequate system of co-ordination was devised, future labour legislation would be introduced haphazardly in several of the provinces more from political expediency than from a general regard to industrial requirements viewed on an all-India basis. It was further apparent, he said, that in those provinces which returned a large number of Left Wing candidates to the legislatures, labour legislation would be extreme and the danger of maladjustment was more than a shadow of menace.

Payment for Police Protection.-A A third resolution pressed for the amendment of section 14 of the Police Act of 1861 which provides that employers of labour may be held financially responsible for additional police protection accorded to factories, etc., during periods of strikes. It was contended that this provision was unsuited to present day conditions. Mr. Ross of the Bengal Chamber who moved the resolution pointed out that labour conditions had changed greatly since 1861 when the Act was made, and when the country was much less industrialised than at present and the regular police forces were considerably smaller than they are now. During recent years, Mr. Ross said, strikes, in most cases completely beyond the control of employers to avert, and in many cases without justification and against the wishes of the majority of the labour force concerned, had been a common feature of the history of industrial India. Mr. Ross declared that strikes had frequently been engineered by professional political agitators for political motives which had no relation to the welfare of the workers.

Other Resolutions.- Other resolutions (1) promising all possible assistance in the prosecution of the war; (2) urging need for careful check on State expenditure necessitated by war; and (3) demanding revision of the rates of stamp duty on inland currency bills were also adopted.

(The Statesman, 19 and 20-12-1939  
and Text of Resolutions Communi-  
cated to this Office by the  
Secretary of the Associated  
Chamber of Commerce). +

7th Annual General Meeting of Employers' Federation  
of India, Calcutta, 28-12-1939.

The 7th annual general meeting of the Employers' Federation of India was held at Calcutta on 28-12-1939, Sir H.P. Mody presiding.

Presidential Address.- Sir H. P. Mody, in his presidential address, after referring to the war situation, said that the war furnished an opportunity which, if wisely utilized, will enable India to cover a good few milestones in the progress towards industrialization. An essential condition of success in this direction must be closer co-operation between Government and industrialists. Two lines of advance suggest themselves. There are certain industries, the existence of which is regarded as essential to national development in every country. Those must depend almost wholly on Government for their promotion. They must, as in the case of armament industries, be directly set up by Government or, as in the case of transport and other like industries, receive tangible and substantial encouragement from them. In the second category are industries for which it will be necessary, in the first instance, to provide a measure of spoonfeeding but which in the end might be expected to look after themselves. The ~~policy~~ <sup>policy</sup> of discriminating protection which, in spite of its defects, has contributed so notably to the industrial development of India, requires to be liberalized to meet the new situation. The conditions which govern its application must be relaxed, and a more positive policy of industrialization needs to be pursued to achieve the fullest possible realization of the present opportunities.

Labour Legislation retards progress.- Since the advent of provincial autonomy, a fresh impetus had been given to labour legislation, and schemes had been projected and ideas put forward which they could not but regard as calculated to retard industrial progress. Referring to National Planning, he said that some of the best minds in the country had been devoting themselves to it, and they (the Federation members) hoped that from their labours would emerge much that would be of value to the cause of national advancement.

Labour Unrest.- Speaking on industrial unrest, he said that it was a matter of satisfaction that action has been recently taken which makes stay-in strikes illegal. Legislation for the control of labour disputes has been put through during the year in the province of Bombay and is under the consideration of other provincial Governments. Even if a perfect piece of machinery could be devised, however, for the regulation of the relations between Capital and Labour, it cannot but have definite limitations. Fundamentally, it is the human touch that is required, and whilst in the conditions of modern industry it is extremely difficult to establish personal contacts, a great deal can be done to prevent injustices and to deal with individual grievances.

Resolutions.- The following were among the more important resolutions adopted:-

Need for Uniform Labour Legislation.- "This meeting places on record the considered view of the Federation that it is extremely desirable that every effort should be made by the Government of India and the Provincial Governments to secure uniformity in labour conditions throughout the country, and this meeting hopes that the conference which

is to be held under the auspices of the Government of India on January 22, will result in the formulation of a definite scheme to ensure such uniformity."

Mr. S. K. Sinha, who moved the resolution, pointed out that before the Government of India Act of 1935 came into force the initiative for labour legislation was invariably taken by the Central Legislature, such as the Factories Act, the Trade Union Act, the Labour Disputes Act, etc., and that between 1920 and 1937 the Central Legislature specifically dealt with labour subjects. Since the new provincial legislatures had begun to function, the popular Ministers were, because of their election pledges, being stampeded into unwise courses of action.

Mr. R.B.Lagden, who supported, said that whilst the development and emancipation of labour is recognised by all as being one of the primary duties of industry and of employers, industry should be allowed to have a greater say in the evolution of its labour. The evolution of labour must be advanced on sound lines based on realities and suitable to the industry employing the labour. One way in which such an object could be achieved would be for the Government of India to have a co-ordinating official whose office it would be—on behalf of the Government—to see that standardization between Provinces wherever possible was carried out, and such matters as minimum wages, holidays with pay, sick leave, etc., were not left to the whim of local legislatures whose view may well be influenced by ignorance of real facts, and possibly by hostility to the industry and certainly to the employer.

Association of Employers with Control Schemes. - "This meeting welcomes the steps which have already been taken for the purpose of associating the interests concerned with the various schemes which are in operation for the control or regulation of the production, marketing, and prices of agricultural and industrial products, and hopes that the principle so established will continue to be observed by both the Central and the Provincial Governments."

Office-bearers for 1940. - Sir H.P.Mody was re-appointed President for 1940, while the Hon. J.H.S.Richardson and Mr.C.B.Gourlay, were appointed Deputy Presidents.

(The Statesman, dated 1-1-1940).+

## Workers' Organisations.

### Progress of Trade Unionism in Burma, 1938-39.

**Number of Unions.-** There were nine registered trade unions in Burma on 1-4-1938. Of these, one union ceased to exist during the year under report and its certificate of registration was cancelled. Two new trade unions were registered during the year. Thus the number of registered trade unions at the end of the year was ten. Of the 10 unions, 9 alone submitted annual returns.

**Membership of Unions.-** The total membership of the registered unions on 1-4-1938 was 4,175. 2,311 joined these unions during the year and 835 left them. The membership of the unions at the end of the year was 5,633. The number of women members at the end of the year was 1.

**Federations.-** No federation of trade unions in Burma has applied for registration yet.

**Political Fund.-** No political fund has been constituted by any of the registered trade unions.

**Trade 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; but in view of the difficulty, as mentioned in the previous reports, of preparing a complete list of such unions, their number of membership is not ascertainable.

**General Remarks.-** It is stated that although there has been an increase in the number of registered trade unions during the last five 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. The membership of most of the registered trade unions is inconsiderable and the bulk of the workers employed in large industrial establishments still remain unorganised. The progress of the trade union movement depends, as remarked in the previous reports, largely on the raising of the standard of literacy and intelligence among 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.

(Summarised from the Roneoed Report  
on the Working of the Trade Unions  
Act in Burma during the year ending  
31-3-1939, supplied to this Office  
by the Government of Burma).+

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Intellectual Workers.

Punjab Journalists' demands : 8-Hour Day;  
Fixed Increments; Leave with Pay, etc.

At a meeting of Lahore journalists held on 3-12-1939 the following demands regarding their conditions of work were formulated:

(1) Maximum hours of work must on no account exceed eight hours a day; (2) Working journalists should be allowed 15 days' casual and one month's privilege leave, excluding the usual weekly holidays; (3) Salary should be paid on a date not later than the 15th of each succeeding month; (4) Increments in salary should be on an yearly basis and five per cent of the salary should be the minimum yearly increment, and (5) the institution of a provident fund should be obligatory on the part of the employer, which should be governed, in the absence of any special stipulation, by Government provident fund rules.

The meeting appointed a deputation to wait on the Premier and place the above demands before him, with the request that on the basis of these demands legislation be passed.

(The Hindustan Times dated,  
5-12-1939).+

## Economic Conditions.

### Indian Sugar Industry in 1937-38.

The year 1937-38 was an eventful one for the sugar industry in India and abroad, says the Director, Indian Imperial Institute of Sugar Technology, in his review of the progress of the industry during the year ending October 1938. The review states:

**World Production.**- The International Sugar Conference concluded its sittings early in 1937. The chief achievement of the Conference consisted in the division of the free market among the different exporting countries by the allocation of export quotas. No quota was allotted to India, this country having agreed not to export sugar by sea to any other country except Burma. An International Sugar Council with powers to restrict the quotas by as much as 5 per cent was formed to supervise the working of the agreement. As a result of the Sino-Japanese war and other causes the requirements of the free market in the first quota year fell short of the original estimates. It, therefore, became necessary to make drastic reductions in the basic quotas. The International Council, therefore, cut all quotas by 5 per cent and further asked for voluntary surrenders in order to prevent over-supply of the market.

The world production of sugar in 1937-38, according to Messrs. Lam-born & Co., New York, showed an increase of 173,000 long tons or 0.6 per cent over that of the previous year. The world consumption on the other hand showed a decline of 792,000 long tons or 2.6 per cent from that of the previous year. The stocks on 31st August 1938 showed an increase of 1,234,000 long tons over that on the corresponding date of the previous year.

**Indian Production.**- The production of white sugar in India exceeded a million and a quarter tons during the season 1936-37. This large production was mainly due to the bumper cane crop. The cane grower suffered losses as a result of difficulty in disposing of his crop and the reduced cane prices. The Manufacturers also were faced with serious difficulties in the marketing of this large production of sugar. The stocks of sugar with factories when the 1937-38 manufacturing season commenced amounted to about 170,000 tons. Prices dropped heavily as a result of the keen competition among producers in disposing of the carry-over from the previous year. In spite of the enhancement of the excise duty by 8 annas per maund, the fall in price continued till it reached the record low figure of Rs. 6-1-9 in June, 1937. It was felt by Government as well as by the industry that there was urgent need for the regulation of the production and marketing of sugar.

**Control of Production and Marketing.**- The Sugar Factories Control Acts were accordingly passed in the United Provinces and Bihar (which account for nearly 85 per cent of the production of sugar in India), which introduced a system of licensing of sugar factories and prescribed

that a licence to crush cane should be subject to such conditions as the Provincial Governments might, after consulting the Sugar Control Board, impose in respect of membership of any organisation of the sugar industry the main object of which is to regulate the sale of sugar and which is recognised by the Provincial Governments. Later, in the Rules made under the Acts by the Provincial Governments, the Indian Sugar Syndicate was recognised as such an organisation. The Acts also provided for the zoning of areas for supplies of cane to factories and for the fixation of minimum cane prices.

Reduced Production leads to Improved Prices.- The area under sugar-cane in 1937-38 was about 14 per cent less than in 1936-37. The production of sugar directly from cane shows a decline of about 16.3 per cent from that of the previous year. As a result of the lower production prices began to improve towards the close of the year.

(Industrial Bulletin (No.252)  
dated 11-12-1939 of the  
Employers' Federation of  
India, Bombay). +

Planning the Jute Industry of Bengal: Recommendations  
of the Bengal Jute Enquiry Committee. +

An Enquiry Committee consisting of 21 members and presided over by Mr. D. L. Mazumdar, I.C.S., Commissioner, Dacca Division, was set up in July 1938 by the Bengal Government. The Committee's terms of reference were (1) the regulation of the production of jute; (2) the marketing of jute; (3) the improvement of the price of jute; (4) the fixation of the price of jute; and (5) jute forecast, including the collection of information regarding stocks. The Committee has now submitted its report, a brief summary of which is given below:

Recommendations.- The Committee appear to have reached unanimity with regard to the problems of regulation of production, several important aspects of the marketing of the crop, and the question of the jute forecast, including the collection of statistics of stocks. But there has been some difference of opinion as to the establishment of a marketing organisation under the aegis of Government, and the fixation of a minimum price for raw jute. While the majority of the Committee advocate both these steps, the minority consider that it is neither necessary nor desirable that Government should, at present, assume the large-scale financial hazards implicit in these proposals. There is also some difference of opinion with regard to the policy to be adopted in respect of the Futures Market in raw jute.

Factors affecting jute Prices.- Dealing with the various factors affecting the price of jute, the report points out on the demand side, apart from sand bag orders, the noticeable decline in trade demand since 1936-37. (An explanatory note at the beginning of the Report points out that it was drafted long before the war). The necessity for finding new uses for jute and new lines of manufacture is also emphasised. On the supply side, the surplus productive capacity of the industry comes in for close examination, and an expert investigation into this and other technical matters connected with the industry is recommended. The question of the reduction of the cost of manufacture comes in for scrutiny, and an interesting point about increasing the differential advantage of the Indian mills through manipulation in the price of the raw material is discussed.

Marketing.- Examining the defects and drawbacks of the present system of marketing, the report recommends the abolition of illegal deductions and allowances, standardization of weights and measures, and grading of loose jute. It also advocates some changes in the present practices with regard to the export trade and recommends the establishment of regulated markets and warehouses. The majority of the Committee further recommends that these should be established simultaneously all over the Province, and if they fail to bring an improvement in the price of Jute, Government should undertake the responsibility of marketing and financing the entire jute crop. With regard to the Future Market, the majority recommends its immediate dissolution, while the minority suggests that Government should forthwith appoint a competent and expert Committee to go into its organisation and working, and take necessary action on its report.

Plan of Action.- After making several recommendations relating to the fixing of a minimum price, transport freights, jute forecast, collection of statistics of stocks, etc., the Committee works out a detailed plan of action, which is designed to correlate its varied and numerous recommendations, into a coherent programme of work. The majority report recommends a period of two years for the execution of the plan, while the minority one suggests three years. The contents of the plan outlined by the majority varies somewhat from those of the plan framed by the minority.

(Summarised from a communique dated 6-12-1939 issued by the Director of Public Information, Bengal).



The Bengal Non-agricultural Tenancy Bills, 1939:  
Introduced on 8-12-1939.

Two non-official Bills were introduced in the Bengal Legislative Assembly on 8-12-1939 for the protection of tenants holding lands in permanently settled estates for non-agricultural purposes by compelling the proprietors and other classes of landlords in those areas to exercise in moderation their powers of ejectment or extortion of exorbitant rents and other payments.

The statement of objects and reasons appended to one of the Bills points out that with the steady growth of municipal towns and market places in the country, the need for clearly defining the status and rights of non-agricultural tenants is becoming very acute. Laws entitling landlords to eject non-agricultural tenants, mostly inhabitants of the municipal towns and market places in the Province of Bengal, are so very hard that such tenants may be ousted from their homestead, shops and stalls with fifteen days or six months' notice even if they might <sup>have</sup> been there for a very long time and spend their money in building their houses or shops or factory houses or in making improvement of the holding. The eviction can only be prevented if the tenants agree to pay exorbitantly high rates of salami and extremely high rates of rents.

(The Calcutta Gazette, Part  
 IV A, dated 28-12-1939 Pages  
 293 to 295 and 298 to 301).+

11th Industries Conference convened by Government  
of India, Bangalore, 15 and 16-12-1939.

The 11th Industries Conference convened by the Government of India was held at Bangalore, Mysore State, on 15 and 16-12-1939, Sir A. Ramaswami Mudaliar, Commerce Member with the Government of India, presiding. All the provinces and a few Indian States of industrial importance were represented. A novel feature of the Conference was the invitation to representatives of organised Indian industries to attend the session. The items on the agenda of the Conference were: (1) constitution and functions of the Economic Resources Board, (2) war and the industrial situation in India, with particular reference to shortage --- +

and minor industries, (3) compilation of industrial statistics, (4) handloom weaving, (5) industrial research, (6) review of the work of Sericultural Committee ~~industry~~ and (7) review of the work of the woollen industry committee.

Presidential Address.- Sir A. Ramaswami Mudaliar gave a broad survey of the industrial position in India today in its bearings to the war and pointed out that War had created a gap in the imports of essential commodities to this country and had thrown into greater relief the needs, industrial and otherwise, of the country. One such need which was actually brought to public notice was lack of essential drugs. The Government of India had carefully considered the subject and had decided to appoint a Committee to investigate the production of drugs and how best shortages could be made up.

Sir A. Ramaswami Mudaliar also referred to the development of new industries as a result of the war and the synthetic support which the Government of India was prepared to give to deserving ones.

Proceedings of the Conference.- The following information about the work of the Conference is taken from press reports:-

War and Industrial Situation.- On the question of war and industrial situation, several Provinces pointed out the shortages they were experiencing in certain essential drugs. The Chairman said that the shortages would be examined by a special committee.

Handloom and Minor Industries.- On minor industries and certain problems concerning handloom weaving, the chairman summed up the position that it was the desire of the Conference that these difficulties should be further examined and essentially the field of co-operation between the handloom and mill industries should be further explored. He also announced that the Government of India would extend the annual grant of Rs. 500,000 per annum to the end of 1941-42.

Compilation of Industrial Statistics.- Dr. T.E. Gregory, Economic Adviser to the Government of India explained the Government's proposals for a Collection of Statistics Act. The object of the Act will be to make provision for the collection of important industrial statistics to enable the Government to have adequate information about industrial progress in the country. At present there are two publications issued by the Department of Commercial Intelligence and Statistics, but the present position, said Dr. Gregory, was far from satisfactory. "Unless we can extend the range of information and can cover a large number of industries we shall hardly be in a position to assess the progress of industries in the country". The principal matters for which the Act should provide are, said Dr. Gregory, compulsory submission of returns by the parties concerned, prevention of wilful fraud or negligence in the compilation of returns, prevention of irregular disclosure of information collected under the Act and co-operation of provincial governments.

Opening of Commercial Museums.- On a <sup>discussion</sup> decision initiated by the Punjab Government regarding the work of Trade Commissioners, the Chairman explained the actual work that was being done by the Trade Commissioners and suggested that the Provincial Governments should themselves use this agency more.

An important suggestion was made to establish a trade or commercial museum at the headquarters of the Indian Trade Commissioners. The chairman pointed out that they would be only too glad to open such Trade Museums.

Other Work.— The Conference finally considered the usual reports arising from the proceedings of the Industrial Research Committee and the Imperial Sericultural and Woollen Committees and agreed that the distribution of grants among various Provinces should be continued on the existing basis.

(The Hindu dated 16 and 17-12-1939). +

Indo-Ceylon Trade Agreement: Negotiations break  
down on Position of Indians in Ceylon. +

In September 1939 the Ceylon Government suggested to the Government of India that a conference should be held to discuss the former's proposals to restrict immigration into Ceylon and that the opportunity should be taken to enter into trade negotiations and to discuss other outstanding matters of common interest. The Government of India expressed its readiness to receive a delegation from Ceylon in India, provided that the Ceylon Government's scheme for the retrenchment of non-Ceylonese daily paid employees which had proved the stumbling-block to ~~the~~ earlier inception of trade negotiations, could be discussed at the conference and its operation held in abeyance.

The Government of India had based their objection to the retrenchment scheme on two main grounds. Firstly, the scheme, as originally announced, gave preference, so far as retrenchment was concerned, to all Ceylonese, however short their service over all Indians. Secondly, it placed indirect pressure upon Indian labourers by requiring all those with less than 10 years service to decide before December 1939 whether they would give up their employment in consideration of receiving a bonus and free tickets to their homes, the alternative being to continue in employment at the risk of retrenchment in 1940 without any bonus or other concessions.

According to a communique issued recently by the Government of India, the negotiations between the two governments on this question have not been successful. The Ceylon Government has refused to suspend the scheme or to modify it except to the extent, that Indians with more than 10 years

service would be treated in respect of retrenchment, on the same footing as Ceylonese. The Government of India has come to the conclusion that this does not offer a sufficient basis for entering into negotiations as proposed by the Government of Ceylon and has informed that Government accordingly.

(The Statesman, dated 14-12-1939)+

U.P. Employment Tax Bill, 1939: Consideration  
suspended by Governor-General.

At page 37 of the report of this Office for February, 1939, reference was made to the U.P. Employment Tax Bill, 1939, introduced in the U.P. Assembly on 24-2-1939 by Mr. G.B. Pant, the then Premier of the province. The Bill proposed a graduated tax on employees receiving over Rs. 2,500 per annum ranging from Rs. 90 (for incomes between Rs. 2,500 and Rs. 3,500 per year) to Rs. 32,000 (for incomes over Rs. 300,000).

A Press Note of the Government of India issued in the first week of January 1940 says that the Governor-General has decided to suspend consideration of the Bill. In the opinion of the British Government, which was consulted in the matter, the powers of taxation given to provincial Governments by the terms of item 40 of the provincial legislative list were never intended to bear the very wide interpretation which the Bill puts upon them. To make the situation clear, a Bill amending the Government of India Act was introduced in the House of Lords on 5-1-1940; the amendment is to the effect that, though such taxes cannot be called in question on the ground that they relate to a tax on income - a Central prerogative - they shall not exceed Rs. 50 per annum payable in respect of any one person to the Province or a local body therein. A larger amount is permissible only if fixed by a law of the Federal legislature.

(The Statesman dated 7 and  
8-12-1939). +

Employment and Unemployment.

Alleviation of Unemployment in Jodhpur State:

Government to appoint Enquiry Committee. +

It is understood that, in pursuance of a resolution passed by the State Central Advisory Board at its last session, the Government of Jodhpur State has decided to appoint a committee of officials and non-officials to explore ways and means of reducing unemployment amongst educated and uneducated Marwari youths of the State.

(The Hindustan Times, dated  
14-12-1939). +

Unemployment among Bombay Secondary Teachers:

Teachers' Association sets up Employment Bureau. +

The Executive Committee of the Bombay Secondary Teachers' Association has started an Employment Bureau for the benefit of those of its members who seek employment in secondary schools. Every applicant who seeks employment through the Bureau must first be enrolled as a member of the Association.

(The Times of India, dated  
12-12-1939). +

Incidence of Hemp-Drug Addiction in India.\*

Forms of Use.— Three forms of hemp drugs are at present used in India, viz., bhang, ganja, and charas. When finally ready for consumption the physiological effects produced by them are similar, there being only differences in the degree of potency. Charas and ganja are preparations from the same plant and differ in the amount of the narcotic principles they contain; the physiological effects produced by them are similar, differing in degree. Ganja and charas are mostly smoked, while bhang is usually taken by the mouth in the form of a beverage. Ganja is nearly four to five times more potent than bhang; the effects produced by smoking of ganja are approximately twice as strong as that of drinking bhang; and the effects produced by smoking charas are even stronger than produced by ganja.

Areas of Production.— The hemp plant grows wild over extensive tracts in northern India along the southern slopes of the Himalayas, coming well down into the plains. Its cultivation for narcotic purposes is strictly controlled and is confined to selected areas under careful supervision of the excise authorities. Hemp for ganja is mainly cultivated in Naogaon in the Rajshahi district of Bengal, in Ahmednagar in Bombay, in Khandwa in the Central Provinces, and in Santaravur in the Madras Presidency. Bhang is mainly prepared from the wild growth, except in one small area in Larkana district in Sindh where it is prepared from the cultivated plant. The preparation of charas is forbidden in this country, the entire supply being obtained from Yarkand in Chinese Turkestan, via Leh in Kashmir State and is stored in certain depots in the Punjab.

Uses.— The present use of hemp drugs in India may be considered under three main headings: (i) use in connection with religious and social customs; (ii) medicinal uses; and (iii) use for narcotic and euphoric purposes. The use of hemp drugs in order to produce euphoria and mild stimulation, although still common, is gradually declining. It exists mostly at the present time among the lower and working classes. Labourers who have to do hard physical work use hemp drugs in small quantities to alleviate the sense of fatigue, depression and sometimes hunger. This produces a sense of well-being, relieves fatigue, stimulates the appetite, and induces a feeling of mild stimulation which enables the worker to bear the strain and perhaps the monotony of his daily routine of life more cheerfully. The low cost and easy availability of these drugs are important factors in their use by the working classes, whose economic condition is low in this country. Hemp drugs are perhaps the only narcotic drugs which fall comfortably within their means and they make use of them as occasion arises. A dose worth two to four pice ( $\frac{1}{2}$  to 1 penny) is often sufficient for producing the desired effect in a few individuals.

Consumption Statistics.— The total consumption of hemp drugs in British India during the year 1934-35 amounted to 1,031,496 lb., which

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\* Indian Medical Research Memoirs, Memoir No. 31 (July, 1939) (Supplementary Series to the Indian Journal of Medical Research), "The Present Position of Hemp-Drug Addiction in India" by Brevet-Colonel R.N. Chopra, C.I.E., M.A., M.D., Sc.D. (Cantab.), F.R.C.P. (Lond) K.H.P., I.M.S., and Captain Gurbakhsh Singh Chopra, M.B., B.S., A.I.R.O. (Drug Addiction Inquiry, Indian Research Fund Association.) Published under the authority of and for The Indian Research Fund Association, by Thacker, Spink & Co. (1933), Ltd., Calcutta, Price, Rs. 4-0-0 or 5s. 4d. pp. 119.

works out approximately at 4.24 lb. per 1,000 of population per annum (according to the Census figures of 1931) as compared with 15 lb. during 1912-13. The consumption is therefore gradually decreasing and is nearly one-fourth of what it used to be two decades back. The United Provinces are the largest consumers of hemp drugs; next in order come the Punjab, Bengal, Bombay, and Central Provinces and Berar, respectively. As regards the incidence of the hemp-drug habit, Sindh shows the highest with a consumption of 35.12 lb. per annum per 1,000 of population, then comes Delhi with 23.84 lb., Ajmere-Merwara 14.6 lb., Baluchistan 8.27 lb., the Punjab 7.6 lb., N.-W.F.P. 5.94 lb., the United Provinces 5.94 lb., Bombay 4.4 lb., Assam 2.18 lb., Bihar and Orissa 2.2 lb., Bengal 1.6 lb., and the Central Provinces and Berar 1.6 lb., respectively. Charas is mostly used in northern and western parts of India, i.e., the North-West Frontier Province, the Punjab, and the western districts of the United Provinces. In Sindh, Rajputana, and western districts of the Punjab and the United Provinces, bhang is more commonly used in the form of a cooling and refreshing beverage suitable for the hot and dry summer months. In the rest of India, i.e., Bengal, ~~Bihar~~ Bihar and Orissa, Bombay, Madras, etc., ganja is the drug of choice.

**Incidence of Addiction.**— It is difficult to form an accurate idea of the number of persons addicted to all the three forms of hemp drugs, as there are many occasional consumers and there is no system of registration of addicts. It is estimated that there are at least between 855,844 and 1,000,000 hemp-drug addicts in this country, i.e., approximately 0.5 to 1 per cent of the population of this vast country take hemp drugs habitually at the present time. The habit is on the whole declining and certainly not on the increase. The localities in each province where the incidence is high are urban and not rural. Addiction is also high in religious and industrial centres.

(A copy of the report on Hemp-Drug Addiction in India was sent to Geneva with this Office's minute D.1/1915/39 dated 14-12-39.) +

#### Present state of Opium Smoking Habit in India. \* +

Reference was made at page 16 of our September 1939 report to certain investigations on the opium-smoking habit in India undertaken by the School of Tropical Medicine, Calcutta. Further details of the results of the investigation as regards the present extent of the habit in the various provinces are given below:

**General Remarks.** The habit of smoking opium is considered so disreputable that no self-respecting person will own to it. Besides this,

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\* The Opium Smoking Habit in India and Present Position of the Opium Smoking Habit in India. Parts I, II and III. By R.N.Chopra, C.I.E., M.A., M.D., Sc.D. (Cantab.), M.R.C.P. (Lond.) Brevet-Colonel, I.M.S. Honorary Physician to the King and G.S.Chopra, M.B., B.S. (Department of Pharmacology, School of Tropical Medicine, Calcutta). (Reprinted from the Indian Medical Gazette, Vol. LXXIII, Nos. 2, 3 & 4.) (Feb., March & April, 1938)

there are restrictions placed on it by law, and both these factors make an accurate survey of its incidence very difficult. Opium dens are found in many of the large towns in India even to the present day, but the proportion of people who smoke the drug is very small at the present time. Its incidence among the people is very irregular and, although there are areas and certain classes of the population which are badly affected, these fortunately form a very small minority. The practice is at present confined to the poorer classes. It may be stated that the habit of opium smoking has considerably decreased in India during the last 30 years. According to some authorities the reduction has been by as much as 75 per cent. Below is reproduced a table showing the total consumption of opium in the different provinces in 1932-33 and the approximate number of smokers.

Provinces	Total consumption in lb.	Approximate number of addicts.
Madras .. ..	59,782	5,000 to 6,000
Bombay .. ..	38,084	900 to 1,000
Sindh .. ..	8,216	2,000 to 4,000
Bengal .. ..	56,180	6,000 to 7,000
United Provinces.	39,978	2,100 to 3,000
Punjab .. ..	63,082	800 to 900
Burma .. ..	43,625	3,000 to 4,000
Bihar .. ..	38,493	6,000 to 8,000
Orissa .. ..	..	2,000 to 3,000
Central Provinces	25,388	12,000 to 15,000
Assam .. ..	26,765	20,000 - 25,000
North-West Frontier Province. ..	1,682	3,000 to 5,000
Administered areas (Baluchistan, Ajmer- Merwara, Coorg and Delhi).	10,922	200 to 400

Position in Provinces of High Incidence (i) Assam: With the exception of Sylhet and Goalpara, all other districts of Assam show a rise of the curve above the standard laid down by the League of Nations. The consumption is high in the upper districts of Assam valley, particularly in the hill tracts and the Sadiva frontier tract. The consumption of opium here ranges between 122 to 188 lb. per 10,000 of population and the opium conference at Simla in 1930 marked these as 'black spots' in the province. The districts of Sylhet and Goalpara have a consumption even lower than the League standard, being 0.44 and 0.64 lb. per 10,000 per annum. The consumption of total excise opium in the whole of Assam including Manipur State was 26,765 lb. during 1932-33. The total population of the province according to the last census report was 9,247,857 and the incidence of opium consumption per 10,000 of population per annum works out to be 30.6 lb. per annum as compared with 84 lb. in the 'black spot' area.

As regards the actual number of opium addicts in Assam of 69,391, the survey made leads the investigators to believe that the actual figures on the official register do not represent the true number of addicts and that there are at least half as many more addicts who still remain unregistered and consume the drug obtained from various illicit source. In spite of these figures, the enquiries showed that the habit of smoking opium



has declined considerably in Assam during the past 20 years, and this is borne out by the fact that the consumption of the drug per 10,000 of population per annum, has been greatly reduced during this period. From the inquiries in different tea estates it would appear that the proportion of smokers is much the same there among the imported labour as amongst the indigenous population. Finally, it is remarked that the opium smoking habit is gradually being replaced by eating.

(2) Central Provinces.- A detailed survey of the prevalence of this habit in this province during the last few years showed that its incidence is still high as compared with some of the other provinces of India. The total consumption of opium during 1932-33, for example, was 25,388 lb. and the number of smokers on official record was 10,345 a figure probably somewhat on the low side. 'Madak' is the preparation which was principally used for smoking in this province. The types of persons given to opium smoking are low-class Mohammedans, artisans, hackney carriage drivers, and a few agriculturists. It is a vice of the urban rather than of the rural areas. In certain areas the habit also exists in the lower strata of society. Opium smoking has also spread to certain districts inhabited by the aboriginal tribes.

(3) Burma.- In Burma besides the special opium pipe, prepared opium is smoked in the form of what is known as 'katpon'. It is made by mixing the prepared opium with dried plantain-leaf torn into shreds and dried over a fire, the opium being thoroughly mixed with the leaf. This is then smoked in an ordinary pipe. On account of the large Chinese population, the smoking of opium is very prevalent in Burma. Among the Burman addicts, more eaters of opium than smokers have been registered. There were 53,000 licensed opium eaters and smokers in Burma, out of a population of 14,667,146 in 1933. The number of illicit opium consumers is probably quite large. In the deltaic areas of Burma and Arracan, where two-thirds of the opium consumers in Burma reside, the drug is consumed in small doses as a prophylactic against disease. Burman consumers are as a rule mostly eaters.

(4) Bihar and Orissa.- The habit of smoking 'madak' prevails to a certain extent in some districts but is usually confined to towns and important centres of trade. There were 5,979 individual registered smokers under the 'Bihar and Orissa Opium Smoking Act' up to 31st December, 1931, when the register was finally closed. There are probably 4,000 to 5,000 opium smokers in Bihar province at the present time.

Aetiological Factors in Opium Smoking.- (1) Social and Environmental Factors. The report states that a study of the conditions existing in the areas where the practice of smoking opium is common has convinced the investigators that social and economic factors play an important part in starting and continuing this habit. The standard of social and hygienic conditions of the working classes in these areas is very low. No healthy amusements are available and the workers living under such conditions are in search of some form of diversion which will enable them to forget, at least for the time being, the monotony, hardships and worries of their daily existence. Their intellectual development is low, the housing conditions are primitive, and overcrowding is general. The temptation and need for a euphoric is therefore always there. A large proportion of the addicts we have studied in the tea gardens and forest areas in Assam and the Central Provinces said that they took to opium smoking because they had to perform strenuous work in an unhealthy climate. They believed

that opium had a general stimulant action and increased their vigour and working capacity, and kept off hunger and fatigue. This belief has been responsible for the spread of the habit amongst the labouring classes in some of the tea gardens and the forest areas.

2. Racial Factors.-- Among the Mongolian races there appears to be an instinctive desire for a stimulant, and drugs possessing euphoric properties appear to have more attraction on account of their pleasure-giving and probably supposed aphrodisiac properties. The racial factor is in all probability responsible for the higher incidence of opium smoking in Assam and Burma as compared with any other part of India. The high incidence in the Central Provinces is, however, difficult to explain.

3. Heredity and Contact.-- 94 (or 31.3 per cent) of the addicts in a series of 300 gave a history of addiction in some member or other of the family, while in the remaining 206 (or 68.6 per cent) no other member of the family smoked the drug. Further, in 44 cases (14.6 per cent) one or other of the ~~present~~ <sup>ancestors</sup> was an addict.

Exciting Causes.-- The main exciting causes are found to be association, with addicts and pleasure-seeking. In Assam, the Central Provinces and Berar, large sections of labourers in forest areas and tea estates are housed together. The opium smokers amongst them often try to tempt the non-smokers to smoke the drug. Others learn to smoke in clandestine smoking dens which are run by the traffickers in this drug. In India ordinarily it is difficult to obtain prepared opium for smoking purposes, but once the acquaintance with habitual smokers is developed, ways and means of securing these preparations are found. The addicts, as a rule, do not reveal the names of the manufacturers and distributors of these preparations. When the habit is confirmed, the new consumer realizes his helplessness especially if he has had the misfortune of running short of the drug and experiencing the symptoms of sudden withdrawal. Very often he himself starts manufacturing these preparations and keeps a supply in hand in case of emergency.

Other causes leading to opium smoking are diseases, fatigue and hard work, and <sup>use</sup> as a substitute for alcohol and other drugs.

A copy of the Report reviewed above was sent to Geneva with this Office's minute D.1/ 1915- /39 dated 14-12-1939. +

Social Insurance.

Unemployment Insurance Scheme proposed for Bengal:

Motion in Assembly defeated..+

Dr. Suresh Chandra Banerjee moved a resolution in the Bengal Legislative Assembly on 15-12-1939 urging the Government to introduce legislation for unemployment insurance. He suggested that legislation may be adopted on the lines of the Draft Bill on the subject prepared by the Government of Madras, providing for State control and sharing of financial responsibility primarily by the State, then by employers and for some years by the employees as well.

The Hon'ble Mr. H. S. Suhrawardy, Minister for Labour, opposed the resolution and pointed out that the introduction of a scheme of unemployment insurance would entail a huge expenditure which would be beyond the capacity of even the Central Government.

The resolution was defeated.

(The Amrita Bazar Patrika,  
dated 17-12-1939)..+

Public Health.2nd Meeting of Industrial Health Advisory Board, Ahmedabad:Decision re. Medical Examination of Workers. ✓

The second meeting of the Industrial Health Advisory Board, Ahmedabad, was held on 29-11-1939, when the report of a Sub-Committee appointed at the first meeting for drafting a form for the medical examination of industrial workers, was considered and the form adopted with slight modifications.

In regard to the personnel for conducting the medical examination, it was resolved that mills which have their own doctors might be allowed to conduct the examination through those doctors, provided they were registered medical practitioners and came up to the standard of efficiency required by the Board, that part-time workers might be engaged as suggested by the Sub-Committee, that, in addition to them, full time doctors might be recruited on a salary of Rs. 50 per month, and that all the doctors should carry out the work under the guidance, supervision and control of the Board. The Chief Inspector of Factories, Bombay, has accorded sanction to the utilisation of the Fines Fund, available with individual mills, for defraying the expenses connected with the medical examination of industrial workers.

Dietary of Workers.— Another resolution of the Board related to the study of a balanced diet and ~~to frame~~ the actual dietary of the industrial workers. The recommendations of the Board on the subject are to be forwarded to the Textile Labour Association and the Mill-owners' Association, Ahmedabad, with a request that the latter body might issue a circular to its members instructing them to give effect to the recommendations by prohibiting the sale in mill restaurants of items other than those suggested by the Board and that a scheme should be drawn up for propagating the conclusions reached by the Board in regard to the dietary of workers.

(The Bombay Chronicle, dated  
5.12.1939.) ✓+

1st All-India Food and Nutrition Exposition,  
Calcutta, 15-24-December, 1939.

The first All-India Food and Nutrition Exposition organised by the Publicity Department of the Corporation of Calcutta was held at Calcutta from 15 to 24-12-1939; Dr. Rabindranath Tagore opened the Conference and Sir Nilaratan Sircar presided. The Foreign Exhibits section contained a number of exhibits from the League of Nations, Geneva, the Ministries of Health of England, and Turkey, the Food Education Society, England, the Nutrition Research Institutes of Japan and Italy, the Eijkman Institute of Java, etc; this Office had also sent as exhibits the more important publications of the I.L.O. on the subject of nutrition.

The information given below about the food problems of Bengal is taken from a paper: "Food Planning in Bengal" read on 24-12-1939 at the Exposition by Dr. A.C. Ukil.

Cultivable Area and Population.- 51 millions of people live over an area of 50.3 million acres in Bengal, of whom 93 per cent. reside in 86,000 villages. It may appear from this that each person has one acre to grow his food from, but the net cropped area in Bengal is 24.7 million acres or nearly 50 per cent of the total, so that each person gets only  $\frac{1}{2}$  acre to get his food from, the amount of land which is allotted by animal husbandrymen for fodder to cattle. If 12 million acres of land which are lying waste as current fallow and culturable waste are reclaimed,  $\frac{1}{4}$  acre of crop area can be added to each person. The food yielding capacity of 100 acres of land is calculated at 100-110 persons in India, 45-50 persons in Great Britain and 70-75 persons in Germany, but the average yield of crops in the latter countries is several times (2 to 3 or more) more than in India and they have subsidiary industries to supplement the income from agriculture.

Pressure of Population on Soil.- Bengal is one of the most densely populated tracts in India, as well as in the world (650 per square mile as against 160 in England and Wales). The increase has been more marked in East Bengal, where in some places there are 1,200 persons to the square mile. Between 1900-1934, the area under food crops in India has increased by 9 per cent, whereas the population has increased by 21 per cent. The population of Bengal has increased by 38 per cent. within 50 years from 1881-1931, without a corresponding increase in the area of cultivable land. This has led to a fragmentation of uneconomic holdings and other causes of decline.

Deterioration of Soil.- The soils in most parts of India have now reached a stationary state of fertility at a low-yield level as a result of cultivation over many centuries, without adequate retention of organic matter and phosphate, and due to the lack of proper soil management in several important directions. The causes of agricultural deterioration in Bengal have been said to be due to the absence of adequate irrigation facilities, silting up of rivers and irrigation of tanks, deterioration

of bunds and tanks, bad drainage of 'bill' areas and water hyacinth, floods and denudation of forests. The proportion of irrigated to total sown area, which is 56 per cent. in the Punjab, is only 7 per cent. in Bengal (as against 15 per cent for the whole of India).

The Bengal Dietary.- The main diet of the people of Bengal consists of rice, dal or pulses, vegetables, with a sprinkling of fish and or milk. Investigations have shown that the dietary of the Bengalees is too rich in cereals and lacks in animal protein which is essential for sustained growth, certain mineral salts, particularly, calcium and phosphorus, animal fat and vitamins, which are particularly needed for growing children. Milk consumption is only 3 ounces per head and, owing to defects in the supply and distribution of fish, the Bengal peasant hardly gets any tangible supply of animal food, which reacts seriously, particularly, on the physique of the growing children. The amount of rice consumed is far in excess of the body's requirements for a balanced diet, leading to a corresponding lower intake of pulses, animal protein, animal fat, vitamins and mineral salts. Fruits are rarely taken except during the summer (mango season).

Sub-Nutrition Standards.- The result of this low level of nutrition is reflected in the poorly developed, toneless and physically inefficient people of the province with chronic ill health and low expectation of life, in contrast to the manly, stalwart and resolute races of the north-the Pathans, Baluchis, Sikhs and Punjabis, who take, besides animal protein, wheat in preference to rice. The production of wheat in Bengal is only 0.7 percent and of pulses only 2 per cent of that of rice, thus contributing to the shortage of a cheaper type of (vegetable) protein in the food. To add to these difficulties, the Bengalees have, within the last few decades, taken over to milled or polished rice, throw away the rice water which also contains valuable nutritive materials. The population are not only on a subnutritional level but also suffer from the inelasticity of dietaries due to religious prejudices, social customs and ignorance. The minimum cost at prevailing prices of an improved but not an optimum diet for a Bengalee adult of the poorer classes has been calculated to be Rs.5/- per month.

Need for raising Income Levels.- There is an average of 5 persons per house or unit of family in Bengal and there are 2.5 non-working dependants to every earner and worker. Each family has only  $3\frac{3}{4}$  acres of cultivable land, as against 21 acres in England. The living expenses of such a family consist of (A) food, (B) other necessities of life, such as tobacco, light, utensils, fuel, clothing and repairs to dwelling houses, (C) medical expenses, (D) social functions and (E) cattle food and manure. The cost of food at Rs. 5 per head per month comes to Rs. 240 annually. Other necessities of life based on the figures supplied by the Hon'ble Mr. Azisul Haque cost Rs. 40 per annum. Medical expenses have been put down to Rs. 24 and social functions to Rs. 6 per annum. To this may be added manure at Rs. 15 and cattle food at Rs. 25 per annum. The total comes to Rs. 350 per annum. Besides these, the ryot has to meet rent of land, cess, union rates, labour charges, bullock charges, cost of seeds, ploughs and other implements, interest for debt and perhaps some repayment of debt. Mr. Haque puts the amount of fixed liability of a peasant family for the above at Rs. 125 per annum. The above two major items added together make Rs. 475 per annum which represents the bare minimum for a healthy living without any provision being made, however, for education, recreation, and some measure of economic security. Against

this, the present annual income of a peasant family is Rs. 180-Rs. 250. It is manifest that the Bengal peasant needs to raise his income three times if he has to lead a healthy life according to minimum standards.

Insufficient Food Production. There is not only a shortage of cultivated and cultivable land for the growing population of Bengal, but the actual production falls far short of the food requirements of the inhabitants. The result is reflected in the shorter span of life, physical inefficiency, lack of resistance to diseases, chronic ill health and particularly on the <sup>stunted</sup> growth of the young generation. On the top of this, Bengal imports annually Rs. 300 million worth of food materials to feed her hungry population. The Bengalee has to purchase these food commodities by incurring debts, as his income falls short of his estimated expenditure by at least 50 per cent.

Lines of remedial Action.- The problem is, therefore, not a simple one but a complex of several elements, which is difficult of solution except by co-ordinated efforts in several directions and perhaps by a thorough reconstruction of economic and social life. The possible ways in which the strain of a growing population in a densely populated area like Bengal can be relieved are (1) extension of acreage, (2) increase in agricultural output by improved methods of cultivation and by improvement of cattle, (3) relative rise in agricultural prices, (4) industrialisation and (5) emigration. ~~We shall refer briefly to some of these points.~~ It will be found in the end, however, that agriculture, industry, trade and finance are closely linked together and that without an organisation for intelligent production and fair distribution of wealth no satisfactory results can be ensured.

(The Amrita Bazar Patrika,  
dated 11 and 31-12-1939). +

## Co-operation.

### Progress of Co-operation in Baroda, 1937-38.\* +

Position of the Movement.- The number of societies and membership increased during the year 1937-38 from 1,125 and 55,037 in 1936-37 to 1,139 and 55,735. The average membership for a society was 49. The working capital, share capital and reserve funds increased from Rs. 9,001,962, Rs. 1,028,677 and Rs. 1,572.124 to Rs. 9,181,048, Rs. 1,065,850 and Rs. 1,677,139 respectively. Deposits from members remained nearly the same. The borrowed capital, mainly loans and deposits from non-members, societies and Government was Rs. 2,132,882, Rs. 1,277,482 and Rs. 91,085 as against Rs. 2,009,685, Rs. 1,307,206 and Rs. 145,591 of the previous year, respectively. The owned capital was 61.8 per cent. of the working capital.

Classification of Societies.- Of the 1,139 societies, 24 were Central organisations, 901 agricultural societies (credit, 751; consolidation of scattered holdings, 77; cotton sale and groundnuts, 20) and 214 non-agricultural societies (credit, 173; housing 9; supply 7; students store, 21). +

### 13th Conference of Co-operative Registrars, New Delhi, 1939. +

The thirteenth session of the Conference of Registrars of Co-operative Societies in India was held at New Delhi on 11 and 12-12-1939. The Hon'ble Sir Jagdish Prasad, Member in charge of Education, Health and Lands, Viceroy's Executive Council, formally opened the Conference. In doing so, he stated that the present seemed, in view of the rising prices for agricultural commodities, to be a particularly favourable moment for an all-India drive for the better utilisation of the advantages which

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\* Report on the working of The Co-operative Societies in the Baroda State for the year 1937-38. Baroda State Press 1939. Price Re. 1-9-0. pp. 111.



agricultural credit societies can afford, inculcation of the principle of thrift among agriculturists and for the reorganisation of societies which in the past were over-generous in their credit grants.

Resolutions: (1) Review of Financial Position.- One resolution, adopted by the Conference, recommended that the scale of fluid resources fixed for each province should be reviewed in the light of the distribution of working capital as suggested by the Reserve Bank and the results put before the next conference. In any case the scale of fluid resources prescribed by the appropriate authority should be strictly adhered to.

(2) Loan Policy.- Another resolution was to the effect that primary societies, other than land mortgage banks, should only give short and intermediate term loans repayable in a fixed period, ordinarily not exceeding three years and with due regard to the purposes of the loans.

(3) Bad Debts.- Provincial and central banks should in their balance sheets show the amounts advanced for more than one year and the amounts outstanding for more than one year. Bad and doubtful debts should be carefully estimated and shown in the balance sheets.

(4) Loans in Kind.- Loans should be advanced in the form of seed, fertilizers and implements where practicable, after a survey of requirements.

(5) Rural Health.- A resolution points out that the improvement of health conditions in villages may form part of the normal activities of co-operative societies. In areas where medical facilities are not easily available, special health co-operative societies should be organised with, if necessary, financial assistance from the Government.

(The Statesman dated 12  
and 15-12-1939).+

Education.2nd Indian Adult Education Conference, Bhagalpur,  
2 and 3-12-1939. +

The second session of the Indian Adult Education Conference was held at Bhagalpur, Bihar, on 2 and 3-12-1939 under the presidentship of Mr. S.C. Tripathi, Director of Public Instruction, Orissa. The object of the Association, among other things, are: to spread knowledge among the people of India; to initiate adult education activities; to co-operate with movements aiming at the removal of illiteracy; to induce the universities to take up adult education work; and to organise an All-India Adult Education Conference at least once every two years.

Resolutions.— The following are some of the important resolutions passed by the Conference: (1) All Government and private bodies as well as citizens of India should be requested to make arrangements for conducting adult education classes, and contributions of money, loan of premises and voluntary service be sought from all. (2) Villages should be provided with libraries and newspapers after the literacy courses. (3) Suitable literature should be produced for new literates. (4) Experiments should be made for the education of women in child-welfare, hygiene, first-aid, literature, music, civics, history, and cottage industries. (5) The "Indian Journal of Adult Education", which has been started from the current month by Mr. R.M. Chetsingh, be the official organ of the Association.

(The Amrita Bazar Patrika,  
dated 5-12-1939, and Statesman,  
dated 7-12-1939).+—

Industrial Training in Bombay: Labour Welfare  
Department sets up Workshop in Ahmedabad. +

The Government of Bombay, it is understood, proposes to start an industrial training workshop at Ahmedabad from 1-1-1940; this is organised by the newly-established Labour Welfare Department of the Government.

Objects of the Workshop: Unemployment Relief and Technical Training.— There is a two-fold aim in establishing this workshop. Its primary function will be to help in solving the problem of industrial unemployment. It is also intended to assist in raising the standard of skill and efficiency of those who are engaged as operatives in the textile industry in the city. In pursuance of the primary aim, namely, unemployment relief, stress will be laid on the equipment of the industrial worker for the pursuit of a secondary occupation which may be carried on in his own home or in a workshop, when the industry fails to afford employment to the worker. Efforts will be made to furnish remunerative employment to those thrown out of employment owing to fluctuations in the industry to the

extent permitted by the available means and facilities. The secondary occupations will be selected with the object of utilising the idle time of the workers to produce things which may be consumed by the working class in the city and by the mass of people in the surrounding area, as also of meeting the requirements of public bodies. In the list of occupations, drawn up for the purpose, handicrafts will of course predominate. The spinning and weaving industry is of special significance from this stand-point. There will be provision also for some occupations requiring mechanical skill and the use of machinery, for example, turning, moulding, etc.

Basic Idea of the Scheme.- The basic idea of the scheme is that in the course of his normal employment, the industrial worker learns a new job in his spare time so that he will not find himself altogether helpless if and when he loses his place in the industry. The course must be undergone before workers can earn any appreciable amount in the workshop. The object is to avoid hardships which may be occasioned if the course of training has to start after unemployment sets in.

Training Facilities.- The training facilities will be available for those who are already out of employment and the training can be speeded up in their case because the whole of their time can be utilised for this purpose. It is possible to extend opportunities of vocational instruction to boys and girls as well as to adults belonging to the working-class, and to others who may choose to adopt any of these lines as their principal occupation.

(January 1939 issue of the  
Public Information Series  
issued by the Government of  
Bombay). +

Agriculture.

Rural Uplift Work in Bengal: National  
Welfare Units formed. +

A new phase in the rural uplift effort of the Government of Bengal was inaugurated on 2-12-1939 when 13 "National Welfare Units" were despatched to the rural districts of the province.

Each unit consists of a party of five, with an officer-in-charge and ~~of~~ a specially constructed van, drawn by bullocks, containing various helpful exhibits, apparatus for giving cinema lectures, and a medicine chest. The officer-in-charge of each unit has received a short period of training under the Public Health, Agriculture, Veterinary, Industries and Co-operative Departments of the Government of Bengal; with each unit also there is also a doctor and a compounder. A unit will spend at least one week in each locality, and the medical officer will undertake free treatment of such sick villagers as have so far been unable to secure treatment, as well as the compiling of a record of the medical characteristics of the area. The remainder of the staff of each unit is made up of an operator, an assistant operator and the necessary menial establishment.

(The Amrita Bazar Patrika, dated  
4-12-1939). +

## Migration.

### Illicit Skilled Labour Emigration: Government of India promulgates Rules for Greater Control..

There is considerable illicit emigration from Bombay which is one of the main ports of emigration for skilled workers. In 1938, as many as 381 offenders were detected by the Protector of Emigrants, Bombay, who in his latest annual report, draws attention to the dishonest activities of certain passage-brokers, which, he considers, are mainly responsible for this state of affairs. Passage-brokers are often the real offenders and the emigrants are the victims of their misguidance. There is always the danger that employers may, with the help of passage-brokers, evade compliance with the provisions of the law, so that they may not have to pay for the registration and deposit money and may also be absolved of responsibility to any authority for the treatment of their employees. When the law is thus evaded, the emigrant goes out for work abroad without the protection of the Indian Emigration Act, and for whatever treatment comes his way, there is hardly any legal redress from the Protector of Emigrants. New rules designed to prevent such illicit emigration of skilled workers from India and to protect the emigrants from malpractices, have therefore, been promulgated by the Government of India recently.

Compulsory Licensing of Passage Brokers.- The rules which apply, for the present only to Bombay, provide for the compulsory licensing of passage-brokers whose general business is to assist the emigrant to depart from India by booking passages. No person will henceforth be allowed to do the work of a passage-broker unless he possesses a licence issued by the local Protector of Emigrants, authorising him to carry on this work. The Provincial Government which acts as the agent of the Central Government in connection with emigration work, may, however, exempt any shipping company or accredited agent of a shipping company from the provisions of this rule.

Recovery of Cost of Recruitment prohibited.- Recovery of the cost of recruitment from the prospective emigrant by the licensed broker -- a practice of which the illiterate emigrant is often the victim -- is strictly prohibited. The term "cost of recruitment" is intended to cover any commission paid to a licensee, passport fee, doctors' fee, fee for stamping agreements, trade test examination fee and charges for transport from the place of recruitment to the final destination and for subsistence during transport and at places of accommodation. This cost, under the orders of the Government of India, has to be

borne by the recruiting agents or the employers.

Penalty.- Subject to appeal to the Provincial Government, the Protector of Emigrants is empowered to cancel or suspend licences of persons committing breach of the rules.

(Press Note dated 27-12-1939  
issued by the Principal Information Officer, Government of India). +

21st Session of the National Liberal Federation

Allahabad, 27 to 29-12-1939: ★ Resolu-  
tion re. Indian Overseas, etc. +

The 21st session of the National Liberal Federation was held at Allahabad from 27 to 29-12-1939 under the presidentship of Dr. R. P. Paranjpye. In the course of the ~~presidential~~ address, Dr. Paranjpye stressed the need for planning of Indian industries and expressed satisfaction at the setting up of the National Planning Commission by the Congress.

The Conference adopted a number of resolutions of political, social & economic interest; the following is a summary of the more important resolutions bearing on economic and social subjects:

(1) Indians Overseas.— (a) Ceylon. The Federation protested against the Ceylon Government's policy of discrimination against Indians in ~~employment and retrenchment~~ and repatriation of Indians and expressed satisfaction at the Government of India's decision to prohibit emigration of Indians to Ceylon.

(b) South Africa.— The Federation expressed resentment at the continued ~~ill-treatment~~ of Indians in South Africa and the policy of segregation embodied in the Asiatic Land and Trading Act which was adopted in spite of there being no proof that Indians were violating any of the existing statutes, or were resorting to illegal practices and in spite of the Union Government having undertaken under the Cape Town Agreement to treat the Indian community as an integral part of the population of the Union of South Africa and to take steps to improve its position.

(c) Fiji.— The Federation drew the attention of the Government of India to the grievances of Indians of Fiji and urged the appointment of an Agent to the Government of India in Fiji ~~which is necessary~~ to develop better understanding between the Government of India and the Government of Fiji and to enhance the status of the Indian community.

(d) Malaya.— The Federation appreciated the action taken by the Government of India in stopping assisted emigration to Malaya as a protest against the reduction of the wages of Indian labourers employed on plantations and urged it to prohibit all emigration of labour, whether assisted or unassisted, as has been done in the case of Ceylon, in order to protect the rights of Indian labour.

(2) War and Industrial Development.— The Federation urged the Government of India to take steps to encourage and develop all such industries as can be expanded or established on a sound basis during the war or are necessary in the larger interests of the country.

(3) Rural Economic Development.— The Federation advocated measures to secure: (a) the relief of agricultural indebtedness and the adoption of measures to check further fragmentation of holdings and facilitate the consolidation of agricultural holdings; (b) the embodiment in legis-

lative enactments of the main principles of land revenue assessment in provinces where this has not been done; (c) substantial aid in the development of industries, big and small alike; (d) a fiscal and monetary policy wholly in the interests of the country; (e) legislation for the more adequate protection of the labouring classes both in urban and rural areas; (f) the early introduction of free and compulsory elementary education for both boys and girls; and (g) adequate provision for medical relief and the promotion of public health, particularly in rural areas.

(The Leader, dated 29 and  
31-12-1939).+



List of more important Publications received in  
this Office during December, 1939. +

Conditions of Labour.-

Annual Report on the working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September, 1938. Shillong: Printed at the Assam Government Press 1939. Price Re. 1 or ls. 7d.

Enforcement of Conventions.-

Annual Report on the working of the Factories Act, 1934, in the province of Bihar for the year 1938, by Mr. H.M. Rai, Chief Inspector of Factories, Bihar; Superintendent, Government Printing, Bihar, Patna. 1939. Price As. 8/-

Industrial Organisation.-

Report on the working of the Trade Unions Act in Burma during the year ending 31st March 1939. (Received from the Labour Commissioner, Burma, Rangoon).

Economic Conditions.-

Annual Report of the Director of Industries, Bihar, for the year 1937-38; Superintendent, Government Printing, Bihar, Patna. 1939. Price As. 12/-

Public Health.-

- (1) The Opium Smoking Habit in India and Present Position of the Opium Smoking Habit in India Parts I, II and III by Brevet-Colonel, R.N. Chopra and Dr. G.S. Chopra (Reprinted from the Indian Medical Gazette, Volume LXXIII, Nos. 2, 3 and 4, (February, March and April, 1938)).
- (2) The Present Position of Hemp Drug Addiction in India by Brevet-Colonel, R.N. Chopra and Captain Gurbakhsh Singh Chopra. Memoir No.31. July 1939. Indian Medical Research Memoirs. Supplementary Series to the Indian Journal of Medical Research. Published under the authority of and for the Indian Research Fund Association by Thacker, Spink & Co. (1933), Ltd., Calcutta. Price Rs. 4-0-0. or 5s. 4d.

Co-operation.-

- (1) Report on the working of Co-operative Societies in Bihar for the year 1937; Superintendent, Government Printing, Bihar, Patna. 1939. Price Re. 1-13-0.
- (2) Report on the working of the Co-operative Societies in the Central Provinces and Berar for the year ending the 30th June, 1938. Nagpur: Government Printing, C.P. and Berar. 1939. Price Re. 1-8-0.
- (3) Report on the working of the Co-operative Societies in the Baroda State for the year 1937-38. Baroda State Press 1939. Price Re. 1-9-0.

Education.-

- (1) Annual Report of the David Sassoon Industrial School, Matunga, 1937-38 and 1938-39, Bombay. Printed at the Government Central Press. Obtainable from the Superintendent, Government Printing and Stationery, Bombay. Price Anna 1 or 1d.
- (2) Annual Reports of the Industrial School, Yervada, for the years 1937-38 and 1938-39. Bombay: Printed at the Government Central Press.
- (3) Osmania University. Annual Report for the year 1346 Fasli. October, 1936 - October 1937. Prepared by the Pro-Vice-Chancellor. *Hyderabad (Deccan)*.

Agriculture.-

- (1) Annual Report of the Department of Agriculture, Punjab, for the year ending 30th June 1938. Lahore: Printed by the Superintendent, Government Printing, Punjab, 1939. Price Re. 1-4-0.
- (2) Report of the Agricultural Department, Bihar, for the period from the 1st April 1937 to the 31st March, 1938. Superintendent Government Printing, Bihar, Patna. Price Re. 0-10-0.

Miscellaneous.-

- (1) ~~Administration Report of the Jails of the North West Frontier Province for the year 1938. By Col. R.S. Townsend, M.C., M.D., I.C.S., Inspector General of Prisons, North-West Frontier Province. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1939, Price Rs. 4-1-0 or £.0-6-3.~~
- (2) The Central Provinces and Berar Government at work from 1st May to 31st July 1939. Volume II-No.3. Issued by the Publicity Department, Central Provinces and Berar. Nagpur: Government Printing, C.P. and Berar. 1939.
- (3) Government of India, Defence Department, Master-General of the Ordnance Branch. Administrative Report of the Contracts Directorate 1938-39. Published by the Manager of Publications, Delhi. 1939. Price: Annas 12/- or 1s.
- (4) Report on the work of the Indian Posts and Telegraphs Department, 1938-39. Published by the Manager of Publications, Delhi. 1939. Price Annas. 8/- or 9d. +

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