

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

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Report for January 1940.

N.B. Every Section of this Report may be taken out Separately

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National Labour Legislation.

Bengal.

Employment of Children Workshop Rules, 1940.

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.1 Com. dated 2-1-40:
The Calcutta Gazette, Part I, dated
4-1-40, page 13).

Bengal.

Bengal Maternity Benefit Rules, 1940.

The Rules are made under section 14 of the Bengal Maternity Benefit Act, 1939, and relate to the administration of the Act.

(Notification No.4 Com. dated 2-1-40:
The Calcutta Gazette, Part I, dated
4-1-40, pages 14 to 20).

Bengal.

The Bengal Factories (Exemption) Rules, 1940:
Exemption from Hours of Work Provisions.

These Rules relate to the exemption, under certain conditions, of adult male workers employed on urgent repairs from the provisions of section 34 (weekly hours), 35 (weekly holiday), 36 (daily hours), 37 (intervals for rest), 38 (spread over), and 39 and 40 (notice of periods for work, etc.) of the Factories Act. Such exemption is also allowed in the cases of engineer and boiler attendant, employed on despatching or receiving of goods and on continuous processes in certain factories (iron and steel factories, chemical factories, etc.). Certain exemptions from the hours of work provisions are also allowed for adult workers in rice mills, tea and sugar factories, mustard oil and flour mills, and tanneries. No adult worker exempted from the provisions of section 34 (fixing a 54-hour week for perennial and a 60-hour week for seasonal factories), other than adult male workers employed on urgent repairs, shall, however, be allowed to work for more than 66 hours in any week.

(Notification No. 353 Com.
dated 27-1-40: The Calcutta Gazette,
Part I. 1-2-40. pages 247 to 254).

2.

2

Bombay.

Extension of the Bombay Industrial
Disputes Act, 1938.

The Bombay Government has extended the provisions of the Bombay Industrial Disputes Act, 1938, to all concerns using power and employing 20 or more workers which are engaged in spinning, weaving, or knitting wool and/or worsted and in all processes incidental or supplemental to it, as also to all mechanics' shops attached to such concerns.

By another notification the Government has extended the list of "Local areas".

(Notification No.3269/34(a) and (b) dated 11-1-40: The Bombay Government Gazette, Part IV-B, dated 11-1-40, pages 43 to 44).

Bombay.

Panels for constituting Boards of Conciliation
under Bombay Industrial Disputes Act, 1938.

The local Government has published the lists of members of panels representing the interests of employers and workers for the purpose of appointment on Boards of Conciliation set up under the Bombay Industrial Disputes Act.

(Notification No.2847/34 dated 15-1-40: The Bombay Government Gazette, extra-ordinary, Part IV-B, dated 15-1-40. pages 45 to 50).

C.P and Berar.

The Draft C.P. and Berar Motor Vehicles Rules, 1940.

The above are Rules which the C.P. Government proposes making under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 93, 94 and 95 relating to hours of work and periods of rest of motor drivers; these rules are on the lines of the Punjab Motor Vehicles Rules, referred to later in the section: "National Labour Legislation" of this report.

(Notification No. Nil dated 15-1-40: The C.P. and Berar Gazette, Part III, dated 19-1-40, pages 107 to 214).

Delhi.

The Draft Delhi Motor Vehicles Rules, 1940.

The above are Rules which the Chief Commissioner, Delhi, proposes making under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 4.35 and 4.36 relating to hours of work and rest periods of motor drivers. These rules are on the lines of the Punjab Motor Vehicles Rules referred to later in this section of the report.

(Notification No.12 (3)/40 - General dated 18-1-40: The Gazette of India, Part II-A. dated 27-1-40, pages 19 to 170).

Punjab.

The Draft Punjab Motor Vehicles Rules, 1940.

The above are Rules which the Punjab Government proposes making under the Motor Vehicles Act, 1939. Rules Nos 4.40 and 4.41 detail hours of work and periods of rest of motor drivers; they exempt military, fire brigade and ambulance vehicles, as also those used in emergencies arising out of fire, earthquake, flood, pestilence, etc., from the operation of section 65 (1) of the Act regarding hours of work. The rule relating to periods of rest provide that time spent by the driver of a vehicle on work in connection with the vehicle or load carried in it, cannot be counted as an interval of rest; but any time spent by a driver inside a vehicle which is at rest and when he is at liberty to leave it for rest or refreshment is to be reckoned an interval of rest.

(Notification No.10999 - Hg.39/415 dated 4-1-40: Government Gazette, Extraordinary, Punjab, dated 4-1-40, pages 1 to 191).

Punjab.

Deductions from Wages for Amenities and Service allowed.

The Punjab Government has issued a notification under the Payment of Wages Act detailing the amenities and services (supply of grain, cloth and other stores; electric light, water and conservancy service; educational facilities) in respect of which deductions may be made from Wages.

(Notification No.24 I. and L-40/3465 dated 23-1-40: Government Gazette, Punjab, Part I, dated 26-1-40, pages 202 to 203).

Punjab.

Introduction of Punjab Health Insurance Bill opposed:
Government announce Legislation re. Workers' Welfare Fund.

On 18.1.1940 Dr. Satyapal (Congress, Non-Official) sought permission to introduce a Health Insurance Bill in the Punjab Legislative Assembly.

The Minister for Education and Health, Punjab, opposing the introduction of the Bill, announced that legislation designed for the welfare and benefit of workers was now under consideration by the Punjab Government and that it intended to establish for the employees a Welfare Fund which would be administered by a committee of representatives of employers and employees; if it were ultimately decided to undertake health insurance legislation it would be placed before the House.

The House refused permission to introduce the Bill.

(The Hindustan Times dated 19-1-40)

Sind.

Provision of Rooms for Children in Factories.

The Sind Government has published Rules for the provision of rooms in factory premises for the use of children and women workers in factories employing more than 50 women workers.

(Notification No.S.73/55-M/38 dated 18-12-39: The Sind Government Gazette, Part IV-A, dated 11-1-1939, pages 58 to 59).

Sind.

The Sind Trade Unions Regulations, 1927.

The above Regulations adapt the Bombay Trade Unions Regulations, 1927, for application to Sind Province.

(Notification No.108-M/38 dated 8-1-40: The Sind Government Gazette, Part IV-A, dated 18-1-40, pages 67 to 68).

Burma.

The Draft Boilers² (Amendment) Bill, 1940.

The Burma Government proposes to introduce in the forthcoming session of the local Legislature a Bill to amend the Boilers Act as regards steam-pipes and feed-pipes. The Statement of objects and reasons appended to the Bill points out that the modern steam generating plant now in use in Burma includes many fittings, such as economisers, feed heaters, etc., for which no control has been provided in the Boilers Act, 1921. As the

Law now stands, an inspector of Boilers cannot pass orders on 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 20-1-40, pages 3 and 4).+

Labour Ministers' Conference.

A Conference of Labour Ministers was held at the Imperial Secretariat, New Delhi, on the 22nd and 23rd January, 1940, with the Honourable Sir A. Ramaswami Mudaliar, Labour Member of the Government of India, in the chair. Eight out of eleven provinces of India had sent Delegations, the absentees being the North-West Frontier Province, Sind and Orissa; and in those provinces in which the Ministries have gone out of office, the place of the Labour Minister was taken by the Governor's Adviser, ^{or, as was the case in Bihar, by a Secretariat Official} Three Indian States were also represented, Baroda and Gwalior by Ministers and Mysore by an Observer. The Director of this Office also attended the Conference as an Observer.

It may be mentioned that the Delegation of the Government of India included Sir Andrew Clow, who has been closely connected with labour administration and legislation in the Government of India for a long time.

In his opening address, the Chairman stressed the need for the co-ordination of labour legislation between the various provinces and States of India. Divergence in this matter had become a problem even before the inauguration of the Provincial Autonomy part of the Government of India Act of 1935; and it has become even more serious after that part of the Act came into force. Industrialists at various conferences had suggested co-ordination, but it was not merely or purely from the employers' standpoint that some basic co-ordination of conditions relating to labour was necessary; it was equally necessary from the point of view of labour itself, since unco-ordinated labour laws and unequal labour conditions tend to depress conditions of labour all over rather than to advance them. The unfortunate results of the present system have been the migration of labour from one area to another and the development of industries in the areas which are not normally suited for them. These are not circumstances which ensure a just and fair development of ~~the~~ industrial resources or assure fair conditions of labour.

The Royal Commission on Labour in India had suggested the formation of an Industrial Council to bring about such co-ordination, but the Government of India held the view that the establishment of such a Council was somewhat premature at this stage. An Industrial Council was a means to an end rather than an end in itself, and the course for India to follow was not so much the establishment of a specific frame-work or organisation in the hope that it would produce co-ordination, as the provision of opportunities which would foster and encourage the spirit of co-ordination.

There was an apprehension that co-ordination might result in a levelling down rather than a levelling up, but that was not the idea of co-ordination. Nor did co-ordination mean mechanical uniformity in wages or other matters.

In conclusion he said: "This is the first Conference of the kind where an attempt is being made to see how far the pooling of

resources and experience of the various Provincial Governments and States will be useful in co-ordinating labour legislation. If I may pause for a moment to digress, I would like to refer to an institution which has been doing important work all over the world in levelling up conditions of labour, not merely in the matter of increase of wages but also for the greater happiness and smoother and more peaceful working of industrial organisations. I refer to the International Labour Organisation. Many things have been said about Geneva and the activities of those who gather there. I have myself had the privilege of attending these conferences more than once and whatever may be said of other activities, I think Governments all over the world, employers' organisations and particularly labour organisations must be, and I hope, are thankful to the activities of the International Labour Organisation at Geneva that has done a great deal towards promoting better conditions of labour, and towards bringing about a greater realisation of the responsibilities of Government and of employers towards labour. The International Labour Office tries to set up from time to time a certain norm or level to which various Governments may approximate. The experience of the International Labour Office may perhaps serve as a guide to us for a conference of this kind. One of the main purposes of the I.L.O. is the elimination of unfair industrial competition and the adoption of humane conditions of labour. If, on the analogy of the I.L.O., this Conference is able to point out the way for a co-ordinated advance in labour matters both in the provinces and in the Indian States, we shall certainly be furthering that consolidation of India into a cohesive economic unit which is as much our goal as its ~~consolidation into one social or political unit.~~"

The decisions arrived at by the Conference are briefly indicated below:-

(1) Prevention and Settlement of Industrial Disputes.-

- (a) An advance was desirable for the country as a whole on the Central Act of 1929 as amended up-to-date.
- (b) The Central Government should, therefore, re-enact the measure with suitable changes; this enactment may serve as a norm for adoption by Provinces and States. This enactment should enable the Governments of the Provinces concerned to make such rules as may be necessary to adjust Central legislation to their needs.
- (c) Provincial Governments enacting legislation of their own should exempt Central Government undertakings from the scope of such legislation.

(2) Holidays with Pay.- The Conference approved the principle of paid holidays for the workers in organised industries and considered that Central legislation was desirable.

(3) Industrial Housing.- After an exchange of views among the delegates present, it was agreed that the main obstacle to taking up a programme of industrial housing was finance, and that in the circumstances the Provincial Governments should encourage those employers who had already commenced housing programmes to continue their policy, and induce the other employers also to adopt a similar policy. Provincial experiences should be pooled as regards the type of housing needed, so as to enable each Province to find out what was the type most suited to its requirements, and the financial capacity of those taking up the scheme.

(4) Collection of Statistics concerning Labour and Industry.- The Conference decided that the collection of such statistics was desirable and that it was essential to insist on uniformity. Compulsory legislation was needed for the purpose, which may be adopted by the Central Government. In order to make the scheme workable, it was advisable to begin with a modest questionnaire dealing with the main industries.

(5) Extension of Legislation to Labour employed in Commercial Establishments and Shops.- The Conference accepted Sir Andrew Clow's suggestion that the compulsory closing of shops one day a week was preferable to any limitation of hours; it took note of the Bombay Act and the Bengal, Punjab and U.P. Bills on the subject and decided to review the whole situation at the next Conference.

(6) Hours of Night-Shift Work.- As the problem bristled with difficulties, it was ~~left~~ left over for future consideration.

(7) Sickness Insurance.- On the proposal of the Delegate of the U.P. Government, the Conference agreed that it was desirable to take up the serious study of this question immediately, that compulsion was essential, and that the Government of India should enquire from trade unions and employers' associations how far the workers and employers were willing to contribute to such a scheme.

(8) Amendment of the Payment of Wages Act.- In view of the many difficulties in the way of the smooth functioning of the Act, the Conference resolved that a comprehensive revision of the Act was needed, and that the Provincial Governments should indicate to the Government of India the amendments they desired to be incorporated in the Act.

(9) Amendment of Section 5 of the Factories Act.- The Central Provinces Government had pointed out certain defects in Section 5 (1) of the Act, empowering the Provincial Governments to declare by notification any place wherein a manufacturing process is carried on whether with or without the aid of power and wherein on any one day of the twelve months preceding the notification, ten or more workers were ~~were~~ employed, to be a factory for all or any of the purposes of the Act. The question was whether Section 5 (1) was devised for ad hoc purposes or for general application. The Conference remitted this question for further consideration by the Provincial Governments in the light of the observations made by the representatives of the C.P. and Bombay Governments.

(10) Delegation of Powers to Provincial Governments regarding Trade Unions whose objects are not confined to one Province.- The Conference decided that such delegation was desirable.

(11) Recognition of Trade Unions.- The Central Provinces Government had raised a series of issues regarding the recognition of registered trade unions, and the Conference decided that the memorandum of the C.P. Government on the subject should be circulated to all the Provincial Governments for their views, and that the question should be taken up at the next Conference.

(12) Future sessions of the Conference.- The Conference expressed the opinion that it was desirable to convoke similar conferences periodically, and the Chairman said that he hoped to convene the next Conference in January, 1941.

9

Conditions of Work.

(a) Hours of Work, Rest and Holidays.

Working of Hours of Employment Rules on Railways: Allegations
of Grave Breaches.

Attention is directed to an article reviewing the working of the Hours of Employment Rules, 1931, on Indian Railways generally, and more particularly, in the North Western Railway, published in the issue dated 15-1-1940 of the Railway Herald, Karachi, in the course of which a number of charges are made against the railway authorities in respect of the lax manner in which the Regulations are applied, the irregular classification of "continuous" workers as "intermittent" workers, the unduly long hours worked by "running" staff, and the ineffective supervision exercised by the Supervisor of Railway Labour and the inspection staff. The main points raised in the article are detailed below (a cutting of the article is included in the section "Conditions of Work: Hours of Work" of the January batch of cuttings, and reference may be made to it for further particulars)

Spirit of Hours of Work Convention not observed: In 1930 when the Washington and Geneva Conventions of hours of work and weekly rest were sought to be implemented so far as Indian railways were concerned by amending the Indian Railway Act, 1890, and fixing 60 hours a week for continuous workers and 84 hours a week for intermittent workers, Government had held out hopes that an early opportunity would be taken to further reduce the hours of continuous workers. Far from trying to fulfil this promise, the Railway Board has condoned increased ~~in~~ hours of work. The article asserts that there is a strong case for reducing hours of continuous workers to 48 in the week, as also for reducing duty hours for night workers, as is done in the case of telegraph operators in Government telegraph offices.

Classification of "Continuous" Workers as "Intermittent" Workers:- Another charge made is that cases are on the increase in which "continuous" workers are systematically classed as "intermittent" workers. The power to declare that the employment of a railway servant is essentially intermittent vests in the head of a Railway. In most cases, however, Divisional Officers recommend such changes, which are agreed to without any enquiry by the headquarters office. The article cites Assistant Station Masters, luggage porters, hump-yard staff, etc., as categories of "continuous" workers classed arbitrarily as "intermittent" staff. It further points out that while there are several safeguards against the irregular classification of employees as essentially intermittent, these safeguards are observed in the breach rather than in their compliance, and says: "No such conditions have been satisfied. Duty rosters have been drawn up on paper and no more. We have referred some such cases to the Supervisor of Railway Labour. The pity is that the Supervisor of Railway Labour has never taken statutory action against railway administrations".

Essentially "intermittent" Workers.- The article points out that the Royal Commission on Labour had recommended that the general lines of classification of essentially intermittent workers should be settled after consultations with the workers concerned and asserts that no such consultations have been held.

Rest Periods and Leave of "intermittent" Workers.- The article says that at present there is no strict provision for rest periods of essentially intermittent workers, though the Royal Commission on Labour had recommended that the Railway Board should reconsider the practicability of reducing the hours for intermittent workers and of giving days of absence at reasonable intervals where weekly rest days cannot be given, and urges that, since these workers have more hours of work than continuous workers and are denied a weekly rest day, they should be given at least one day off during the month. Further, it is alleged that though the General Manager of the North Western Railway had notified that the leave applications of intermittent workers should be given special consideration, no leave-granting officer has as yet done so.

Overtime Pay and Compensatory Leave.- The question of overtime and grant of compensatory periods of rest is another point dealt with. It is alleged that at most of the stations on the North Western Railway the employees put in extra labour, but are not given overtime slips for various reasons. The officials feel annoyed when employees claim overtime, and, therefore, the general practice has been not to claim and give any overtime. It is also pointed out that, in his report for 1938-39, the Supervisor of Railway Labour admits the existence of these conditions, but is disposed to pass it off lightly.

Plight of Running Staff.- Certain staff (running staff - drivers, guards, etc.; sweepers, gatemen, etc.) are exempted from the Hours of Employment Rules, and their case is rendered hard as they are made to work for unduly long hours. According to the article, there are cases where drivers have been made to work even for 24 hours at a stretch.

Perfunctory Inspections by Supervisor of Railway Labour.- Finally, the article points out that inspections by the Supervisor of Railway Labour and his staff are not very satisfactory, the Inspectors number only 17 for the whole of India, and they have no statutory power to prosecute a railway administration, the Supervisor of Railway Labour being the only authority empowered to prosecute. It is urged that Inspectors should be invested with statutory powers to prosecute erring railway administrations. +

11

Limitation of Hours of Work of Motor Vehicle Drivers:

Burma Committee for Co-ordination
of Road and Rail Transport..

Limitation of hours of work of drivers of motor vehicles is one of the principal terms of reference of a Committee, with the Hon'ble U Ba Pe, Minister of Home Affairs, as Chairman, appointed by the Government of Burma to go into the many problems, principally, the need for co-ordination of road and rail transport services, occasioned by the rapid growth of road traffic in the country. Other important terms of reference include:

- (a) Avoidance of uneconomic competition, if any, between rail and road transport;
- (b) the most advantageous use, in the interest of the public, of the existing transport services;
- (c) limitation by permits of road services competing uneconomically with each other and with the Railway;
- (d) regulation of transport and passenger vehicles with a view to the safety, comfort, and convenience of passengers and the public using the roads.

U. Sein Tun, Under Secretary, Department of Agriculture and Forests, is the Secretary of the Committee.

(Page 1614, Supplement to the
Burma Gazette, dated 30-12-1939)..

Resolutions Re. Women's Work adopted at 14th All-
India Women's Conference, Allahabad. 27 to 31-1-40..

For resolutions relating to conditions of women's work (maternity benefit schemes, special legislation re night work and dangerous labour, exploitation of women in unregulated factories, women in agricultural work and home industries, vocational training, minimum wage) adopted by the 14th All-India Women's Conference, vide item: "14th All-India Women's Conference" given in Section: "Organisation, Congresses, etc. - Miscellaneous" of this report. A resolution urging prohibition of child labour and for compulsory education of children up to 14 years was also adopted by the Conference..

Industrial Health and Safety.Provision of Vacuum Stripping Arrangements in Card Rooms of Mills:
Results of Investigations by Millowners' Association, Bombay.

In April 1939, the attention of the Committee of the Millowners' Association, Bombay, was drawn to a resolution passed by the Bombay Municipal Corporation calling the attention of the Association and Government to the prevailing danger to the health of operatives employed in carding departments in textile mills and requesting Government to consider the desirability of compelling millowners to instal vacuum stripping system such as was being adopted in all civilized countries or to take such other measures with a view to protecting operatives from the danger of inhaling dust and fluff. The Committee of the Millowners' Association pointed out that vacuum stripping arrangement has not been insisted on in any country and that, apart from the question of expense, this device had not yet been proved to have been an unqualified mechanical success. It was also understood that in cases where it was already in existence, it had failed to bring about any substantial improvement in working conditions. In conveying these views to the Municipality, the Committee indicated that investigations were being made by a special sub-committee to ascertain how the object could best be attained.

In pursuance of this undertaking, exhaustive experiments were conducted by individual members of the Labour and Technical Advisory (Managers) Sub-Committee of the Association in their own mills over a period of three months with various types of masks, and an examination of the results of these tests appeared to indicate that each type of mask had its own merits and demerits. The Sub-Committee finally recommended that a practical solution of the problem in mills in which the workers objected to wearing Marindale and other types of protective masks would be to make available, free of charge, to men working in particularly dusty occupations strips of sterilized lint and bandage cloth cut into lengths which would enable them to be tied at the back of the head. If such strips were used, provision would be made for changes on alternate days, and precaution would also be taken to ensure that workers did not use other workers' masks. This proposal has recently been approved by the Committee of the Association, and in conveying their decision to the Commissioner of Labour, the Committee pointed out that the use of such devices would, to a great extent, ~~depend~~ depend upon the operatives' voluntary efforts, as compulsion in such matters by employers might easily be misunderstood.

(Excerpts from the Proceedings
of the Committee of the Mill-
owners' Association, Bombay,
for June and December, 1939).

14

Silicosis Incidence among Mysore Workers :
Compensation Rules framed by Government.

A special committee of doctors appointed by the Government of Mysore to inquire into the health conditions of labourers engaged in the gold mining, porcelain and pottery industries and in foundries and metal works has reported that workers in these industries succumb in large numbers to silicosis. The Government of Mysore has now framed rules safeguarding the interests relating to compensation of the labourers concerned.

(The Times of India 30-1-1940).+

Inspection.

Conditions of Work in Mines of Central
Provinces and Berar, 1938.*

Number of Mines and Workers.— The total number of working mines at the commencement of the year was 140 (as against 117 in 1937) out of which, 18 manganese mines were closed at the end of the year. The improvement in manganese trade in 1937 continued during the greater part of the year under review, but received a set-back towards the close of the year with the result that of the 22 new mines opened at the beginning of the year 18 had to cease operations. The small boom of the previous year in coal industry maintained itself and new mines started work in Yeotmal and Chhindwara. In limestone quarries, however, there was a decrease in the number of labourers due to the amalgamation of three cement factories in the Jubbulpore district into the Associated Cement Companies, Limited, Bombay. The net result of these conflicting forces was reflected in an increase of about 9 per cent in the total volume of labour employed in mining.

Hours of Work.— The hours of employment both on surface and underground workings varied from 7 to 9 hours. Employment of women underground was altogether prohibited. No case of employment of children under 15 years of age came to notice.

Inspection.— Most of the mines were inspected by the District Magistrates. The Civil Surgeons, Bhandara, Balaghat, Chhindwara, and the Assistant Surgeon, Betul, inspected the sanitary conditions of some of the important mines and gave necessary instructions to the management.

Wages.— The general prosperity of mining industry had no appreciable effect on wages which continued to be substantially at the same level as in the previous year. The average daily earnings of male labourers employed in coal mines ranged from 4 annas to Rs. 1-9-0 for surface work and from 5 annas to Rs. 1-8-0 for underground work, while women labourers earned on an average from 3 annas to 5 annas. In manganese and other mines unskilled male labourers earned on an average from Rs. 0-2-5 to Rs. 0-9-0 and women from Rs. 0-2-0 to Rs. 0-5-0, while skilled labourers earned from 5 annas to Rs. 1-10-9.

* Annual Review on the District Reports on Working of the Indian Mines Act, 1923 (IV of 1923) in the Central Provinces and Berar for the year ending the 31st December, 1938. Nagpur: Government Printing, C.P and Berar 1939. Price annas five. pp. 7.

Wages.Minimum Wages of 5 annas per day in Sugar
Factories: U.P. Government's Decision. +

The Government of ^{the} United Provinces has announced in a press communique dated 22-1-40 its considered opinion that the payment of a daily wage of 5 annas in the sugar factories of the province is a fair minimum, and that, therefore, the sugar factories of the province should accept it as a minimum wage for their employees. If the suggestion is not acted upon, the Government intends to exercise the powers vested in it under the Sugar Factories Control Act, to prescribe conditions of labour in sugar factories. At present, the minimum wage of 5 annas per day is granted only in a limited number of sugar factories.

(Press communique No.373-S/XII-C
dated 22-1-1940 published at
page 57, Part I, U.P. Gazette
dated 27-1-1940).r

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Industrial Disputes.

Industrial Disputes in British India during the
Quarter ending 30-9-1939. +

According to a press note, recently issued by the Department of Labour of the Government of India on industrial disputes in British India during the quarter ending 30-9-1939, the total number of strikes during the period was 112 and the total number of workers involved was 98,229 as compared with 109 strikes, involving 94,804 workers during the preceeding quarter. The total number of working days lost during the quarter was 1,785,860 as compared with 1,579,719 during the preceeding quarter. In all, cotton textile mills and jute mills accounted for 43.7 per cent of the strikes, 53.8 per cent of the workers involved and 44.2 per cent of the total loss of working days.

Provincial Disputes. - During the period under review, there were 44 disputes in Bengal involving 48,701 workers and entailing a loss of 559,006 working days. Next comes Bombay with 25 disputes involving 4,566 workers and entailing a loss of 35,916 working days; the United Provinces with 10 disputes involving 19,099 workers and entailing a loss of 470,115 working days; Assam with 9 disputes involving 14,039 workers and entailing a loss of 572,792 working days; Punjab with 7 disputes involving 464 workers and entailing a loss of 2,058 working days; the Central Provinces and Berar and Madras each with 6 disputes involving 3,070 and 2,361 workers and entailing losses of 81,511 and 16,813 working days respectively; Bihar with 4 disputes involving 4,429 workers and entailing a loss of 46,149 working days; and Sind with 1 dispute involving 1,500 workers and entailing a loss of 1,500 working days.

Classification by Industries. - Classified according to industries, there were 38 disputes in cotton and woollen industries involving 23,527 workers and entailing a loss of 494,132 working days; 11 in jute mills involving 29,348 workers and entailing a loss of 295,866 working days; 6 in engineering workshops involving 5,323 workers and entailing a loss of 44,016 working days; 1 in railway (including railway workshops) involving 240 workers and entailing a loss of 240 working days. In all other industries together there were 56 disputes involving 39,791 workers and entailing a loss of 951,606 working days. There were no disputes in mines during the period under review.

Causes and Results of Strikes. - Of the 112 disputes, 52 were due to questions of wages, 26 to those of personnel, 3 to those of leave and hours of work, and 31 to other causes. In 17 cases the workers were fully successful, in 43 partially successful and in 44 unsuccessful; 8 disputes were in progress on 30-9-1939. +

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Conciliation in Labour Disputes:
Working of the Trade Disputes Act, in 1938.

According to a Press Note dated 18-1-1940 issued by the Labour Department of the Government of India on the working of the Trade Disputes Act, 1929, during the year 1938, 6 of the 399 industrial disputes in India during the year were referred to Boards of Conciliation, and one to the Labour Conciliation Officer (Railways) for settlement. Courts of Enquiry were constituted in five cases.

Madras.— In Madras, a Board of Conciliation appointed at the instance of the Madras Labour Union ended unsuccessfully as the workmen refused to accept the findings of the Board. The controversy that followed brought matters to a crisis, leading to the closure of the mills, and the Company finally decided to go into voluntary liquidation. On the other hand, the recommendations and findings of four Courts of Enquiry constituted during the year in the Province had been accepted, in one case with recommendations of the Provincial Government, based on further investigations by the local Commissioner of Labour regarding the standard rates of wages. The findings of the courts were favourable to the workers in two cases, and partly in their favour and partly against them in the other two.

Bihar.— In Bihar, Conciliation Boards were appointed in three cases, in two of which the initiative came from the Provincial Government and in the third from the employers. The Boards were successful in all the three cases in achieving settlements acceptable to all parties.

Bengal.— Out of four applications received for action under the Trade Disputes Act, the Government of Bengal accepted two, appointing in one case a Board of Conciliation, and in the other referring the dispute to the Conciliation Officer (Railway) for settlement. The Provincial Government, of its own motion, also appointed a Board of Conciliation in another case. Of the two cases in which Boards of Conciliation were appointed, in one of the workmen were unable to agree among themselves about the findings of the Conciliation Board, and, after a time, drifted back unconditionally to work, and in the other the Provincial Government referred the recommendations of the Board to the parties for consideration.

Assam.— As strike and lock-outs were apprehended, at the instance of the Assam Oil Company Limited, the Government of Assam constituted a Court of Enquiry to go into the dispute between the Company and the labour union and other non-union employees of the company. The findings of the court have been published together with the recommendations of the Provincial Government. A Conciliation Board and an Enquiry Committee were thereafter appointed by the Government of Assam in July 1939 to examine the whole course of the strike which had been declared. The reports of the Board and the Committee have been published and the Provincial Government has issued a resolution on the Reports. The strike has since ended and the labourers have returned to work.

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Those of them for whom no work was available have been repatriated and given railway fares and a bonus of Rs. 15/- per head. Their Provident Fund accumulations are also being remitted to their bonus.

Bombay.- In Bombay there was one application from an employees' union for the appointment of a Board of Conciliation which was not disposed of by the end of the year.

Other Provinces.- No application was received for the appointment of a Court of Enquiry or a Board of Conciliation in the Punjab, the Central Provinces and Berar, the North-West Frontier Province, the United Provinces, Sind, Orissa, Baluchistan, Coorg, Ajmer-Marwara and Delhi.

Private Settlement in Sind.- It is noteworthy that in the 24 disputes that arose in Sind, settlements were achieved by the parties themselves in 17, while the remaining seven were referred to arbitration privately.

Government Arbitration in C.P.- In the Central Provinces and Berar the strikes and lock-outs in industrial centres such as Nagpur, Jubbulpore and Hinganghat were settled mainly through Government intervention, without recourse to the provisions of the Act.

Statistics of Disputes in 1938.- There were in 1938, 399 industrial disputes in British India, involving 401,000 workers. In 212 of the strikes, the chief demand related to wages or bonuses. The number of strikes in which workmen were successful in gaining concessions, was 181.

General.

Conditions of Work of Municipal Sweepers :

Recommendations of C.P. Enquiry Committee.*

A Committee, with Mr. A.V. Thakkar (Member, Servants of India Society and General Secretary, Harijan Sevak Sangh) as Chairman, was appointed some time back by the Government of the Central Provinces to examine the conditions of work of sweepers employed by the municipalities of the province (vide our September 1938 report, page 11). The main findings of the report which has recently been submitted, are summarised below:

Numerical Strength and Conditions of Life.- 70 municipal committees ministering to the civic needs of a population of 1,362,835 souls, and 15 notified area committees doing similar duty in respect of a population of 92,255 souls, employ nearly 6,500 sweepers in the province. Large families, due mainly to early marriage, are the rule. In most cases more than the member, or one pair of sweepers, work in a municipal committee from each family. On an average each of the 6,500 sweepers have a family of 2.5 children, which means that the lives of about 22,750 persons are affected by the good or bad conditions of service in the municipal committees. The bulk of the municipal sweepers are employed in cleaning public and private latrines, sweeping roads and cleaning drains, while a small number is engaged in driving night-soil and refuse carts, in trenching night-soil, or dumping and levelling refuse. In a few municipalities a limited number of sweepers are employed in special gangs for anti-malaria work and cleaning market places. The following are the principal recommendations of the Committee.

Hours of Work, Extra Work, etc.- The actual hours of work in the morning and afternoon are fair, but should be regularised so as not to exceed 5 to 6 hours in the morning and 3 to 2 hours in the afternoon, or 8 hours in the whole day. The byelaws which at present prescribe 10 or 11 hours of duty are not suitable and should be amended accordingly. It should be seen that the scheduled work is carried out strictly; extra work or work of absentees should be evenly distributed. In all municipalities and particularly in the major municipalities, provision should be made for leave vacancies by the appointment of at least 5 per cent of the staff as reserve for absentees.

* Government of the Central Provinces and Berar, Local Self-Government Department. Report of the Committee appointed to examine the Wages and Conditions of Work of Sweepers in Municipal and Notified Area Committees in the Central Provinces and Berar. Nagpur: Government Printing, C.P. and Berar 1939. Price Rs.1/-.. pp.86.

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Holidays.- All Sunday, bazar day and festival day afternoons, should be treated as official holidays, and sweepers should be called to work on these afternoons, only in cases of grave emergency.

Prevention of Bribery, Bestting, Indebtedness, etc.- Jamadars and havaldars should not be allowed to make cash payments to sweepers. The cashier or pay clerk should make all such payments in the immediate presence and direct control of a responsible officer. The pay-slip system should be introduced in all big municipalities or wherever possible and entries on the slip should be written in ^{the} local language, showing the salary and deductions for the month, if any. The presence of moneylenders in the vicinity of municipal premises at the time of payment of wages should be prevented by the use of the Central Provinces Protection of Debtors Act, 1937. The present practice, obtaining in some municipal committees, of making repayments to co-operative credit societies from the sweeper members' wages on behalf of those who have borrowed money from such societies is recommended to other municipal committees.

Security of Tenure.- The services of sweepers should be made permanent after a probationary period which should not exceed three years.

Leave with Pay.- As regards leave with pay, gratuity, or provident fund, sweepers should be placed exactly on the same footing as other permanent servants under municipal or notified area committees. Grant of leave is discretionary with the municipal committee, but ordinarily each sweeper should be allowed at least a half-holiday every week. In the course of a year, a sweeper should be allowed casual leave for not less than seven days. Sick leave on medical certificate from a qualified doctor should be granted for a period of one month in the course of a year, half of the period on full pay and the remaining half on half-pay. Maternity leave should be granted for a period of six weeks, two of which may be before delivery and four weeks after.

Minimum Wage.- Four annas per day per head would constitute the minimum living wage. While it is desirable to lay down a minimum wage, it is not feasible to fix a minimum for the sweepers for the whole of the province or for sweepers working under groups of municipal committees; however, a properly chosen time-scale should be introduced without any loss of time.

Fines.- Though the infliction of fines is open to abuse, fining is necessary for the maintenance of efficiency and discipline. To ensure a check on abuses, the legitimate purposes of fining should be defined by municipal authorities and sweepers should be allowed to put their cases in appeal before higher authorities.

Provident Fund and Gratuity.- Sweepers should be granted the privileges of provident fund. Contribution to the provident fund by sweepers should be equivalent to that made by the municipal committees. In addition, a gratuity may be given, particularly in cases where, due to an accident during service, a sweeper has

been disabled permanently or for a long time from earning his livelihood.

Housing.- Provision of houses for sweepers must be made obligatory on all municipal and notified area committees, the Government should provide nazul land, wherever available, free of premium and rent, for building sweepers' houses; where nazul land is not available, it should be the duty of the Committee to acquire land either under the Land Acquisition Act or through private negotiations. Each municipality should draw up a housing scheme for its employees, which should be completed within 5 to 15 years according to resources. It is the duty of the Government to provide, to the extent of 50 per cent of the total expenditure suitable grants for housing schemes.

Welfare Work.- The appointment of a competent Welfare Officer under, or, if possible, independent of, the Health Officer is necessary in bigger municipalities. His duties are : (i) to improve the existing condition of sweepers in general and obtain greater security of service for them; (ii) to improve the standard of living and suggest better housing conditions; (iii) to take steps to reduce indebtedness and organise co-operative credit societies; (iv) to eradicate the drink habit and other social evils; (v) to encourage the spread of education; (vi) to provide suitable medical aid, maternity and child welfare facilities etc., and (vii) to arrange recreational facilities.

(A copy of the Report reviewed above was sent to Geneva with this Office's minute: D1/45/40 dated 12-1-1940).+

Effect of Protective Duties on Indian Industries:
The Burden of the Indian Tariff.*

"The relative significance of goods of general consumption has diminished, both in their relation to imports and in their contribution to import duty. The imports of raw materials and capital goods have become more important, while luxuries have maintained a more or less stable position." This is the broad conclusion reached in a study on the burden of the Indian tariff issued recently by the Office of the Economic Adviser to the Government of India to meet the wide-spread and growing demand for information about the problems of tax-burden associated with the various classes of duties imposed by the Indian tariff. The period selected for study is the ten-year period from 1926-27 to 1936-37, beginning from a normal year after the war and before the depression and ending with the last year of the association of Burma with India. In view of the separation of Burma, the figures in future years will not be comparable with those of this decennial period, and hence the figures for 1937-38, the first year after the separation, are separately examined. One chapter of the paper deals with the relative significance to revenue of different duties while another examines the burden imposed on imports. In a third chapter, the effects of the separation of Burma are reviewed and a fourth sums up the general tendencies that are brought to light. Below is given a brief summary of the main conclusions reached in the study:

Classification of Import Duties and Imports.- The study analyses the figures of import duty with a view to discovering the relative contribution to revenue of different import duties and to estimating the burden on imports thereby imposed. The rates of duties are related either to the volume of imports or to the value of imports, or to both, and this leads to a classification of import duties into Specific Duties, Ad Valorem Duties and Mixed Duties, respectively. Imports are classified into Consumption Goods, Raw Materials and Capital Goods, thereby distinguishing the different roles they play in the productive process. Consumption

* Studies in Indian Economics issued by the Office of the Economic Adviser. First Series: Aspects of the Indian Tariff. No.1 The Burden of the Indian Tariff by T.E.Gregory, D.Sc.(Econ.) and W.R.Natu, B.Sc. (Econ.). Published by the Manager of Publications, Delhi. 1939. Price annas 6 or 7d. pp.48

Goods enter into the consumption of widely different income groups in society and hence they have been further classified into Goods of General Consumption and Luxury Goods.

Amount of Import Duty.— The table below gives the yield realised from the different classes of duty for the period 1926-27 to 1937-38.

Amount of Import Duty
(Rupees in hundred thousands)

Excluding duty collected on Silver Bullion and Sheets and on Government Stores				
Year	Yield of Specific duties a Rs.	Yield of Mixed duties b Rs.	Yield of Ad Valorem duties Rs.	Total duty a+b+c Rs.
1926-27	13,49	5,34	22,20	41,03
1927-28	13,34	5,91	22,04	41,29
1928-29	14,98	5,57	21,72	42,27
1929-30	15,76	5,08	21,23	42,07
1930-31	16,88	5,11	14,68	36,67
1931-32	15,45	4,37	17,74	37,56
1932-33	14,92	5,45	24,40	44,77
1933-34	11,29	5,88	21,01	38,18
1934-35	10,38	9,03	21,36	40,77
1935-36	10,08	9,16	21,65	40,89
1936-37	7,81	9,05	20,67	37,53
1937-38	13,52	8,89	21,49	43,90

Group Distribution of Import Duty.— The table below shows the group distribution of import duty during the period 1926-27 to 1937-38;—

Group Distribution of Import Duty
(Rupees in hundred thousands)

Year	Goods of General Consumption	Luxury Goods	Raw Materials	Capital Goods	Total
1926-27	18,06	13,71	3,28	5,98	41,03
1927-28	17,64	14,20	3,18	6,27	41,29
1928-29	18,66	14,20	3,69	5,72	42,27
1929-30	19,46	14,16	3,27	5,18	42,07
1930-31	19,23	11,03	2,55	3,86	36,67
1931-32	9,52	20,21	3,70	4,13	37,56
1932-33	12,61	21,67	5,47	5,02	44,77
1933-34	10,50	18,17	4,49	5,02	38,18
1934-35	12,07	18,06	5,15	5,49	40,77
1935-36	12,67	16,92	5,32	5,98	40,89
1936-37	12,26	14,09	5,55	5,63	37,53
1937-38	12,48	14,11	10,65	6,66	43,90

Changing Trends. - The conclusion drawn from the figures is that there has been a general change in the relative order of significance of these different groups of imports, from the point of their contribution to total import revenue. The balance has shifted away from Goods of General Consumption to Raw Materials of Industry and Luxury Goods. The position of Capital Goods has remained unchanged. The following details elucidate the position further:-

General Consumption Goods. - Articles of General Consumption contributed 44 per cent. of total import revenue in 1926-27, and in 1930-31 this proportion was as high as 52 per cent. Since then the percentage fell till in 1936-37 it was only 33 per cent. The chief source of revenue under this head which has gone dry is sugar, which since 1931-32 has not been included in this group at all. The imports of sugar were halved in that year and whatever sugar was imported was of ^{higher} finer quality required for luxury consumers. Another item which is dwindling ~~in~~ in significance is cotton piecegoods. In 1936-37, it yielded about Rs.14.7 million less than in 1926-27. This loss, however, has been made good by artificial silk piecegoods which yielded Rs.18.2 million in 1936-37. The fall in the customs revenue on cotton piecegoods and sugar is an indication of the expansion of these industries within the country under the influence of a protective policy.

Luxury Goods. - The contribution of Luxury Goods was 33 per cent. in 1926-27 and 30 per cent. in 1930-31. In 1931-32, the contribution rose to 54 per cent., because of the ~~net~~ yield from sugar (which has been transferred for purposes of definition to the Luxury Group dating from that year), which was as much as Rs.80 million in spite of a severe reduction in the quantity of the imports. The imports of sugar had fallen in 1931-32 to nearly half their volume in the previous year and went on falling further still in subsequent years. Most of the sugar necessary for general consumption has been produced within the country since 1931-32 and imports were restricted to ~~fine~~ varieties required by the richer classes.

Raw Materials of Industry. - Raw Materials of Industry contributed about 8 per cent. of the total import revenue from 1926-27 to 1930-31. In 1931-32, this proportion went up to 10 per cent. and was 15 per cent. in 1936-37. With growing industrialization within the country, the yield of most of the items included in this group shows a rise. The yield of silk yarn has doubled while that of artificial silk yarn has multiplied five times. The yield of mineral, animal and essential oils as well as un-manufactured tobacco has increased largely. New duties have been imposed on raw cotton and wood pulp which were hitherto imported free and the duty on raw cotton, in particular, has been very productive, its yield amounting to Rs.4.5 million in 1936-37.

Capital Goods. - The Contribution of Capital Goods was maintained in 1936-37 at 15 per cent. which was the level in 1926-27. The level was, however, not constant throughout the period. It had fallen gradually to 11 per cent. in 1932-33 and recovered only thereafter. The major part of this fall has been under iron and steel, which yielded only about Rs.1.46 .

million in 1932-33, instead of Rs. 32.8 million in 1926-27. Part of the explanation in the protective nature of the duty on certain types of iron and steel.

Industry stimulated by Protective Tariffs.-- Commenting on the changing trends in imports, the study points out: "The growing relative importance of Industrial Raw Materials in India's imports is a testimony of the industrial expansion in the country. This group formed 16 per cent. of total imports in 1926-27 and its proportion was steady till 1929-30. The next three years saw a rapid rise. From 14 per cent. in 1929-30 the relative importance of Industrial Raw Materials rose to 24 per cent. in 1932-33, and thereafter has remained almost steady at that level..... The figures of imports of Capital Goods bring out the same point -- the growing industrialisation in the country. Capital Goods formed 19 per cent. of total imports in 1926-27 while by 1936-37 the percentage had gradually risen to 25 per cent., in spite of a rise in the burden. The burden on Capital Goods was 13 per cent. in 1926-27, and it gradually fell to 9 per cent. in 1930-31, due partially to the removal of the duty on certain types of machinery".+

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Working Class Cost of living Index Numbers for various
Centres in India for November 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during November 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 November 1939 rose by one point to 109. The average for 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during November 1939 increased by 6 points to 81. The average for 1938 was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during November 1939 rose by 4 points to 79. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in November 1939 advanced by 4 points to 67.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in November 1939 rose by 1 point to 62.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during November 1939 advanced by one point to 105.

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

Economic Conditions in 1939: War stimulates
Agriculture and Industry. +

The following information relating to the financial and economic conditions in India during the past year is taken from the Report for 1939 of the Central Board of Directors of the Reserve Bank of India:

January - August 1939.

Nervousness dominates Financial Market.- In India, as in Great Britain, the growing tension in the international situation militated against any sustained recovery in the first eight months of 1939 and the nervousness which it engendered dominated the financial markets generally and almost nullified the effect of other favourable factors, such as a slight improvement in the foreign trade position and a rise in the prices of certain commodities such as jute and sugar. To this was added the depression in the prices of wheat and cotton, and the difficulties of the cotton textile industry, owing, among other reasons, to overproduction and the increased cost of labour.

September - December 1939:

War stimulates Commodity Prices.- The declaration of war however radically altered the situation and led to a sharp rise in commodity prices and an improvement in the prospects of the Indian agriculturists and industries generally. The Calcutta index number of wholesale prices rose from 100 in August 1939 to 137 in December, being the highest since 1929. The price of cereals rose from 78 in December 1938 to 105 in December 1939 and that of oilseeds from 107 to 126. Sugar and tea showed still greater advances and by the end of December 1939 their prices had already passed the average level prevailing in 1929. Between August and December 1939 the price of raw cotton nearly doubled itself, the index number rising from 64 to 122 while the index for cotton manufactures also rose from 97 to 135 during the same period. Raw jute and jute manufactures showed an even greater rise than cotton owing to the demand for sand bags from the British and French Governments. In fact there was a minor boom in the commodity in industrial share markets in which speculative forces drove up prices occasionally to unhealthy levels which could not be maintained. On the whole, however, prices appeared to be settling down at a higher level at the end of the year and in spite of occasional setbacks the undertone was confident.

Industrial Prospects brighten.- In the financial markets the outbreak of the war led to a sharp fall in gilt-edged prices, a certain amount of withdrawals of deposits from banks and a slight hardening of money rates in the first few days, but as the markets adjusted themselves to the new conditions gilt-edged securities and bank deposits recovered and money rates tended to lower levels. The change brought about by the war in the economic situation was also conspicuous in the sphere of Indian industry where the depression prevailing at the beginning of the year in such major industries as jute was virtually transformed into prosperity. On the whole therefore the economic outlook at the end of the year appeared to be brighter than at any time during the past ten years, although memories of the aftermath of the last war were sufficiently recent to lead to a fairly general realisation of the fact that war profits are essentially artificial and transient and that in a major conflict of this nature no country can hope to escape the inevitable strain on her economic resources. +

Working of the Workmen's Compensation Act
in Bengal, 1938.* ✓

Statistics.— According to the annual report on the working of the Workmen's Compensation Act in Bengal during 1938, returns were received altogether from 2,386 concerns as against 2,022 in 1937. 764,777 adult and 20,643 minor workers were daily employed in the Presidency by those employers who submitted their Annual returns. The total number of accidents shown in the returns was 9,233, of which 175 resulted fatally, 620 in permanent disablement, and 8,438 in temporary disablement, the amounts of compensation paid in respect whereof being Rs. 128,634, Rs. 143,369, and Rs. 76,090, respectively.

There were two cases of alleged lead poisoning pending at the commencement of the year, while two more claims were instituted during the year. All the claims were in respect of alleged lead poisoning, the only occupational disease for which claims have so far been made in Bengal.

Activities of Calcutta Claims Bureau.— The Calcutta Claims Bureau, ~~as representative of the largest number of insured employers in the province, continued to render its valuable co-operation in the prompt settlement of claims against the concerns the Bureau represented.~~

Activities of Trade Unions.— Some of the trade unions, such as the Press Employees' Association and the Indian Seamen's Union, helped their members in preferring claims before the Commissioner. The Press Employees' Association in particular took keen interest in the operation of the Payment of Wages Act. The majority of claims both under the Workmen's Compensation Act and the Payment of Wages Act were however instituted, as usual, through lawyers.

General. The report points out that in some cases even when decrees were passed difficulties were experienced in recovering decretal amounts either because the judgment-debtors had hardly any means to satisfy the decrees, or they were prone to adopt unscrupulous ways and means for avoiding payment as long as possible. The Certificate Officers whose help had to be invoked in such cases could not always render effective assistance, as the decree-holders, because of their generally helpless position, could not always furnish the requisite details of judgment-debtors' assets. Compulsory insurance would no doubt protect workers against the tendency of some small and unscrupulous employers to evade payment, but it is doubtful if in the present industrial condition of the country such a measure would be feasible in the near future. ✓

* Annual Report on the Working of the Workmen's Compensation Act in Bengal during the year 1938. Superintendent, Government Printing Bengal Government Press, Alipore, Bengal. 1939. Price-Indian, annas 2; English, 3d.

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Working of the Workmen's Compensation Act in
the Punjab, 1938.* ✓

Statistics: According to the annual report on the working of the Workmen's Compensation Act in the Punjab during 1938, there were 29 fatal accidents (16 in factories, 8 in mines, 4 in concerns generating, transforming or supplying electrical energy and one in the Military Engineering Works, Ferozepore Cantonment), against 21 in 1937. The number of cases of permanent and temporary disablement were 50 and 1,126, respectively, against 47 and 982 in the previous year. Rs. 24,492 was paid in respect of 28 fatal accidents, Rs. 17,057 for the 54 cases (4 cases are those of previous years) of permanent disablements and Rs. 12,937-9 in respect of 1130 (4 cases are those of previous years) cases of temporary disablement. The average compensation paid in fatal cases was Rs. 874 compared to Rs. 700 in 1937; the average compensation paid in cases of permanent and temporary disablement was Rs. 336 and Rs. 11, respectively, as against Rs. 377 and Rs. 13 in 1937.

General: The report points out that there was an increasing consciousness on the part of labour to take advantage of the provisions of the Workmen's Compensation Act. There were comparatively fewer complaints in regard to the non-payment of compensation. ✓

* Annual Report on the Working of the Workmen's Compensation Act, 1923, in the Punjab for the year 1938. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1939. Price: Re.1-6-0. pp. 8 + XIII.

Migration.

Penetration of Indians into European Areas:
Inquiry Commission to be appointed by South
African Government. +

. The Government of the Union of South Africa has decided to appoint a commission to inquire into the question of penetration by Indians into European areas in the Transvaal and Natal. The personnel and terms of reference of the commission will be announced in the near future.

(The Statesman dated 20-1-1940)-

Agriculture.

Agricultural Tenants of U.P. Tea Estates: Government
Measures for Ensurance of Fair Treatment.

The conditions of work of labourers on tea estates in the Doon Valley, U.P., and more especially the security of tenure of peasants holding agricultural lands from the proprietors of tea estates, have been engaging the attention of the U.P. Government for some time now, and Government has recently issued an order to the Superintendent of the Doon enjoining him to see that the labourers and peasants are treated fairly by the proprietors, and declaring that unless this is done the right of proprietors to forests and waste lands adjoining their estates accorded by a recent notification of the Government under the Tea Control Act, 1938, is likely to be withdrawn.

Facts of the Case.- The total tea estate area in the Doon Valley is 19,752 acres, and the total area under tea cultivation is 5,100 acres. Of the remaining area 7,370 acres are under agricultural cultivation and 7,280 acres are forests and waste lands. This surplus area of 14,650 acres is shared by most of the tea gardens, and is let out to peasants, who have been living on these lands for centuries, who are to be distinguished from the estate labourers who work on daily wages.

A Tea Control Act was passed in 1938 prohibiting, in the interests of the depressed tea industry, any extension of the existing acreage of planted areas; section 29 (1) of the Act however entitled an owner to replace any planted area in his estate ruined by natural calamities, like floods, etc., by an equal acreage taken from the forest land leased out to his estate tenants. The tenants thus have to live under threat of possible ejection, and are demanding that, in cases where an owner needs fresh land to replace acreage ruined by floods, etc., he should take it from lands lying waste and not from lands in possession of tenants.

Mr. Mahabir Tyagi M.L.A., and other Congress leaders of the province have been interesting themselves on behalf of the tea-garden tenants and the present notification of the U.P. Government cautions owners to be considerate in their dealings with both estate tenants and workers.

(The Hindustan Times dated 22-1-1940).

Navigation.

Indian Quartermasters' Union: Progress during 1936-39.*

Retrospect - General Conditions - 1908-1935: Seamen, along with postal workers and printers, were among the earliest categories of Indian workers to organise themselves in trade unions. So far back as 1908 a "Seamen's Anjuman" was formed in Calcutta; in 1918 the "Indian Seamen's Union" was formed. The exploitation of Indian seamen by the Shipping Companies (Indian Seamen were paid only one-third the wages of British seamen) and the exactions of brokers, dalals, ghat-serangs, lodging-house masters, etc., led in 1919 to a strike of seamen both at Calcutta and Bombay under the leadership of the Indian Seamen's Union. The strike secured a partial success for seamen; their wages were increased, but one of their major demands—direct recruitment, was not conceded.

Indian Quartermasters' Union - 1925-1939: From 1918 to 1924 the Quartermasters of Calcutta port fought against the Companies, dalals, and lodging-house masters in collaboration with the Indian Seamen's Union. In 1925 they formed "Indian Quartermasters' Union", which helped the quartermasters to free themselves from the exactions of lodging-house masters and to promote a system of direct recruitment. ~~After a period of decline, owing to internal discussions, the Quartermasters' Union was reorganised in 1936, with Dr. A.M. Malik, D.O.S., as Secretary; in 1938 Dr. Malik was elected President and Mr. Mohiuddin was elected Secretary.~~ Since 1936 the Union has registered considerable progress financially and in respect of membership figures.

Activities of Quartermasters' Union: Securing of Employment.— A list of unemployed members is maintained by the Union. Unemployed members are sent to their homes in the moffusil and are called on for service by letter, priority being given according to the comparative length of the periods of unemployment. A "Muster" (~~names of seamen desiring employment~~) is made from amongst the unemployed members according to the length of periods of unemployment and those whose periods of unemployment are longest are given first chance to secure jobs. In order to settle the unemployment problem mutually, the Union has made a rule that no member should be allowed to continue his service in the sea over 9 months. At the end of 9 months the member is compelled to leave his employment, and members with longest periods of unemployment are given chance. The Shipping Companies and Captains have helped the Union in enforcing these arrangements.

Benefits to Unemployed Seamen: Food Allowance, Loans, Sickness Benefits, etc.— Unemployed members present at the boarding house receive 3 annas per day khoraqi (food allowance). Loans up to Rs.35/- to Rs.40/- are given to unemployed members; in cases of sickness and

* Indian Quartermasters' Union. Registered T.U. No.25. Brief Reports for the years 1936 to March 1939, with audited Statement of Accounts. Registered Head Office: 21, Razab Ali Lane, Kidderpore, Calcutta. pp. 17.

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emergency, loans up to Rs.70/- to Rs.80/- are allowed; in addition, old age, funeral and unemployments benefits also are given.

Other Benefits.- When members are in ports they live in the Union's boarding house. Cases of compensation due to members by employers are taken up by the Union. A primary school is maintained to impart education amongst the members.

Demands of Quartermasters.- The report also gives a list of the further demands of the Union; the main items are given below:-

Direct Recruitment.- All ranks of seamen should be directly recruited, and not through middlemen like dalals, brokers, etc. (The report estimates the total number of Indian seamen at 150,000 out of whom about 40,000 are employed at one time. Of these, butlers and serangs number about 800, and 39,200 constitute the crew. According to the reports, the butlers and serangs realise from the crew a bribe of at least Rs.20/- per man per year; this takes away Rs.784,000/-, while lodging-house masters extort at least Rs.1,568,000/-).

Wages and Rations.- 75 per cent wage increase on the basis of the present scale of pay of Indian quartermasters in force in Calcutta for all Indian quartermasters signing on from any Indian port. The grades of promotion for quartermasters to be fixed, the nature of duty on board ~~is~~ to be defined and fixed, and arrangements ~~are~~ to be made for the training of quartermasters both in navigation and general education.

The present scale of rations to be revised and replaced by an adequate scale.

Hours of work; Overtime; Manning.- Hours of work and overtime pay to be fixed on the basis of the Geneva Convention on the subject adopted in 1936; immediate revision of the scale of manning and replacement by an adequate number of quartermasters.

Sickness Benefit.- Sickness benefit to be paid by ship-owners to quartermasters recruited in India and signed under the Indian Merchant Shipping Act as provided in the Geneva Convention on the subject adopted in 1936; a suitable pension for old quartermasters to be fixed.

Revision of "Articles" and "Discharge Certificates".- The present form of "articles", both "foreign" and "coastal", to be revised and all one-sided and arbitrary clauses to be deleted, particularly the clauses relating to transfer of quartermasters from one ~~side~~ ship to another or from one owner to another, extra work, etc.

The present C.D.C. (Continuous Discharge Certificate) form to be changed into book form, similar to the one issued by the Board of Trade of Great Britain to British quartermasters.

Other Demands: Water Supply, Uniforms, Messing Arrangements.- Other demands include provision of an adequate supply of drinking water and separate cabin and messing arrangements, supply of winter and summer work-suits by ship-owners, provision of boarding-houses, etc. +

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Co-operation.

Progress of the Co-operative Movement
in India, 1937-38.* ✓

The statistical statements relating to the Co-operative Movement in India during 1937-38 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, Travancore and Cochin for the year 1937-38. Owing to the separation of Burma from India with effect from 1-4-1937, statistics relating to that country have been excluded from the figures in the Report for the year under review.

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, (c) Agricultural Societies (including Cattle Insurance Societies and Land Mortgage Banks and Societies), and (d) Non-agricultural Societies (including other insurance societies). The number of societies of all kinds increased from 108,780 in 1936-37 to 111,138 during 1937-38. The number of societies per 100,000 inhabitants rose from 33.0 to 34.4 in British India, and from 39.2 to 39.3 in the Indian States for which figures are given, and from 33.8 to 35.0 for the whole of India. The total number of members of primary societies in India increased from ~~4,718,411~~ ^{4,843,636} in 1936-37 to 4,849,302 during 1937-38. The number of members of primary societies per 1,000 inhabitants rose from 14.1 to 15.2 in British India and remained constant at 16.1 in Indian States for which information is available; and rose from 14.4 to 15.3 for the whole of India. The working capital for all India rose from Rs. 993,873,000 in 1936-37 to Rs. 1,015,126,000 in 1937-38 and the working capital of co-operative societies expressed in terms of annas per head of population rose from 51 in 1936-37 to 53 in 1937-38 in British India, and from 36 to 38 in the Indian States for which statistics are given. On the whole, the working capital per head of population rose from 49 annas in 1936-37 to 51 annas for 1937-38 in the whole of India.

* Department of Commercial Intelligence and Statistics, India. Statistical Statements relating to the Co-operative Movement in India during the year 1937-38. Published by Order of the Governor-General in Council. Delhi: Manager of Publications, 1939. No. 5566. Price Re.1-10-0 or 2s. pp.22.

Finances.- In 1937-38, 599 Provincial and Central banks with a membership of 82,225 individuals and 91,856 societies had reserve funds amounting to Rs. 18,449,867, working capital amounting to Rs. 290,955,124 and profits amounting to Rs. 3,946,840. There were 95,706 agricultural societies with a membership of 5,162,629 in 1937-38 having reserve funds amounting to Rs. 67,602,956, working capital amounting to Rs. 319,764,398 and profits amounting to Rs. 5,055,993. Similarly, in the case of non-agricultural societies, ^{14,706 societies} with a membership of 1,605,141 had reserve funds amounting to Rs. 19,862,081, working capital amounting to Rs. 255,346,904 and profits amounting to Rs. 6,123,520. ✓

The Bengal Co-operative Societies Bill, 1938:

Report of Select Committee. +

Attention is directed to pages 5 to 71 of part IV A of the Calcutta Gazette dated 11-1-1940 where is published the Select Committee's report on the Bengal Co-operative Societies Bill, 1938. The Bill was introduced in the Bengal Legislative Assembly on 5-8-1938; the text of the Bill was published at pages 69-109 of part IV A of the Calcutta Gazette dated 7-7-1938. +

Workers' OrganisationsProgress of Trade Unionism in the Punjab, 1938-39*✓

Number of Unions.- In Punjab, the number of registered unions, including 4 federations, increased from 48 (including 5 unions which were reported to have ceased functioning) in 1937-38 to 61 during 1938-39. 16 unions were registered during the year and the registration of 3 cancelled. Of the 61 registered trade unions, 6 relate to railway workers, 5 to textile workers, 3 to electrical, mining and mechanical workers, 3 to printing press workers, 11 to workers engaged on transport, 3 to hosiery workers, 6 to municipal employees and 24 to persons engaged in ~~the~~ miscellaneous industrial callings. Returns were received only from 24 unions.

Membership.- The total number of members of the unions from whom returns have been received, decreased from 56,544 last year to 44,833 during the year under report, and the average number of members per union declined from 2,570 to 1,868. The North Western Railway Union, Lahore, continued to be the biggest union in the province with a membership of 19,423.

There was no change in the number of federations. Two unions were disaffiliated from the Central Labour Federation, Punjab, thereby reducing the number of its affiliated unions from 9 to 7.

Finances.- The finances of the unions showed a downward tendency. The total income of the unions which have submitted their returns, decreased from Rs.24,012 to Rs.23,077 and the average income per union, from Rs. 1,091 to Rs.961. The average expenditure also decreased from Rs.1,005 to Rs.983. The closing balance of all the unions combined showed a decline from Rs.5,811 to Rs.5,719.

As regards federations, the income of the Central Labour Federation was Rs.76-7-0 and that of the Punjab Board Teachers' Union, Rs.150-12-2. Their expenditure was Rs.76 and Rs.225-4-0, respectively. The Punjab Provincial Trade Union Congress and the Punjab Labour Board have not submitted their returns.

Welfare Activities.- As in previous years, the unions undertook no big schemes of labour welfare activities, but they continued to do useful work towards furthering the interests of their individual members vis-a-vis employers.

General.- The Registrar observes that this year also several unions failed to submit returns and that in several cases returns were collected with difficulty.✓

* Report on the Working of the Indian Trade Unions Act, 1926, in the Punjab during the year 1938-39. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1940. Price Re.0-9-0 or 1ld. pp.6+iv

Progress of Trade Unionism in Bihar, 1938-39.* ✓

The Annual Report on the working of the Indian Trade Unions Act, 1926, in Bihar during the year ending 31-3-1939 states that the total number of registered trade unions at the end of 1937-38 was 10. During the year ending 31-3-1939 no certificate of registration of trade unions was withdrawn or cancelled under section 10 of the Act, no notice of dissolution of any union under section 27 was received, nor was there any case of amalgamation of registered unions under section 24. The registration of 8 unions during the year brought the total number of unions to 18. 8 unions failed to submit annual returns. The year opened with 21,054 members in the unions from which returns were received; the membership at the close of the year was 23,992. Prosecutions were launched under section 31 for default in filing the annual return for the year 1937-38 under section 28 of the Act against 3 registered unions.

The report points out that several Unions are still lax in the matter of submitting returns. ✓

Progress of Textile Labour Association,~
Ahmedabad, 1938-39.** ✓

Membership.- An increase of 4899 in the membership was recorded during the year. By the end of the year 1938-39, the number of members rose to 22,874 as compared with 17,975 at the end of the previous year. This progress in the strength of the organisation occurred notwithstanding a 25 per cent increase in the membership fees. The fear of victimisation is, however, still an operative factor in keeping away workers from the Association.

Services in respect of Complaints.- With 441 complaints as the pending balance of the previous year and 3809 registered during 1938-39, there were 4250 complaints to be dealt with in the course of the year. Of the 3984 complaints brought to a conclusion during the year, about 3 percent were entirely unsuccessful. 266 complaints remained pending at the close of the year. The Association continued its policy of entertaining complaints from non-members who recorded 248 complaints in the year under report. The 3809 complaints registered during 1938-39 are grouped as follows according to their nature: Pay - 645; Hours - 47; Holidays - 52; Conditions of Work - 346;

* Annual Report on the Working of the Indian Trade Unions Act, 1926 (XVI of 1926), in the Province of Bihar for the year ending 31st March 1939. Superintendent, Government Printing, Bihar, Patna. 1940. Price Re. 0-3-0. pp.7.

** The Textile Labour Association, Ahmedabad. Annual Report, 1938-39, Labour Office, Ahmedabad. pp.23.

Unjust Penalties (dismissals, fines, forfeiture, damaged cloth, etc.) - 876; Treatment and Procedure (assaults, ill-treatment, bribetaking, refusal to engage, etc.) - 1244; Sanitary Arrangements - 131; Hostility to the Union (obstruction, victimisation, etc.) - 201; Subscription Collection - 38; Muster - 99; Miscellaneous - 128. Regarding the complaints, the report points out: "The failure to provide a set of definite rules governing the relations between the workers and the management in respect of the routine administration creates scope for partiality and arbitrary conduct which engender irritation and discontent. It should be made impossible for any subordinate official to disturb the course of employment of any worker except on very substantial grounds and under the direction of a responsible officer. We are looking for relief in this matter also from the operation of the Industrial Disputes Act. It is hoped that when Standing Orders under the Industrial Disputes Act come into force, these difficulties will disappear to a large extent."

Workmen's Compensation. - Out of 154 claims during the year, the Association has been able to dispose of 129 claims; of these 87 were successfully concluded, 17 were settled by compromise, one claim was rejected by the Commissioner and 24 claims had to be dropped. The total amount of compensation distributed through the Association was Rs. 15,635-6-3.

Medical Aid; Education; Social Centres. - A medical man was engaged for the sole purpose of going round the working class localities and of securing admission in different hospitals in the city for persons in need of medical attention and institutional treatment; this new feature has yielded satisfactory results. The report hopes that the Ahmedabad Municipality will establish a hospital of sufficient size in that section of the city which is occupied by a large number of industrial workers. The Association has made provision on a small scale for indoor and outdoor medical treatment. The total number of indoor patients treated during the year was 1027. The aggregate number of patient days in the outdoor section was 46,024.

The educational activity of the Association is being gradually transformed. The Association has spent about Rs. 600,000 on the day and night schools which it has been running. The attitude now is to awaken those primarily responsible for the education of the children of the city to their duty towards the working class and the Ahmedabad Municipality is taking increasing interest in the matter. The Association is now concentrating on the relatively more backward portion of the working class and the procedure adopted is to select localities where educational needs still remain unsatisfied, to set up a day or a night school, to run the institution for a certain period and to request the Municipality to take over the administration when regular attendance is assured. To enable children of the industrial workers studying in lower classes to prosecute higher studies, the Association has made provision of scholarship of the total value of Rs. 2000/- a year.

The prohibition of the use of liquor which is being enforced in the city has greatly enhanced the usefulness of the social centres of the Association to the working class. The centres for the most

part, are managed by the workers themselves. The Association, is, in addition, conducting 8 gymnasiums.

Publicity.- The 'Majoor Sandesh,' the weekly organ of the Association, completed the fifteenth year of its existence; each week 16,000 copies of the paper are being distributed. 'Sarvodaya' the monthly magazine of the Association continued publication during the year.

General.- Absence of Strikes:- The year 1938-39, it is pointed out, set up a unique record in that the smooth working of the industry, with its 75 mills and over 100,000 workers, was not interrupted by a single strike or a lockout. The standardisation of weavers' wages achieved after five years of strenuous effort and struggle, eliminated a perpetual source of industrial strife. The interim recommendations of the Textile Labour Inquiry Committee in favour of an increase of 9 per cent, reinforced by the sympathy of the Congress Government, enabled the workers to make up, in part, the gap between the present wages and the living wage standard and to obtain their legitimate share in the improved earnings of the industry, without undue waiting.

Prohibition Scheme.- Ahmedabad city was the first industrial centre to be selected for the application of prohibition. The "dry area" scheme was inaugurated on 20, July 1938. The Association placed its resources at the disposal of Government for the prosecution of the prohibition programme, and the manifold signs of betterment visible in the lives of the workers in this industrial area testify to the success of the scheme.

A copy of the Annual Report for 1938-39 of the Textile Labour Association, Ahmedabad, was forwarded to Geneva with this Office's minute D/86/40 dated 25-1-1940. ✓

2nd Session of the Bengal Shop Assistants' Conference,
Calcutta, 21-1-1940..

The second session of the Bengal Shop Assistants' Conference was held at Calcutta on 21-1-1940, Mr. Aftab Ali, M.L.A. presiding. The following is a summary of the resolution on the Bengal Shops and Establishment Bill adopted at the Conference.

Bengal Shops and Establishments Bill.- The Conference, while welcoming the Bengal Shops and Establishments Bill introduced by the Government, made the following criticisms: (1) a clearer definition of "person employed" is required and it should cover gate-keepers, porters, bill collectors and hawkers employed by shop-keepers; (2) closing time should be 7 p.m. instead of 8 p.m.; (3) hours of work should be 8 per day and 48 per week, as against the 10 hours per day

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5. and 56 hours per week provided in the Bill; (4) period of rest should be one hour for every 4 hours of work; (5) the provision (section 12) relating to prompt payment of wages is inadequate, and the Payment of Wages Act should be extended to shops; (6) the Bill should fix a minimum age of employment; it is suggested that the children below 14 should be excluded from employment and that persons between 14 and 18 should work only for 42 hours a week and not later than 6 p.m. in the day; (7) the Bill should provide for minimum rates of wages, security of tenure, grant of holidays on public and religious holidays, one month's holidays with pay for one year of work, and standards of lighting, sanitation, etc.,

The Conference also urged that Government should take steps to ensure that shop-keepers do not reduce the present scale of wages as a result of the adoption of the Shops and Establishments Act.

(Summarised from the text of resolutions communicated to this Office by the General Secretary, Shop Assistants' Association, Bengal and Amrit Bazar Patrika, dated 23-1-1940)..+

1st Bengal Provincial Conference of Tailors:

Resolutions re: Increase in Wages and Regulation of Working Conditions..

A provincial conference of tailors, the first of its kind in Bengal, was held on 7-1-1940 at Calcutta under the presidentship of Maulvi Jasimuddin Ahmad, M.L.A. Resolutions were adopted urging an increment of 25 per cent. in their wages in view of the rise in prices due to the war, and emphasising the need for bringing tailoring establishments under the operation of the Factories Act.

(The Leader, dated 10-1-1940)..

Miscellaneous.

23rd Session of Indian Economic Conference,

Allahabad. 2 to 5-1-40.+

The 23rd session of the Indian Economic Conference was held at Allahabad on 2, 3, 4 and 5 January 1940, Dr. L. C. Jain, Professor of Economics, Punjab University, presiding.

Pt. Jawaharlal on India's Industrial Policy.- Pt. Jawaharlal Nehru, who by special invitation addressed the Conference on 3-1-1940 on the work of the National Planning Committee and the future industrial policy of India, said that the 29 sub-committees of the Planning Committee will submit their reports in the middle of March ^{next} ~~that~~ in the first week of April the National Planning Committee will meet to consider these reports and make a draft report, and that the final report will be ready by the end of June, 1940. Dealing with the labour policy of Russia, he said that although many things had tarnished the idealism of the new system which had arisen in Russia and although one disapproved of the politics of Russia, one thing was certain: ~~that~~ the economic foundations of Russia were sound and they did point a way to the final solution. Political democracy has failed; to make it successful, it must be allied with economic democracy and it must be based on socialism. Referring to the insistence of the Congress on village industries, he said that in the present state of India's economy it was necessary that both village industries and big industries should be built up in coordination. Village industries could develop only with State action in the form of protection which involved economic and political independence, and to retain independence in the economic sense big industries were necessary.

Papers read.- Among others, a number of papers on Indian labour problems and trade union policy were read at the Conference. The more important of them were: "Labour Problems and Labour Legislation in India" by Professor B. W. Rohtagi, "Industrial Conciliation" by Dr. P. S. Lokanathan, "Industrial Disputes and Their Settlement" by Dr. B. V. Narayana Swamy, "Labour Unrest in India" by Mr. Amar Chand Bhatia, "Some Aspects of Indian Labour Problems" by Professor S. K. Rudra, "Labour in Ancient India" by Professor K. S. Srikantan, "Minimum Wage Legislation" by Dr. B. R. Seth, "Problems of Transport Workers" by Mr. A. N. Malik, and "Need for a Minimum Wage" by Mr. Shitla Prasad Saxena.

(The Leader, dated 4, 5, 6, and 7-1-1940). +

The 14th session of the All-India Women's Conference was held at Allahabad, Begum Hamid Ali presiding. The following is a summary of the more important resolutions on subjects of interest to this Office adopted by the Conference.

A. Conditions of Work of Women:

(1) Maternity Benefit Schemes: Government to collect Money.-(a) The various maternity benefit schemes in force in the provinces would operate more equitably for women if the money were obtained by Government legislation from the employers according to the total number of men and women employed

(b) Extension of Maternity Benefit Act.- We appeal to the Governments of the Punjab, Bihar, Orissa and of all such States wherein the Maternity Benefit Act is not in force, to take immediate steps towards legislation in this direction, having regard to the provision of creches as an absolute necessity where adequate number of mothers are employed.

(c) Application to Plantations and Mines.- We recommend that the Act should apply to plantations and mines and other wage-earning women.

(2) Special legislation re. Night Work and Dangerous Labour.- Until such time as India attains to a high level of industrial organisation and efficiency, we demand that women be guaranteed adequate safeguards through the application of special measures in industries involving heavy night and dangerous labour.

(3) Exploitation of Women and Child Labour in Unregulated Industries.- We view with distress the amount of exploitation of women and children extant in unregulated industries and recommend that on the basis of the following, a detailed survey of the present conditions be undertaken by our branches and the respective Governments, of Provinces and States:

(i) The Factory Act to be extended to all industries where there are five or more workers and where mechanical power may or may not be used. Until, such time as this can be effected we suggest that all industrial concerns however small should be registered and allowed to work only on the receipt of a license. This license should impose certain conditions safeguarding the workers and may be withdrawn if these conditions are not fulfilled. Special inspectresses would have to be appointed to supervise these unregulated industries and make enquiries on receipt of complaints.

(ii) All forms of labour to be included and brought within the ambit of existing and future legislation.

(4) Women in Agricultural Labour: Inquiry urged.- In view of the fact that we have not sufficient data in the matter of women in agricul-

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tural labour, we recommended that the Standing Committee appoint either a small committee, or a member-in-charge of the subject, with a view to making a close investigation not only of women in agricultural labour but also of the general conditions of life of women in rural areas.

(5) Home Industries.-- We urge active support of 'Home Industries' as a potential means of raising the dignity and status of India's womanhood in national life and ensuring to a large number of Indian women economic independence

(6) Vocational Training.-- The necessity of vocational training for girls is being increasingly realised and more institutions for this purpose are required. Instruction may be given in subjects such as arts and crafts, tailoring, domestic science, hotel-keeping, catering, domestic service and house-keeping. Special training should be given to rural workers.

Special schools may be established, whether by local or central authority or by the Conference branches, to impart instruction to indigent women in handicrafts which would enable them to become economically independent. Where such institutions are established by public enterprise, Government may be asked to grant them every possible aid, financial and otherwise.

(7) Minimum Wage.-- The principle underlying the policy adopted in Resolution 15 on labour last year, namely, "that labour must be recognised as part-owner in industry along with capital" and that "this ideal be worked for by more cooperation between labour and capital", was reaffirmed.

We recommend that each branch of the A.I.W.C. undertake to investigate and adjudge the standard of living for Indian women in that area. Further, we urge the Central, Provincial and State Governments to appoint special investigation committees with adequate number of women on their personnel to fix a national minimum wage for all labour, and these committees should include representatives of women workers themselves.

B. Child Labour:

Prohibition of Child Labour and Compulsory Education upto 14 years.
We recommend that investigations of the conditions of child labour should be conducted through our branches under the close direction of one member-in-charge. The Conference should agitate for prohibition of child labour, along with free and compulsory education upto the age of 14 years.

(The Leader dated 27-1-1940
and 2-2-1940)..

3rd Session of All-India Statistical
Conference, Madras and Mysore - 3, 4, 6 and 7-1-1940. +

The third session of the all-India Statistical Conference was held on 3 and 4-1-1940 at Madras and on 6 and 7-1-1940 at Mysore, Professor Harold Hotelling of the Columbia University presiding; the Conference was formally opened by H. E. the Governor of Madras.

Mr. V.V. Giri (ex-Minister), Chairman of the Reception Committee, stressed the need for collecting economic statistics on an all-India basis, and suggested, as an immediate step, the formation of a Provincial Board of Economics with the assistance of the Madras University for the collection of provincial statistics which could be accomplished through the economics students of the University.

Papers Read.— Among the papers read were: (1) "Census and Population Statistics", by Mr. M.W.M. Yeatts, I.C.S., Census Commissioner, India, (2) "Studies in the Price of Rice" by Dr. P.J. Thomas; (3) "Indices of Industrial Productive Activity" by Mr. N.S.R. Sastory; (4) "Index of Business Activity in India" by Messrs. P.R. Ray and H.C. Sinha; (5) "Scales of Equivalence in Family Budgets" by Mr. V. G. Pandharkar; (6) "Labour Field Operations" by Mr. A. N. Bose; (7) "Index Numbers in India" by Professor V.L. D'Souza; (8) "Analysis of Trade Disputes in India", "Trade Unionism in India" and "Study of Absenteeism in Indian Labour" by Professor K.B. Madhava; and (9) "Enquiry into Rural Indebtedness in a Mysore Village" by Dr. M.H. Gopal and others.

(The Hindu dated 3,5 and
9-1-1940)..

15th Session of All-India Education Conference
Lucknow, 26 to 31-12-1939. +

The 15th session of the All-India Educational Conference was held at Lucknow from 26 to 31-12-1939, Dr. Sir S. Radhakrishnan, Vice-Chancellor, Benares Hindu University, presiding. The sectional gatherings included an Internationalism and Peace Section presided over by Dr. V.S. Ram; an All-India Educational Exhibition was also held under the auspices of the Conference.

Pt. Jawaharlal Nehru's Inaugural Address.- Pt. Jawaharlal Nehru, in his inaugural address, directed attention to the manifold evils of the competitive commercial civilisation of the present, and said: "Our present-day social fabric is a decadent and dying thing, full of its own contradictions, and leading continually to war and conflict. This acquisitive and competitive society must be ended and must give place to a co-operative order, where we think in terms not of individual profit but of the common good, where individuals co-operate with each other and nations and peoples work in co-operation for human advancement, where human values count for more and there is no exploitation of class or group or nation by another". In his opinion, the basic scheme of education sponsored by Mahatma Gandhi (vide pages 33-34 of the January 1938 report of this Office) was the one best suited to a poor country like India, as it had to think in terms of the millions of its people and not sacrifice their interests for any group or class.

Presidential Address.- Sir S. Radhakrishnan, in his presidential address, pointed out that there was nothing national with regard to education. Since the different countries are provinces of a common republic of culture, there was no such thing as proletarian mathematics or Nazi chemistry or Jewish physics. Every individual, he said, had a three-fold function in this world, to earn a livelihood, to be a citizen, to be a man. Indian education was more or less academic, and it was necessary to give it a more practical complexion. Corresponding to workers, skilled artisans and leaders, education had three stages, the basic, the secondary and the University, and one should not be developed at the expense of the other. A widespread basic education requires teachers in arts and crafts and leaders of science and industry which only a university can produce. A harmonious development of these three stages is essential.

Papers Read.- Among the papers read at the Conference was a paper entitled "The I.L.O as an Agency for Social Peace" contributed to the Internationalism and Peace Section by the Director of this Office. (The same paper was also presented to the All-India Political Science Conference held at Lahore on 2 and 3-1-1940).

(The National Herald, Lucknow-28 to 31-12-1939).+

Public Health.

The Sind Consumption of Intoxicants Restriction
Bill, 1939. +

The Sind Government intends introducing shortly a Bill in the local legislature to restrict the consumption and sale of intoxicants. The statement of objects and reasons appended to the Bill states that the province is not in a position to undertake a full fledged programme of prohibition; but it is believed that this Bill will in due course bring about substantial reduction in the consumption of intoxicants. The main provisions of the Bill are four. Clause 3 prohibits consumption of intoxicants in a public place. Clause 4 imposes a penalty on a person in charge of a public place allowing or assisting in the consumption of intoxicants in any such place. Clause 5 prohibits the consumption of any intoxicant by any person below the age of 18 years or such other higher age as may be notified from time to time by the Provincial Government. It is proposed to increase the age limit each year, with the result that if the age limit is raised in successive years the consumption of intoxicants will in due course be completely stopped. The sale of an intoxicant to a person below 18 years will henceforward be illegal.

(The Sind Government Gazette,
Part IV, dated 15-1-1940, pages
36 to 45). +

Central Prohibition Research Advisory Board:
Bombay Government's Decision. +

The Government of Bombay has recently decided to set up a Central Prohibition Research Advisory Board for the whole of the Province, with Divisional Boards for the areas where prohibition has been introduced. There is already in existence a Prohibition Research Advisory Board for Gujarat, which was appointed to examine and assess the social and economic results of prohibition in the Ahmedabad area (vide page 35 of our June 1939 report).

Work of Gujarat Board.- The Advisory Board for Gujarat has extended its activities to the Bardoli prohibition area where an investigation on the same lines is being conducted. It has collected a large number of 'schedules' from consumers and non-consumers of alcohol in Ahmedabad and conducted side enquiries showing the reaction of prohibition on late attendance, absenteeism, efficiency, accident, crime, debt, savings, sales of food, attendance at school, gambling, amusements, health, etc. The result of such enquiries, it is considered, will be helpful in ascertaining the value of prohibition in general in order to appreciate properly the policy of Government regarding prohibition and its effects on the well-being of the people.

A Board for Bombay.- The Government considers it necessary to carry on similar research in other areas where prohibition has been introduced and proposes to appoint for the present a research advisory board for the Bombay Prohibition Area, where prohibition has been in existence for over five months. As and when the scheme may develop, other boards will be constituted for the Deccan, the Konkan and the Karnatak. The functions of these Divisional Boards will be to examine the progress of prohibition and to advise Government on it. The Board will include representatives of the millowners and labour in the province.

Functions of the Central Board.- The functions of the Central Prohibition Research Advisory Board are to co-ordinate the activities of the Divisional Boards, and it will be under the chairmanship of the Adviser to the Governor in charge of Excise.

(Summarised from a Communique dated 17-1-1940 issued by the Director of Information, Bombay). +

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Social Policy in War Time.

Hours of Work.

Bombay.

The local Government has notified exempting a factory from the provisions of sections 34, 35 and 36 of the Factories Act for two months.

(Notification No. 129 dated 4-1-1940:
The Bombay Government Gazette,
Part IV-A, dated 11-1-40, page 3.)

Madras.

A Notification of the Madras Government exempts the Vizagapatam Port Workshop, Vizagapatam, from the operation of sections 34 to 40 (Hours of work, rest intervals, weekly holiday) of the Factories Act, subject to the conditions that the workers employed are given due compensation in the shape of overtime pay, substituted holiday and rest interval, and that the actual periods of work are correctly shown in the running register of adult workers. This exemption shall remain in force so long as the present war emergency continues.

(Notification No. 97 dated 25-1-40
G.O.Ms. No.178, Development: Port
St. George Gazette, Part I, dated
20-1-40, page 127.)

Wages.

War Dear Food Allowance:

Recommendations of the Employers' Association of Northern India,
Cawnpore.

The Managing Committee of the Employers' Association of Northern India had been considering for some time the question of assisting workers in Member Mills to meet the present increase in prices of food-stuffs. Two schemes were examined by the Managing Committee, viz., the establishment of cheap foodstuff shops and the payment of a dear food allowance. The Committee has now decided in favour of the latter scheme and the following arrangements have been reached:

Jute Textile Mills of Cawnpore. - The jute textile mills of Cawnpore have agreed to pay the following scale of War Dear Food Allowance:

Categories.

As. Ps.

Wages under Rs.14/- per month	2 0	in the rupee
Wages from Rs.14/- and under Rs.18/- per month	1 6	in the rupee
Wages from Rs.18/- and under Rs.24/- per month	1 0	in the rupee
Wages from Rs.24/- and under Rs.30/- per month	0 9	in the rupee
Wages from Rs.30/- and under Rs.75/- per month	0 6	in the rupee

2. Cotton Textile Mills of Cawnpore.-- The cotton textile mills of Cawnpore have agreed to grant the following rates of allowance:

<u>Categories.</u>	<u>As.</u>	<u>Ps.</u>	
Wages under Rs.19/- P.M.	2.	0.	in the Rupee.
Wages from Rs.19/- and under Rs.25/- P.M.	1.	6.	"
Wages from Rs.25/- and under Rs.32/8 P.M.	1.	0.	"
Wages from Rs.32/8 and under Rs.40/- P.M.	0.	9.	"
Wages from Rs.40/- and under Rs.59/- P.M.	0.	6.	"
Wages from Rs.59/- and under Rs.75/- P.M.	0.	6.	"

It is explained that these allowances are granted as an emergency measure and that the mills reserve to themselves the right to withdraw them when normal conditions are re-established. It is also pointed out ~~that~~ that the Dear Food Allowance which is now announced will impose a heavy burden on the textile industry, as it is in addition to the wage-increase which was granted in 1938. It is pointed out that at present there is little or no margin of profit in the selling price of manufactured cotton goods. The allowance now announced will be paid on basic wages under similar conditions to those governing the 1938 increase and will be effective from the current wage period.

(Circulars Nos. 173, 188, 189, 190 and 193 of the Association, copies of which were sent to this Office by the Secretary of the Association).+

Demand for Dear Food Allowance: Review of
Action taken.

The rise, due to the war, in the price of food stuffs and other necessities of life has led to demands on the part of workers in almost all industrial centres for either increased wages or grant of a dear food allowance. Realising the difficulties of the workers and of the poorer classes generally, efforts have already been initiated by the authorities, both Central and Provincial, for control of prices and in several centres cheap grain shops have been opened on the initiative of governments, local authorities or employers. But as prices continued to rise workers have been demanding grant of a special war allowance, and in several cases the demand has been conceded. The more important developments in this sphere are briefly noticed below:

Industrial Labour, Bombay.-- A meeting of 52 labour unions in Bombay Province held at Bombay city on 2-1-40 set up a Council of Action to enforce the workers' demand for a 40 per cent dear food allowance and decided to declare a general strike on 1-2-40 if the demand was not conceded. (Times of India 3-1-40). The Government of Bombay have since appointed a Conciliation Board with Sir S.S. Rangnekar as Chairman, and Messrs. J.C. Stalvad and A.S. Trollip as employers' representatives and Messrs. Jammadas Mehta and S.C. Joshi as workers' representatives to inquire into and report on the demands for increased wages. (The Hindustan Times, 5-1-40).

Municipal Employees, Bombay.-- At a meeting of the Municipal Corporation, Bombay, held in the first week of January a resolution was moved by Mr. D.V. Pradhan urging the grant of a war allowance to municipal

employees; the Municipal Commissioner has promised to report on the matter at an early date. (Bombay Chronicle 10-1-40).

Textile Workers, Ahmedabad.- Consequent on a dispute between the Ahmedabad Textile Labour Association and the Ahmedabad Millowners' Association regarding the workers' demand for grant of dearness allowance and for opening cheap grain shops, the Government of Bombay has appointed Mr. G.S. Rajadhyaksha, I.C.S., to be Special Conciliator. (Bombay Government Gazette Extraordinary dated 19-1-40, Part IV-B).

All-India Railway Workers.- Mr. Jamnadas Mehta, President, All-India Railwaymen's Federation, has, in a representation sent to the Government of India, urged the immediate grant of a war allowance to inferior and subordinate railway staff numbering over 500,000 workers.

Other Demands.- Demands for grant of a war allowance has also been made, among others, by the Karachi Tramway Workers' Union and the Central Provinces Trade Union Congress (35 per cent war allowance for workers in various industries).

Grant of Dear Food Allowance.- Dear food allowances or war bonuses have already been granted, among others, by the undermentioned industrial concerns and bodies:

The Agra Mills, No.1 (2 annas in the rupee, - Hindustan Times 6-1-40); The Gaya Cotton and Jute Mills, Gaya, Bihar (5 per cent of wages - Amrita Bazar Patrika, 10-1-40); Lever Brothers (India) Ltd., Calcutta and Bombay (a percentage allowance on current salaries to office, sale and factory staffs - Amrita Bazar Patrika, 10-1-40); the Dehra Dun Municipal Board (15 to 5 per cent allowance graded for employees drawing salaries from Rs.25/- to Rs.100/- monthly, - Leader 23-1-40); the cotton and jute textile mills of Cawnpore (for details see item War Dear Food Allowance: Recommendations of Employers' Association of Northern India in sub-section "Wages" of the report - The workers have not regarded the allowance as satisfactory and are threatening a general strike unless a 40 per cent dear food allowance is given - Leader 26-1-40); The Rohtas Industries Ltd., Dalmianagar, Bihar (a war time allowance of 18 per cent - the Statesman, 5-1-40).

Industrial Disputes.

Restraint on Strikes in Malaya: Measures for Industrial Peace.

Workers in Malaya are demanding increased wages as a result of the rise in the cost of living since the outbreak of the war and several strikes have already taken place in this connection. The Governor of Malaya has issued a proclamation declaring such strikes illegal under the Defence Regulations as they interfere with essential services and afford help and encouragement to the enemy.

Meanwhile, recent labour legislation introduced in the Straits Settlements provides for industrial arbitration courts, as also for recognition of organisations of workers and employers, and it is expected that Indian and Chinese labourers in Malaya will take advantage of the new law and organise themselves into trade unions for effective collective bargaining.

(The Times of India dated 4 and 19-1-40).

EmploymentStatistics of Skilled Technical Workers:Employers to keep Government informed.

The Employers' Federation of India, in collaboration with the Millowners Association and other employers' bodies, is making arrangements for the supply to the Government of India statistics, under the following heads, of the skilled technical labour employed by member firms: (i) the number of skilled technicians in industrial undertakings, (ii) the maximum and minimum wages normally given, (iii) an estimate of the surplus number of skilled men available, (iv) particulars of any firm or industry offering rates of wages or conditions of service varying markedly from the prevailing level.

The Government of India's intention in asking for the information is, first, to ensure that industry and commerce of all kinds, and particularly those which could be described as of national importance which would have demands made upon them by way of increased productivity, could maintain easy and continuous working, while at the same time keeping up fair and reasonable standards of wages and conditions of service for employees (in the last war concerns were competing with each other with regard to skilled workers and enticing ~~them~~ men from one firm to another), and secondly to secure for their own purposes certain types of skilled labour.

(Excerpts from Proceedings of the
Committee of the Bombay Chamber of
Commerce, November and December 1939.)

N.B. The above information is not for publication.

Price Control.Co-ordination of Price Control by Government of India:Price Control Conference, New Delhi, 24 and 25-1-1940.

The second Price Control Conference of representatives of the Governments of the Provinces, the Indian States and of the Government of India which met at New Delhi on 24 and 25-1-40 is understood to have held a general discussion on the measures hitherto taken by different Provinces and States to check an undue rise in prices and agreed to the desirability of the Central Government taking in hand the work of co-ordination.

A memorandum on price control prepared by Dr. T.E. Gregory, Economic Adviser to the Government of India, circulated in advance furnished a basis for discussion. It pointed out, *inter alia*, that with regard to exportable produce, it was not in general desirable to interpose obstacles to a rise in prices, and that what was being advocated was not a demand that prices of agricultural produce should be reduced, but that rise of

prices should be halted if thereby social discontent can be avoided.

Government of India's Scheme for Co-ordination of Price Control:-
General approval is reported to have been given to the plan of co-ordination which Sir Ramaswami Mudaliar (Commerce Member to the Government of India), the President, placed before the Conference in his inaugural address. He suggested that at the stage of production and with reference to the wholesale markets of some of the principal commodities, the Government of India would be the proper authority to limit, should occasion arise, the price of such commodities. At the retail stage, the provinces and the States should have complete freedom to fix the maximum prices on the basis of the wholesale prices fixed by the Government of India. Replying to the criticism that, since during slump periods no help was given to the agriculturists to lighten his loss, it would be unfair when the agriculturist was making a little profit to fix an upper limit for prices of commodities, Sir Ramaswami pointed out, first, that, while the prices of agricultural commodities rose sharply in 1924 and 1925 the Government did not interfere with them, the present increase was not a normal one and therefore made intervention by Government desirable, and secondly, that Government had taken certain measures to protect the agriculturist during the last slump, as witnessed by the case of wheat, sugar and raw cotton which had been protected by duties and by trade pacts.

Dr. Gregory is expected to prepare a fresh memorandum in the light of the discussions at the Conference.

(Statesman dated 25 and 26-1-40
and Bulletin No.256 dated 15-1-40
of the Employers' Federation of
India).

Price Control through Co-operative Buying: Suggestion
to start Stores Societies in Bombay.

Reference was made at pages 5 to 7 of our December 1939 report to the rise in prices of commodities in this country consequent on the outbreak of war, and to the decision of the Government of Bombay, in order to prevent profiteering by retail traders and wholesale dealers, to open cheap grain shops and provisions stores, particularly in industrial centres. Another line of approach to the problem has now been suggested by the Registrar of Co-operative Societies and Director of Rural Development, Bombay, in a circular recently issued by him. He suggests that some of the well-managed salary earners' societies and urban credit societies and banks should be permitted to undertake the business of joint purchases of domestic requirements of their members on an indent basis. Such joint purchases would enable workers to obtain goods of the specific quality at practically wholesale rates. Apart from the saving thus ensured, this activity will give some practical business training to a few of the members. The Registrar considers that the present is the opportune moment to make a beginning with a stores societies movement, but feels that, if the foundations are to be laid on a sound footing, it is advisable to begin with a system simpler than full-fledged stores, but which, if properly worked, would give the necessary experience of a preparatory stage and ultimately lead to full-fledged stores.

(Communique dated 10-1-40 issued
by the Director of Information,
Bombay).

Price Control Measures in Various Provinces.

The more important steps taken in this field are briefly noticed below:-

Bombay.

Cheap Grain Shops opened.- The Bombay Government's scheme of cheap grain shops, referred to at page 5 of the December 1939 report, was inaugurated on 12-1-40, when the first five cheap grain shops under the scheme were opened; essential food grains are sold at these shops at rates fixed by the Government. (Bombay Chronicle 9-1-40).

An advance of Rs.140,000 to the Price Controller for opening 19 more such shops has been sanctioned by the Government of Bombay. (Bombay Chronicle 14-1-40).

Bihar.

The Association of the North Bihar Rice, Oil and Floor Mills, Darbhanga, has recommended that the Agents of the Imperial Bank of India in different places in the province be entrusted with the work of price control as they happen to be in close contact with the business interests in their respective areas. (The Leader, 18-1-40).

Sind.

Karachi Municipal Committee recommends Control.- The report submitted by the Committee appointed by the Karachi Municipal Corporation to prepare a scheme for opening cheap grain shops has held that the rise in wholesale prices is artificial, and strongly recommends the regulation of wholesale prices of foodstuffs and other daily necessities. (The Hindustan Times, 9-1-40).

United Provinces.

Price Controller for U.P.- At an informal conference held on 5-1-40 between Dr. T.E. Gregory, Economic Adviser to the Government of India, and the Governor of U.P. and his advisers, it was decided that, in order to facilitate the co-ordination of prices in different parts of the province, a Controller of Prices be appointed who would be assisted by an advisory board representing, producing and consuming interests. It was also decided to organise a Marketing Intelligence Service under the Information Department for securing prompt and accurate uniformation from the districts. (The National Herald, 7-1-40).

Indore State.

The Government of the State has fixed wholesale and retail prices of different qualities of wheat and has issued orders to the effect that, in case of refusal or evasion of normal business by any business man, the Government itself will take possession and carry on business. (The National Herald, 12-1-40). +

Rampur State.

The State has, under the Defence of India Act, taken possession of the major part of the wheat hoarded by Zamindars, issuing receipts for the quantities taken. The Price Control Committee, of the State has appointed artis (middlemen) to sell the stock at rates fixed fortnightly by the Committee. (National Call, 20-1-40).

Profit Control.

The Excess Profits Bill, 1940: Measure referred
to Select Committee.

The Excess Profits Bill, 1940, was introduced in the Legislative Assembly on 6-2-40 (for text of the Bill vide pages 1 to 17, part V Gazette of India dated 27-1-40). The Bill seeks to impose a tax of 50 per cent of the excess of the profits made in any accounting period after 1-4-39, over "standard profits". "Standard profits" are, in respect of business in existence prior to 1-4-36, the average of profits in various accounting periods from 1935 to 1938, subject to certain adjustments. The standard profits for businesses started after 1-4-36, are computed by reference to a percentage of the capital employed in the business. The Bill contains necessary provisions for computing profits and capital; and these provisions follow closely those of the excess profits tax imposed in the United Kingdom in 1939.

Objects and Reasons:- The statement of objects and reasons explains that the outbreak of war, while it has necessitated greatly increased expenditure by the Government on defence and other services, has simultaneously created opportunities for the earning by companies and persons engaged in business of abnormally large profits. The object of the Bill is to secure for the Government a considerable portion of the additional business profits which accrue as a result of the conditions prevailing during the war.

Opposition from Business Interests:- The Bill has met with keen opposition from business interests all over the country. The Federation of Indian Chambers of Commerce and Industry, in a representation sent to the Government of India in the first week of February, expresses the opinion that there is no justification for introducing the Bill at the present juncture. The main criticisms advanced by the Federation against the Bill are: (1) Parallel legislation in Great Britain was justified in view of the armament boom in that country since 1936. In India, there was no similar boom, but only depression till 1938 from which Indian industries have just begun to recover. (2) Before additional war levies are made, the country has a right to be told the extent of India's liability for war expenditure. During the last war, large sums were "wrongly and arbitrarily debited" to India; a similar action should be avoided during this war. (3) When the Congress Opposition is absent from the legislature, the Government is not justified in forcing this measure on the country. (4) The measure will choke off industrial enterprise, and weaken the impetus given by the war to industrial development.

Finance Member's Defence.- In introducing the Bill on 6-2-40, Sir J. Ralsman, the Finance Member, justified the measure on the following grounds: (a) social justice demanded that a part of the huge profits that war brings to a few should be made available to the country at large; (b) the need for increased revenues for war expenditure (a tax on excess profits will in some measure correct inequalities arising from war, while general taxation will aggravate such inequalities); and (c) the incidence of this tax contemplated in the Bill will fall only on some 5,000 business units, since profits less than Rs.20,000 will not be taxed; hence general industrial development will not be checked.

(The Statesman, 28-1-40, and 7-2-40).

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List of more important publications received in this Office during
January, 1940. ✓

The International Labour Organisation.-

- (a) Report of the Indian Employers' Delegation to the 25th session of the I.L.Conference held at Geneva in June, 1939. Published by the Federation of Indian Chambers of Commerce and Industry, 28, Feorzshah Road, New Delhi.
- (b) The Employers' Federation of India. Report of the Indian Employers' Delegation to the 25th session of the I.L.Conference held in Geneva in June, 1939. Patel House, Churchgate Street, Bombay.

Conditions of Work.-

- (a) Government of the Central Provinces and Berar, Local Self-Government Department. Report of the Committee appointed to examine the Wages and Conditions of Work of Sweepers in Municipal and Notified Area Committees in the Central Provinces and Berar. ~~By~~ Nagpur: Government Printing, C.P. and Berar. 1939. Price Re.1/-.
- (b) In the Industrial Court, Bombay: Appeals (Nos.1 to 16) on Standing Orders settled by the Commissioner of Labour for Operatives, Technical Assistants and Clerks in Cotton Textile Mills in Bombay Presidency. (Received from the Secretary, Industrial Court, Town Hall, Bombay.)
- (c) Government of Bengal, Department of Commerce and Labour. Annual ~~Report on the working of the Workmen's Compensation Act~~ in Bengal during the year 1938. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1939. Price Annas 2/- or 3d.
- (d) Annual Report on the working of the ~~Payment~~ Workmen's Compensation Act, 1923, in the Punjab for the year 1938. Price Re.1-6-0. Published by Manager of Government Publications, Lahore.
- (e) Annual Report on the working of the Payment of Wages Act, 1936, in the Province of Orissa for the year 1938. By Mr.H.M.Rai, Chief Inspector of Factories, Orissa. Press Officer, Government Press, Orissa, Cuttack. 1940. Price As.3/-.
- (f) Government of the Central Provinces and Berar. Annual Review on the District Report on working of the Indian Mines Act, 1923 (IV of 1923) in the Central Provinces and Berar for the year ending the 31st December 1938. Nagpur: Government Printing, C.P.

Economic Conditions.-

- (a) H.E.H. the Nizam's Government. Trade Statistics with a Review for 1347 Fasli (1937-1938) by Mazhar Husain, M.A., B.Sc., Director of Statistics, Hyderabad-Deccan. Government Central Press. 1939. Eighth Issue, price Rs.2/-.
- (b) Studies in Indian Economics. Issued by the Office of the Economic Adviser to the Government of India. First Series: Aspects of the Indian Tariff; No.1. "The Burden of the Indian Tariff" by T.E.Gregory, D.Sc. (Econ.) and W.R.Natu, B.Sc. (Econ.). Published by the Manager of Publications, Delhi, 1939. Price As.6/- or 7d.
- (c) Studies in Indian Economics. Issued by the Office of the Economic Adviser to the Government of India. Second Series: Aspects of Indian Social Economics; No.21, "Changes in the Occupational Distribution of the Population" by B.G.Ghate, M.A., Ph.D.(Econ.) (Lond.) Price As.6/- or 7d. Published by the Manager of Publications, Delhi.

3. Economic Conditions:

- (d) Government of the United Provinces. Detailed Estimates for the year 1939-40. (Recast) Allahabad: Superintendent, Printing and Stationery, U.P., India. 1940.
- (e) "Price Control in India" Dr. M.S. Nata Rajan, M.A., Ph.D., Diwanchand Political Information Bureau, 30, Ferozshah Road, New Delhi. January, 1940. (Cyclostyled).
- (f) Report on the Department of Industries, Punjab, for the year ending 31st March, 1939. Lahore: Printed by the Superintendent Government Printing, Punjab, 1939, 1939. Price Re. 1/8/-.
- (g) Annual Report of the Department of Industries, Bombay Province, 1938-39. Bombay: Printed at the Government Central Press, Obtainable from the Superintendent, Government Printing and Stationery, Bombay. Price Annas 4 or 5d. 1939.

4. Agriculture:-

Annual Report of the Imperial Council of Agricultural Research for 1938-39. Published by the Manager of Publications, Delhi. 1939. Price Re. 1/8/- or 2s. 3d.

5. Co-operation:-

Statistical Statements relating to the Co-operative Movement in India during the year 1937-38. Published by Manager of Publications, Delhi. 1939. Price Re. 1/10/- or 2s.

6. Organisations, Congresses, etc.:-

- (a) Indian Colliery Owners' Association, Jharia - Annual Report for the year 1938.
- (b) The Textile Labour Association, Ahmedabad, Annual Report for 1938-39. Labour Office, Ahmedabad.
- (c) Indian Quartermasters' Union (Regd. T.U. No.25): Brief Reports for the period 1936 to March 1939 with Audited Statement of Accounts. Registered Head Office: 21, Razab Ali Lane, Kidderpore, Calcutta.
- (d) Proceedings of the Seventh Annual General Meeting of the Employers' Federation of India held on the 28th December, 1939, at Calcutta.
- (e) Report on the working of the Indian Trade Unions Act, 1926, in the Punjab, during the year 1938-39. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1940. Price Re. 0-9-0 or 1ld.
- (f) Annual Report on the working of the Indian Trade Unions Act, 1926 (XVI of 1926) in the Province of Bihar for the year ending 31st March, 1939. Superintendent, Government Printing, Bihar, Patna. 1940. Price annas -/3/-.

7. Education:-

Osmania University, Hyderabad State. Annual Report for the year 1347 Fasli (October 1937 - October 1938). Prepared by the Pro-Vice-Chancellor.

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8. Miscellaneous :-

- (a) Administration Report on the Jails of Orissa for the year 1938. By Lt.-Col. Verghese, I.M.S., Director of Health and Inspector-General of Prisons, Orissa. Press officer, Government Press, Orissa, Cuttack. 1939, Price As. -/15/-.
- (b) Report on the Administration of the Excise Department in the province of Bihar for the year 1938-39. Superintendent, Government Printing, Bihar, Patna. 1939. Price Re. 1/8/-.

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for February, 1940.

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

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National Labour Legislation.

Government of India.-

The Employment of Children (Federal)
Railway Rules, 1940.

These rules relate to the appointment of Inspectors and the form of medical certificates under the Employment of Children Act, 1938.

(Notification No. L.3090 dated 8-2-1940: The Gazette of India, Part I, dated 10-2-1940, page 173).

Government of India.-

Factories (Amendment) Bill, 1940.

On 16-2-1940, Dewan Bahadur Sir A. Ramaswami Mudaliar, Member in charge of Labour Department, Government of India, introduced a Bill in the Central Assembly to make provision for regulating labour in certain small factories. The Bill is designed to prevent the exposure of children to the risk of exploitation and employment in unhealthy and dangerous conditions. It extends the provisions dealing with health, safety, children and registration of the Factories Act, to power factories employing from 10 to 19 persons, if any of these persons is not qualified to work as an adult. Provincial Governments, which have been consulted, are given full power to extend these provisions to power factories employing less than 10 persons, if any of those persons is not qualified to work as an adult.

(The Gazette of India, Part V, dated 24-2-1940, pages 97 to 99).

The Bill was taken up for consideration by the Assembly on 23.2.1940 when Mr. N.M. Joshi moved that the Bill be circulated. This motion was rejected; Mr. Joshi then moved seven amendments to the Bill, of which four were accepted. The effect of these accepted amendments is to make the Bill enforceable automatically and to include in it provisions in regard to sanitation, particularly relating to dust and gas. The Bill as amended was passed by the Assembly the same day (23-2-1940)

(The Statesman, 24-2-1940).

The Council of State passed the Bill on 5-3-1940.

(The Statesman, 6-3-1940).

Assam.-Proposed Maternity Benefit Bill, 1940.

The Government of Assam is proposing to introduce a Maternity Benefit Bill in the local legislature at an early date. The salient features of the Bill are:- (1) It applies to factories, mines, oil-fields, and plantations; the Act may be extended to other establishments also. (2) Maternity leave is to be made available four weeks before and four weeks after delivery. (3) Benefits are payable for a maximum of eight weeks at the average rate of wage or salary earned during the three months immediately preceding the date of notice. (4) Qualifying period is nine months. (5) Free medical attendance and treatment during pregnancy and confinement should be provided by the employer or alternatively a cash bonus if the woman worker receives medical help from other sources than the employer.

(The text of the Bill is published in the Assam Gazette, Part V, dated 21-2-1940, pages 14 to 18)

Bengal.-Amendments to Bengal Trade Union Regulations, 1927.

The amendments notified by the local Government specify the form in which changes of address of trade unions and changes in the rules of unions should be communicated to the Registrar of Trade Unions.

(Notification No. 549 Com. dated 8-2-1940: The Calcutta Gazette, Part I, dated 15-2-1940, pages 349 to 356).

Bihar.-The Bihar Factories (Exemption) Draft Rules, 1940:Exemption from Hours of Work Provisions.

The rules relate to the exemption, under certain conditions, of adult male workers employed on urgent repairs from the provisions of sections 34 (weekly hours), 35 (weekly holiday), 36 (daily hours), 37 (intervals for rest), 38 (spread over), and 39 and 40 (notice of periods of work, etc) of the Factories Act. The draft rules will be taken into consideration on or after 6-5-1940.

(Notification No. 188-1F-10-40- Com. dated 19-1-1940: The Bihar Gazette, Part II. 14-2-1940. pages 103-112).

Bombay.-Extension of the Factories Act.

The Bombay Government has amended its Notification No. 1822 dated 8-11-1937 (vide page 14 of our November 1937 report) extending certain specified sections of the Indian Factories Act to certain classes of unregulated factories. The present amendment extends certain sections of the Act to all places where the process of weaving cloth from cotton yarn or from artificial or natural silk or from rayon is carried on with the aid of power, and where ten or more persons are employed.

(Notification No. 1664/34 dated 27-1-40;
The Bombay Government Gazette, Part
IV-A, dated 1-2-1940, pages 14 to 15).

British Baluchistan.-

The Draft British Baluchistan Motor
Vehicles Rules, 1940.

The above rules which the Chief Commissioner, British Baluchistan, ^{are} proposes making under the Motor Vehicles Act, 1939. Attention is directed to rules Nos. 4.32 and 4.33 which relate to hours of work and periods of rest of motor drivers.

(Notification No. 47-M.V. dated
24-1-1940: The Gazette of India,
Part II-A, dated 10-2-1940, pages
187 to 329).

Punjab.-

Draft Rules re. Exemption from Hours
of Work Provisions of Factories Act.

These rules relate to the exemption, under certain conditions, of adult male workers employed on urgent repairs from the provisions of sections 34 (weekly hours), 35 (weekly holiday), 36 (daily hours), 37 (intervals for rest) and 38 (spread over) of the Factories Act. Criticisms of the proposals are to be submitted to the Government within three months.

(Notification No. 1124-I & L. 40/8373
dated 21-2-1940: Government Gazette,
Punjab. Part I 23-2-1940, pages 349
to 353).

Sind.-

Proposal for Provision of Trained Women Health Visitors
in Factories: Notification under Maternity Benefit
Act.

The Sind Government proposes making it obligatory for an owner of a factory in which 50 or more women workers are employed or where not less than 25 per cent of the workers employed are women and the number of such women is not less than 10 to employ, either individually or in combination with other employers, a trained woman health visitor for looking after the welfare of the women workers.

(Notification No. 5-M/37 dated 31-1-1940: The Sind Government Gazette, Part IV-A, dated 15-2-40, page 189).

Sind.-

Adaptation of Bombay Maternity Benefit Rules
to Sind: Draft Notification.

The local Government proposes to introduce suitable changes in the Bombay Maternity Benefit Rules, 1929, as amended, and adapt it for Sind Province.

(Notification No. 108-M/38 dated 31-1-1940: The Sind Government Gazette, Part IV-A, dated 8-2-1940, page 179).

Sind.-

Adaptation of Bombay Workmen's Compensation
Rules, 1934, to Sind: Draft Notification.

The local Government proposes to adapt the Bombay Workmen's Compensation Rules, 1934, as amended, with suitable changes for application to Sind Province.

(Notification No. 108-M/38 - (a) and (b), dated 31-1-1940: The Sind Government Gazette, Part IV-A, dated 8-2-1940, pages 179 to 180).

U.P.-Draft Rules re. Regulation of Shift
Work in Paper Mills.

The Government of the United Provinces proposes to amend the local Factories Rules, 1935, so as to regulate the employment of labour in shift work in paper mills.

(Notification No. 41/XVIII-694-38
dated 31-1-1940, the U.P. Gazette,
Part I-A, dated 3-2-1940, page 24).

Mysore.The Mysore Silicosis Rules, 1940.

The State Government has recently issued Rules to govern the grant of compensation for workers suffering from silicosis in the following industries: (1) gold mining; (2) porcelain and pottery; (3) cement; (4) glass; (5) China clay and talc; (6) sand-stone; (7) bricks and tiles; and (9) metal works and foundries. (A copy of the Rules was sent to Geneva with this Office's Minute A.8/229/40 dated 6-3-1940).

6

Conditions of Work.
Inspection.

Labour Conditions in Indian Mines:
Report of the Chief Inspector of Mines, 1938*

Number of Persons Employed.— During the year 1938 the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 306,260, as compared with 267,858 in the previous year. The former figure is the highest on record. Of these persons 140,651 worked underground, 83,333 in open workings and 82,276 on the surface. The number of men who worked underground, in open working and on the surface and the women who worked in open working and on the surface, were as follows:—

	Men.		Women.	
	1938.	1937.	1938.	1937.
Underground. ...	140,651	118,920	...	3,887
In open workings...	54,121	48,268	29,212	24,479
Surface. ...	58,199	52,387	24,077	19,917
Total. ...	<u>252,971</u>	<u>219,575</u>	<u>53,289</u>	<u>48,283</u>

Distribution of Workers: Coal Mines.— The daily average number of persons employed in coal mines was 261,093 which is 29,944 more than the number employed in 1937. Of these persons 53,735 were males employed in cutting coal, 32,235 were males employed as loaders of coal and 23,515 were women. The increase in the daily average number of persons employed in coal mines in 1938, as compared with 1937, is reflected in the large quantity of coal produced. Annual returns received of the number of persons actually at work and also of persons who should ordinarily have been at work but were absent on a selected day in February 1938 show that, on the day selected 263,763 persons were either at work or were prevented from attending work. This figure is 62,670 more than the average number of persons employed in coal mines during 1938.

Workers in Other Mines.— The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 105,167, which is 8,458 more than the number employed in 1937. 75,393 were men and 29,774 were women.

Wage Position.— Figures of the average daily wages paid in December 1938 in each important mining field in India show that there was a small general increase in the wages paid to underground miners and to other classes of labour in practically all the coal fields.

* Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1938. Printed by Manager, Government of India Press, Calcutta. Published by Manager of Publications, Delhi. 1939. Price Rs. 2/10/- or 4s. 3d. pp.202.

Accidents.- During the year 1938 there were 248 fatal accidents which is 40 more than in 1937, and 59 more than the average number in the preceding five years. In addition to the fatal accidents, there were 1,165 serious accidents, involving injuries to 1,196 persons, as compared with 1,085 serious accidents, involving injuries to 1,115 persons in the previous year. 283 persons were killed and 1,233 persons were seriously injured. The latter figure includes 37 persons injured in fatal accidents. The number of persons killed was 35 more than in 1937. 276 persons killed were men and 7 were women.

It was reported that 10,859 persons as against 3,914 received minor injuries which necessitated the enforced absence from work for a period exceeding forty-eight hours. The report points out that from the increase in the number of persons receiving minor injuries during the year it is obvious that many of the minor accidents were not reported until attention was drawn to the requirements of the relevant Section of the Indian Mines Act

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

	No. of fatal accidents.	Percentage of total number of fatal accidents.
Misadventure	172	69.35
Fault of deceased	31	12.50
Fault of fellow workmen	17	6.86
Fault of subordinate officials.	19	7.66
Fault of management	9	3.63
Total.	248	100.00

Inspections and Prosecutions.- During the year 1,008 mines were inspected, many of them being inspected several times. 2,957 separate inspections were made. The cause and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents and managers desirous of obtaining advice on safety matters. In the major coal fields a large portion of the time of the Inspectors was occupied in investigating cases of actual or threatened damage to dwellings and roads by reason of the underground working of coal mines, in dealing with underground fires and in examining protective works against the risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers as Ex-officio Inspectors of mines.

During the year under review, the inspectorate instituted 37 prosecutions under the Act involving 74 persons; 46 of the person prosecuted were convicted.

Health and Sanitation: (a) Asansol.- The colliery population in Asansol enjoyed better health than the general population. The birth rate has been steadily on the increase since 1936. The progressive decrease in the death-rate was not maintained during the year owing to

the prevalence of bacillary dysentery and enteric fevers during the rainy season and the recrudescence of malaria. The medical arrangements that exist at collieries were overhauled - unqualified doctors being replaced by registered practitioners.

The Asansol Mines Board carried out intensive anti-malaria-operations in four malarious areas. A partial campaign was undertaken in six other areas with a view to stimulate and supplement local effort by the residents themselves. The Board also carried out a Tuberculosis survey for a period of six months among a group of miners and also retired miners with a view to finding out the incidence of Tuberculosis infection and manifestation of the disease. A boys' school and a girls' school were also included in the survey.

(b) Jharia.- The estimated population of the Jharia settlement was 561,090 persons. The death rate was 16.33 per thousand, as compared with 16.50 in the previous year. 454 samples of food were analysed in the Board's laboratory and prosecutions were ordered in all cases of adulteration. The five years' housing programme, enforced by the Board last year, continued during the year. Subjects chosen for propaganda work were leprosy, maternity and child welfare, general hygiene, sanitation, dietetics, vitamins and temperance.

(The working of the Indian Mines Act, 1923, in 1937 was reviewed at pages 23 to 25 of our November 1938 report).

9

Wages.

Deduction from Monthly Wages for Holidays adjoining Days of
Absence in Cawnpore Mills: Authorities hold System Illegal.

Chief Inspector's Circular.— The Chief Inspector of Factories, United Provinces, issued a circular letter on 4-1-1939 to factory owners in the province stating that ~~the~~ the system, whereby a worker who is absent on Saturday or Monday, or on any other day prior or subsequent to the regular weekly holiday, ~~loses~~ ^{only} two days' pay, is illegal and that deduction of pay ^{only} for the working day ~~only~~ on which the worker is absent is permissible.

Legal Remembrancer's Opinion.— At the instance of the Employers' Association of Northern India, Cawnpore, the local Government referred this decision of the Chief Inspector to the Legal Remembrancer of the Province for his opinion; the opinion given by the Legal Remembrancer is summarised below:—

If a worker is absent on a working day a deduction for the holiday immediately preceding or succeeding it cannot be made. If the payment is by daily wages the question would not arise. But where payment is made monthly, such deductions for holidays would be unjustified. Section 9 (1) lays down that deductions under clause (b) of sub-section (2) of section 7 can only be made on account of the absence of an employed person from the place or places where, by the terms of his employment, he is required to work. On a Sunday or other holiday an employed person is not required to work and therefore a deduction on account of such Sundays or holidays would not be justified. It was argued by the Association that if a worker is not available for work on a Sunday or a regular weekly holiday, the wages do not become payable to him for that Sunday. All depends upon the terms of employment. If by his term of employment the employee is required to remain in the station on Sundays and regular holidays and the payment to him includes payment for such stay in the station on Sundays and regular holidays in case he may be required to work on such Sundays or holidays, perhaps it would be possible to withhold from him payment for such Sundays and holidays in case he is actually out of station. But there seems to be no justification for making any deduction for such Sundays or holidays merely because he was absent from work on a working day immediately preceding or succeeding such Sunday or holiday.

Fresh Circular by Chief Inspector.— As a result of the above opinion of the Legal Remembrancer, the Chief Inspector of Factories, United Provinces, is ~~reported~~ to be now claiming that no deduction is permissible under section 9 (1) of the payment of Wages Act, 1935, for any holiday irrespective of whether it is Sunday or regular weekly holiday, from the wages of mill workers on a monthly basis of pay.

Problem of Payment of Wages on Non-scheduled Holidays.— The custom in ~~the~~ Cawnpore Mills is that no payment is made to monthly paid mill workers for holidays other than Sundays or the regular weekly holidays.

The Employers' Association has, therefore, approached other Employers' Associations in the country to ascertain the practice on the subject in other Provinces.

(Circular No. 24 dated 26-2-1940
issued by the Employers' Association of Northern India, Cawnpore).

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Industrial Disputes.

Industrial Peace in the Punjab: Government appoints
Labour Officer. +

The enforcement of the Payment of Wages Act, increasing labour disputes and the rise in the number of trade unions in the province have led to the appointment of a whole-time Labour Officer in the Punjab. This official will, it is understood, in addition to his duties as Labour Officer, act as the Registrar of Trade Unions.

(The Statesman, 27-2-1940). +

General.

Extension of Hours of Employment Regulations and Provident Fund Facilities in Railways: Railway Budget Provisions.

The Railway Budget for 1940-41 which was introduced in the Central Assembly and Council of State on 16-2-1940, (for details of the Budget, vide section: "Economic Conditions" of this report) makes a small provision for amelioration of working conditions of Indian railway employees; a brief summary of the Budget proposals in regard to labour is given below:

War Allowances.— Sir Andrew Clow, Communications Member, Government of India, introducing the Budget in the Central Assembly, pointed out that the rise in prices of commodities as a result of the war has not been appreciable and so it is premature to consider the question of a dearness allowance for railway workers; in fact, since the beginning of 1940 there has been a distinct fall in the prices of important commodities. It was pointed out that when prices fell sharply in 1929-31, the wages of railwaymen were not reduced, and so at a time when a reverse movement in the prices had set in, it was unreasonable for railwaymen to make a claim for a dearness allowance. But except for the temporary cut in pay imposed a few years ago under pressure of grave financial stringency, and later fully restored, the staff had been secured against a reduction in their emoluments and, in spite of the revision of scales for new entrants, the average remuneration for staff as a whole had risen by about 10 per cent between 1929 and 1939, whereas between those dates prices had substantially fallen. Moreover, the last decade had been marked by important concessions to the railway staff, the most noteworthy of which were the abolition of the 'no extra cost' condition in respect of leave and the enforcement on a large scale of the Washington and Geneva Conventions relating to hours of employment and weekly rest.

Extension of Hours of Employment Regulations.— Provision has been made in the Budget to complete the extension of the Hours of Employment Regulations to all State-owned Class I Railways. At the beginning of last year, there were four such railways still to cover - the South Indian, the Rohilkhand Kumaon, the Bengal Nagpur and the Assam Bengal Railways. In 1939 the extension of the Regulations to the first two railways was approved and the Government considered that, in the present position, the extension of the Regulations to the other two railways should not be postponed. The cost for the first two is Rs. 650,000 capital and Rs. 360,000 recurring, and for the second two is Rs. 1,540,000 capital and Rs. 630,000 recurring. It is estimated that the total cost of applying these Conventions on the Railways will be Rs. 5.9 millions (Capital) and over Rs. 3.2 millions (Recurring). The fresh expenditure included in the Budget for this purpose amounts in all to Rs. 600,000.

Extension of Provident Fund Facilities.— Provision has also been made for a further extension of the provident fund privileges to railway employees. The All-India Railwaymen's Federation has laid stress on the need of the lower paid employees for some provision in addition to the gratuities already provided. The additional amount entailed by the grant of provident fund on the present terms to all railwaymen is Rs. 7.2 millions a year. This year's Budget contains an additional provision of Rs. 1.2 millions for application to those staff benefits which appear to be most urgent; the Railway Board is to consult the All-India Railwaymen's Federation for the allocation of this amount to the best advantage.

(The Hindustan Times, 17-2-1940).+

Changes in the Occupational Distribution of the Indian Population.* +

In view of the uneasiness at times shown at what is considered to be the slow growth of the industrial population in India, the Office of the Economic Adviser to the Government of India has recently issued a study on the subject which examines the changes in the occupational distribution of the population during the last thirty years. The Imperial and Provincial Census Reports constitute the main sources of information on the subject, and as they have been supplemented by the various Annual Reports on Factories, Industries and Agriculture. The manner of treatment which has been followed in the study is to divide the subject into three parts dealing respectively with:— (1) The changes in classification and the general value of occupational statistics for comparative purposes; (2) The occupational distribution of the population and occupations by the main orders and groups; and (3) Special questions connected with occupations. The main conclusions reached in the study are summarised below:

Occupational Distribution.— After examining the changes in census classification and the general value of the available occupational statistics for comparative purposes, the study analyses the occupational distribution of the population. The following table indicates the proportion of actual workers to the total population.

* Studies in Indian Economics issued by the Office of the Economic Adviser to the Government of India. Second Series—Aspects of Indian Social Economics No. 1: Changes in the Occupational Distribution of the Population. By B. G. Ghate, M.A., Ph.D (Econ.) (London). Published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, New Delhi, 1940. Price annas 6 or 7d.

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Total population (in millions).	...	1911. 315.1	1921. 318.9	1931. 352.8
Number of Actual workers (in millions).	...	148.9	146.4	146.9
Actual Workers per 1,000 of the population.	...	472	459	417

It would appear from the above table that the proportion of actual workers per 1,000 of the population shows a progressive decline and that the decline between 1921 and 1931 was much greater than the decline between 1911 and 1921. It is more than probable that the changes in the methods of classification are responsible for this apparent decline.

Classification according to Age.— The proportion of all workers of all ages per 1,000 of the population between the ages of 10 to 60 years and 15 to 60 years was 703 and 843 respectively in 1911, but it had fallen to 682 and 834 respectively in 1921 and to 616 and 749 in 1931. The fall in the number of workers in 1921 may to a large extent be attributed to the influenza epidemic of 1918-19 in which the incidence of mortality was highest among adults between the wages of 20 to 40 years; it has been estimated that about 9 million persons between the ages of 15 to 60 years died as result of the epidemic. But the decline in the number of workers in 1931 was largely due to changes in classification.

Classification according to Sex.— The number of Males and Female workers of all ages per 1,000 of the Male and Female Population between ages of 10 to 60 and 15 to 60 years is indicated in the following table:

Proportion of Male and Female workers of all ages per 1,000 of the Male and Female Population between ages of 10 to 60 years respectively.	Proportion of Male and Female workers of all ages per 1,000 of the Male and Female Population between ages of 15 to 60 years respectively.	
	Males.	Females.
	Males.	Females.
1911	924	465
1921	899	446
1931	849	365

The large and continuous decline in the proportion of female workers cannot be wholly attributed to changes in classification. Another significant fact is the large decline in the number of children employed in organised factories. The most reasonable explanation of the increase in the number of adult male workers at the expense of female and child workers would appear to lie in the social changes resulting from an increasing standard of living during recent years.

Classification by Occupation.-- The following table shows the number of actual workers in various occupations:

	1911.		1921.		1931.	
	Total Number of persons occupied (in mil- lions).	Number of persons occupied in each occupation per 1,000 of the total number of workers.	Total Number of persons occupied (in mil- lions).	Number of persons occupied in each occupation per 1,000 of the total number of workers.	Total Number of persons occupied (in mil- lions).	Number of persons occupied in each occupation per 1,000 of the total number of workers.
Total Workers.	1489	1000	1464	1000	1469	1000
Production of Raw Materi- als.	1065	718	1061	724	1035	706
Preparation of and supply of material substances.	280	187	258	176	256	174
Public Adminis- tration and Liberal Arts.	44	30	41	28	42	28
Domestic Ser- vice.	27	18	25	17	39	27
Insufficiently described occupations.	51	34	60	42	78	53
Unproductive.	21	14	19	13	18	12

It will be noticed from the above figures that there is no appreciable change in the number of persons occupied in each class of occupations, except in Domestic Service and Insufficiently Described Occupations, which show an increase of 14 and 1.8 millions respectively in 1931, over the corresponding figures for 1921. Agriculture, on the other hand, shows a decline of 2.4 millions, but it is more than probable that much of the increase in "Insufficiently Described Occupations" is accounted for by agriculturists who have failed to return their occupation correctly. Considering also the vagueness of the term Domestic Service and the changes in the method of classifying occupations it may be inferred that there is no considerable change in the proportion of workers occupied in each class of occupations to the total number of persons occupied. The fact that the total number of persons occupied does not show the increase that would have been expected in view of the increase of about 11 per cent. in the total population has, to be

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attributed to the changes in classification and the more rigid distinction between 'workers' and 'dependents'.

Has Pressure on Soil Increased?- The growth of population and the apparent absence of a large increase in 1931 in group II (the ^{variation} Prevention and Supply of Material Substances) have created a general impression that the pressure on the soil has been increasing continuously during the past few years. Such an assertion cannot be substantiated by the available material on the subject, for, large discrepancies have been caused through the changes introduced in the manner of recording of subsidiary occupations and in the definition of "workers" and "dependants" in the last three census reports. All the available evidence shows that there has been an enormous increase in the number of subsidiary occupations connected with industry and that an increasing number of agriculturists are now devoting their time to such occupations with a view to supplementing their income from the land during slack seasons.

In most of the discussions about occupational changes, the fact that industrial occupations have been increasing progressively has been generally overlooked and attention has been concentrated only on the large numbers of people occupied in agriculture. It is argued that the large increase in population during recent years and the absence of a correspondingly large increase in industrial occupations must inevitably result in reducing the standard of living; and that the larger the growth of population, the greater, in the absence of industrial development, must be the poverty of the people. It is not yet properly understood that with the further development of the country there will follow an increased demand for personal and professional services (in the form of trade and transport) which will create new occupations and fill in the gap between the growth of population and industrial employment, without increasing the pressure on the soil. There is every ground to believe that industrial occupations will continue to increase for the next few years; but it is highly unlikely that even under the most favourable conditions possible, the proportion of industrial workers per 1,000 of the working population will be very higher than today.

Possibilities of Industries affording increased Employment.- The popular belief that industrialisation will continue to absorb an indefinitely large number of people is completely unfounded. It should nevertheless be realised that industrial occupations are not the only avenues for absorbing the growing population of India. There are already definite indications of the increase in industrial occupations, although it is probable that the proportion of industrial workers to the total occupied population will never rise to such an extent as to absorb the whole of the increase in population. But the increase in agricultural occupations has not been so great as the increase in population during 1911-31 and the proportion of agricultural workers per 1,000 of the occupied population has not been increasing at a very rapid rate. Moreover all the available material on the subject shows that there has been no increase in the pressure on the soil and that the economic condition of the cultivator has been improving during recent years as a result of the growth of small-scale rural industries and the various other measures devised for his benefit both by the Provincial Governments and the Government of India.

Outlook for the Future.- The gap between the growth of population on the one hand and the absence of a correspondingly large increase in agricultural and industrial occupations on the other has, to a large extent, been made up by the increase in the distributional and other services. It is more than probable that the tendency which now calls for increased occupations in these services will gather greater force in course of time. Much of the dissatisfaction caused by the apparent lack of a large increase in industrial employment has been due to an undue emphasis being placed on the possibilities of industrial development as the only solution of the problems of unemployment or under-employment in agriculture. The concentration of attention on the industrial aspect of the problem, to the exclusion of all others, is also responsible for the general impression that the growth of population and the "excessive dependence on agriculture" are gradually lowering the standard of living. Available data go to show that the occupational problem is not so gloomy as it has often been depicted to be, and, that with the further economic development of the country, there will be an increased scope for almost all the occupations and that new channels connected especially with distributional and other services will arise which will continue to absorb a larger proportion of the growing population. +

Economic Conditions.

Railway Budget for 1940-41. +

An increase of 2 annas in the rupee in the freight on goods traffic, excluding coal, coke, feed grains, military traffic, etc; the same amount of increase on all consignments of coaching traffic other than passenger; an increase of one anna per rupee for all passenger traffic except for fares of one rupee and less; and the raising of the surcharge on coal from 12½ per cent. to 15 per cent. and to 20 per cent. from 1-11-1941. were the main proposals in the Railway Budget for 1940-41 presented in the Central Assembly on 16-2-1940 by Sir Andrew Clow, Member for Communications, Government of India. It was pointed out that, if it was found that any of the new rates were having adverse effects on revenue, reductions would be made.

So substantial has been the volume of war-traffic on Indian railways during the past six months that the revised estimates of the surplus for 1939-40 is Rs. 32.5 millions more than the actual surplus of last year. The original estimate was Rs. 21.3 millions. The present forecast is that a surplus of Rs. 36.1 millions would be realised. Sir Andrew Clow's estimate for 1940-41 puts the surplus at Rs. 82.9 millions. The financial working of railways in 1939-40 and the estimates for 1940-41 are indicated below:

<u>Revised Estimates for 1939-40.</u>	<u>Rs. in millions.</u>
Total traffic receipts on State-owned lines ...	973.0
Total working expenses, including depreciation but excluding interest charges ...	653.5
Surplus ...	36.1
<u>Budget Estimates for 1940-41.</u>	
Traffic receipts ...	1030
Expenses including depreciation but excluding interest charges ...	666.4
Surplus ...	82.9

(For full details of provision made in the Budget for staff benefit vide section: "Conditions of Labour (General)" of this report).

(The Hindustan Times, 17-2-1940). +

General Policy of the National Planning Committee:
Pandit Jawaharlal Nehru's Memorandum.

The Manufacturing Industries Sub-Committee of the Indian National Planning Committee (vide pages 25 to 28 of our June 1939 Report for details of the Sub-Committee) made certain references, involving decisions on important matters relating to the control and functioning of industries. As these questions affected the work of several other sub-committees, a meeting was convened of the Chairman and Secretaries of all the sub-committees on 11-2-1940 at Bombay, Pandit Jawaharlal Nehru presiding, for a discussion of the problems raised. The decisions arrived at at the meeting have been embodied in a memorandum drawn up by Pandit Nehru and circulated to all sub-committees. A brief summary of these decisions is given below:-

State Control Policy.- The National Planning Committee has already laid down certain general principles in regard to economic policy. It has accepted the Congress Karachi resolution, which states that "The State shall own or control key industries, and services, mineral resources, railways, waterways, shipping and other means of public transport." Defence industries, key industries and public utilities should, therefore, be either State-owned or controlled. In regard to defence industries, it was decided that they must be owned and controlled by the State. Regarding key industries, the majority were of opinion that they should also be State-owned, though a substantial minority considered that State control would be sufficient. It was made clear, however, that any control of such industries must be rigid.

Control of Public Utilities.- Public utilities, it was decided, should be owned by some organ of the State, such organ being either the Central Government, Provincial Government or local board. It was also possible to have something of the nature of the London Transport Board, controlling such public utilities.

Other Industries.- In regard to the other important and vital industries, which are not key industries, defence industries, or public utilities, no special rule was laid down. But it was made clear that the very nature of planning required control in some measure. What this measure should be might vary with the industry in question.

Administration of State-owned Industries.- As regards the agency to administer State-owned industries, it was suggested that as a general rule, autonomous public trusts would be suitable, the nature of such trusts being varied in the case of different industries. This suggestion was approved by some members while others thought that no definite rule should be laid down and that the Sub-Committees should be left free to make their own recommendations. It was also suggested that there might be co-operative ownership and control.

State Control of Private Industries.- In regard to private industries, aided or supported by the State, the measure of State control should be greater than in unaided industries. The State may appoint directors or representatives to see that the State policy in regard to planning is carried out. Such representatives of the State may not

interfere in the day to day administration of the industry. Any planning will involve a close scrutiny of the development of industry in all its branches and a periodical survey of the progress should be made. It will mean the training up of the technical staffs necessary for the further expansion of industry and the State may require industries to train up such staffs.

In the event of a private industry being taken over by the State, fair compensation should be paid. In calculating this compensation, a number of factors will have to be taken into consideration, so that the interests of the general public do not suffer and at the same time, the owners of the industry are not victimised. As decided by the National Planning Committee previously, it was made clear that in order to prevent the growth of future barriers to planning, effort should be made to avoid the establishment of new vested interests.

Cottage and Village Industries. - The relation of industries on a large-scale to village and cottage industries was also considered. It was pointed out that the National Congress has laid great stress on the development of cottage industries, and more specially on hand-spinning and hand-weaving. Large scale industries and cottage industries have, therefore, to be co-ordinated in the national plan. It was also pointed out that it may not be possible at this stage to define accurately the scope of each, but in view of the Congress policy, which may be, later, the State policy, nothing should be done to erect barriers to the carrying out of such a policy. It was, therefore, laid down that any large-scale industry, which may come into conflict with a particular cottage industry, encouraged and supported by the State, should itself be controlled by the State. Such control is to prevent any conflicts arising and to make co-ordination easy.

Place of Women in Planned Economy. - The meeting also passed the following resolution in regard to the place of women in planned economy: - "In the scheme of planned economy, every care should be taken to secure for woman, irrespective of civil conditions, not only theoretical equality of opportunity for training and employment, but also assurance that such training, and particularly employment, are made available to her, as the consequence of planned economy and at the instance of the planning authority."

(The Bombay Chronicle, 14-2-1940.) +

Working Class Cost of Living Index Numbers for various
Centres in India for December 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during December 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 December 1939 rose by 4 points to 113. The average for 1938 was 105.

Ahmedabad.— The index number (base: year ending July 1927) of the cost of living in Ahmedabad during December 1939 increased by 3 points to 84. The average for 1938 was 71.

Shelapur.— The index number (base: year ending January 1928) of the cost of living in Sholapur during December 1939 rose by 4 points to 83. The average for 1938 was 72.

Nagpur.— The index number (base: year ending January 1927) of the cost of living in Nagpur in December 1939 advanced by 6 points to 73.

Jubbulpore.— The index number (base: year ending January 1927) of the cost of living in Jubbulpore in December 1939 rose by 6 points to 68.

Madras.— The index number (base: year ending June 1936) of the cost of living in Madras during December 1939 advanced by 3 points to 108.

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

Budget for the Government of India, 1940-41.

The Budget of the Government of India for 1940-41, excluding the Railways, was presented in the Legislative Assembly on 29-2-1940 by Sir Jeremy Raisman, the Finance Member. Increases in the sugar excise duty ~~and~~ the duty on motor spirit are the salient features of the budget. A brief summary of the present financial position, as disclosed in the budget for 1940-41, is given below:

Actuals for 1938-39:

The actual deficit for 1938-39 was Rs. 6.4 millions against the revised estimate of Rs. 26.5 millions.

Revised estimates for 1939-40:

Revenue	Rs. 877.6 millions
Expenditure	Rs. 868.5 millions
Surplus			<u>9.1</u> millions

1940-41 on basis of existing taxes:

Revenue	Rs. 854.3 millions
Expenditure	Rs. 925.9 millions
Prospective Deficit...					<u>71.6</u> millions

New Taxes:

Increase in sugar excise duty from Rs. 2 to Rs. 3 per cwt. (yield Rs. 19 millions) ~~is~~ and in duty on motor spirit from ten annas to twelve

annas per gallon (yield Rs. 14 millions).

Rs. 9.1 millions from the surplus in revised estimates of 1939-40 is appropriated towards the prospective deficit in 1940-41. Rs. 30 millions is expected from the Excess Profits Tax.

Budget Estimates for 1940-41:

Revenue	Rs. 926.4 millions.
Expenditure	Rs. 925.9 millions.
Surplus	<u>.5</u> millions.

(The Gazette of India Extraordinary,
dated 29.2.1940, pages 39 to 62). +

Sickness Benefits for Industrial Workers:

Chief Health Officer, Delhi, urges Government Action. +

In the chapter: "Industrial Hygiene" in the Annual Public Health Report on Delhi Province for 1938*, the Chief Health Officer, Delhi, emphasises the need for instituting sickness relief schemes for industrial workers in the Province. A summary of this portion of the report is given below:-

Review of Existing Schemes: Sickness Relief in Birla Mills.- The Birla Mills is the only industrial concern in Delhi Province in which an arrangement exists for the payment of sickness relief. Half pay is granted in the first month and one third in the second and third months, after which payment ceases. The benefit is only payable in cases in which incapacity lasts longer than nine days. The scheme has been in operation for about seven years, but it does not appear that careful records of the effects of the scheme have been maintained. Thus the management is unable to state whether the absentee rate among the workers has risen since the introduction of the scheme, or whether the standard of work generally and the output per worker has improved. ~~Originally the contributions were made equally by employers and employees on a 50: 50 basis, but since 1938 this arrangement has ceased to operate and the contributions are met from the Fines Account which, according to the law in force, must be expended for the workers' ~~maternity~~ benefit.~~

Need for Instituting Sickness Benefit Schemes.- Stressing the need for developing further sickness insurance schemes among industrial workers, the report observes: "According to the Inspector of Factories, in view of the fact that many factories in Delhi are only just on a paying basis, it appears to be unlikely for a scheme on these lines to be found generally acceptable. Something should however be done. Sickness benefit is as essential a public health measure as the better known maternity and child welfare or the school medical services..... Today industrialists in other parts of the world are satisfied that sickness benefit is not merely a measure of social welfare but a sound business proposition. However complex the problem, Government cannot ignore this point of view. The industrialist thinks in terms of output; Government should think in terms of the health of the nation". +

* Annual Public Health Report on Delhi Province for the year 1938. Compiled by Major W.H. Crichton, M.B., Ch.B., D.P.H., I.M.S., Chief Health Officer, Delhi Province. New Delhi: Printed by the Manager Government of India Press: 1939. pp.105.

Migration.The Indian Emigration (Amendment) Bill, 1940. +

On 16-2-1940 the Government of India introduced a Bill in the Central Assembly to amend the Indian Emigration Act, 1922. Under section 25 of the Act emigration, except in conformity with the provisions of the Act, is declared to be illegal, and a person committing such an offence can be arrested by a police-officer without warrant. It has been pointed out that in the case of the departure by sea of persons in contravention of a notification issued under section 30A of the Act, this power cannot be exercised unless such departure is covered by the term "emigration" as defined in the Act. A second defect which has been brought to the notice of Government is that the powers of detention, search, etc., exercisable by officers of sea customs, for the prevention and detection of offences under the Act, are not enjoyed by Protectors of Emigrants (unless they happen to be officers of sea customs). The present Bill proposes to remedy these defects.

(The Gazette of India, Part V,
dated 24-2-1940. page 100). +

The Bill was passed by the Central Assembly on 23-2-1940 and by the Council of State on 5-3-1940.

(The Statesman, 24-2-1940 and
6-3-1940).

Agriculture.

25

Bombay Agricultural Debtors' Relief Act, 1939.

Attention is directed to pages 1 to 44 of Part IV of the Bombay Government Gazette dated 30-1-1940 where is published the Bombay Agricultural Debtors' Relief Act, 1939, which received the assent of the Governor General on 19-1-1940. The Act provides for the constitution of Debt Adjustment Boards. The Board, after taking into account the paying capacity of a debtor who seeks its assistance, scales down the debt and, with the concurrence of the creditors, prepares a scheme for adjustment of debts through the Provincial Land Mortgage Bank. +

Agricultural Statistics of British India, 1936-37*.

Classification of Area and Net Area Sown.- According to the Agricultural statistics of India for the year ending 30-6-1937, the actual area of British territory for which statistics are given in the volume is 679,002,000 acres, as against 679,482,000 acres according to professional survey. Of the total area, 89,173,000 acres, or 13 per cent, are occupied by forests; and the area not available for cultivation, i.e., land absolutely barren or unculturable or put to uses other than agriculture, amounts to 155,004,000 acres, or 23 per cent. The balance, 434,825,000 acres, or 64 per cent, represents the area available for cultivation. Of this, 154,302,000 acres, or 23 per cent of the total area, represent culturable waste other than fallow, i.e., land available for cultivation but not taken up or abandoned, and 48,638,000 acres, or 7 per cent, land kept fallow in the year of report. The net area actually sown with crops during 1936-37 was therefore 231,885,000 acres, or 34 per cent of the total area, as against 227,870,000 acres in the preceding year. If, however, areas sown more than once during the year are taken as separate areas for each crop, the gross area sown in the year of report amounts to 267,536,000 acres, as against 261,148,000 acres in the preceding year.

Irrigation Statistics.- The total areas irrigated in 1936-37 was 51,636,000 acres, as against 51,317,000 acres in the preceding year. Of this area, 24,027,000 acres were irrigated from Government canals, 3,700,000 acres from private canals, 11,895,000 acres from wells, 6,124,000 acres from tanks, and 5,890,000 acres from other sources of irrigation. In India irrigation is ordinarily resorted to

* Department of Commercial Intelligence and Statistics, India. Agricultural Statistics of India, 1936-37. Volume 1. Area, Classification of Area, Area under Irrigation, Area under Crops, Live-Stock Land Revenue Assessment and Harvest Prices in British India. 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. 7/8/- or 11s.6d. pp.XXI+407

on an extensive scale in tracts where the rainfall is most precarious. Of the total area irrigated in 1936-37, the Punjab accounted for 30 per cent, Madras 17 per cent, Bihar and Sind 8 per cent each and the other provinces for the remaining 17 per cent. The above figures of irrigated areas do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. Counting areas sown more than once as separate areas for each crop, the gross area of irrigated crops was 55,519,000 acres in 1936-37. Of this area, 82 per cent was under food crops and the remainder under non-food crops. Of the former, 18,816,000 acres were under rice, 10,348,000 acres under wheat, 2,315,000 acres under barley, 1,362,000 acres under jowar, 940,000 acres under bajra, 984,000 acres under maize, 2,630,000 acres under sugarcane, and the remaining 8,401,000 acres under other food crops. Of the irrigated non-food crop area, 4,248,000 acres were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered 267,536,000 acres in 1936-37. Of the total sown area, food-crops occupied about 216,689,000 acres, or 81 per cent and non-food crops 50,847,000 acres, or 19 per cent. Of the food-crops, food-grains (cereals and pulses) covered as much as 204,036,000 acres, or 76 per cent of the total area sown, and other food-crops (condiments and spices, sugar, fruits and vegetables, and miscellaneous food-crops together) some 12,653,000 acres, or 5 per cent of the total. Of non-food crops, fibres (such as cotton, jute, hemp, etc.) occupied 18,658,000 acres and oilseeds 17,794,000 acres, or 7 per cent of the total area sown in each case. The other non-food crops dyes and tanning materials, drugs and narcotics (tobacco, tea, coffee, opium, etc.), fodder crops, and miscellaneous non-food crops together - occupied about 14,395,000 acres, or 5 per cent of the total. +

The Proposed Sind Agriculturists Relief Bill, 1940. +

The Sind Government intends introducing shortly in the local Legislative Assembly a Bill to provide for the relief of indebted agriculturists in the province. The Bill provides for the scaling down of debts due from agriculturists. The benefits of the Bill will be available only in the case of persons who either cultivate land personally or whose holding does not exceed 50 acres or in the case of a joint Hindu family 100 acres.

Provisions re. Relief.- For the purpose of scaling down, the debts have been divided into two categories: (1) debts incurred before the 1st October 1932; and (2) debts incurred after the 1st October 1932. In the case of debts under (1), all interest outstanding on 1-10-1939 shall be deemed to be discharged, and only the principal or such portion thereof as may be outstanding shall be deemed to be the amount repayable by the agriculturist on that date. In any case, an agriculturist will not be required to pay more than twice the amount of the principal and where he has paid more than twice the amount of the principal whether by way of principal or interest or both the debt shall be deemed to be wholly

discharged.

In the case of debts incurred after the 1st October 1932 interest shall be calculated upto the commencement of the Act at the rate applicable to the debt under law, custom, contract or decree of court under which it arises or at six per cent. per annum simple interest, whichever is less.

Relief to Serfs.- Special provision has been made in the case of debts due by haris to their zamindars and incurred for the purpose of cultivating their lands. All such debts outstanding on the 1st April 1939 shall be deemed to be wholly discharged and as regards debts incurred after the commencement of the Act no interest shall be payable to the zamindar. (It may be pointed out that haris are a class of serf tenants living under conditions analogous to forced labour).

The text of the Bill is published in the Sind Government Gazette, Part IV, dated 1-2-1940, pages 70 to 77 +

1st Session of Indian Society of Agricultural
Economists, Delhi, 24-2-1940. +

The inaugural meeting of the Indian Society of Agricultural Economists, which was formed as a result of a suggestion last year from Mr. Leonard K. Elmhirst, President, International Conference of Agricultural Economists, was held at Delhi on 24-2-1940, Sir Malcolm Darling presiding.

Inaugurating the meeting, Sir Jagdish Pershad, Member in charge of Education, Health and Lands, Government of India, stressed the need for studying the problems of the Indian peasants who constitute 85 per cent. of the population of the country. It was urgently important to raise the standard of living of the rural population and in this task, he said, the Society can play an important part by collecting accurate statistics and data bearing on the subject.

"The Peasant and Politics" was the subject of Sir Malcolm Darling's presidential address; his object was to show how the Indian Society of Agricultural Economists could help the one to fit the other. The basis of village life was inter-dependence and this should be fostered by encouraging the formation of village panchayats (arbitration councils) and co-operative societies. The Indian peasant is illiterate and has been, till recently, following a policy of isolationism. The last economic depression profoundly disturbed his traditional relationship with the land-lord, money-lender and Government. It is during this transitional stage that the Indian peasant has been given the vote. 20 million voters, or more than two-thirds the electorate, are peasants. Aided by interested and disinterested propaganda, the Indian peasant is

fast becoming conscious of his rights but not also of his obligations. In order to lead him into constructive channels what is required is to educate the voter. This is where the student and the economist can render valuable service.

(The Statesman, 25-2-1940). +

Cancellation of Hereditary Rights of Agricultural Tenants
of U.P. Tea Estates: Mr. Mahabir Tyagi's
Criticism of Measure. +

Reference was made at page 32 of our January 1940 report to the implications of a Notification of the U.P. Government (for text vide pages 851 to 861 of Part I of the U.P. Gazette dated 30-12-1939) to the effect that "in the interest of the tea industry hereditary rights shall not accrue under the said (U.P. Tenancy) Act in the areas included in the tea estates in the Dehra Dun district" specified in the schedule annexed to the Notification. In the course of an explanatory letter addressed to the owners of the tea estates, the District Magistrate, Dehra Dun, pointed out that the object of the notification was in the first place, to make fresh land available for planting of tea bushes, should, in future, an extension of cultivation be permissible or a change of soil be necessary without an increase in area, and, secondly, to enable persons employed intermittently on tea estates to maintain a decent standard of living when not so employed, by cultivating their own fields, and at the same time to ensure that an adequate labour supply was available for work on the estates.

Owners not to Misuse Right..- The letter also warned the owners that if it was found that the powers, which by virtue of the notification the owners of tea estates would be able to exercise over their tenants, were abused in the case of any particular estates, the notification would be cancelled in its application to the land of that estate.

Kinds of Misuse to be Penalised..- The following examples of abuses justifying the cancellation of the privilege were pointed out in the letter:

(1) If an estate were to treat a tenant of land otherwise than as it would treat a hereditary tenant, except for the purpose of extension of tea cultivation or change of soil, such estate would be abusing the powers conferred on it by the notification. (2) Rack-renting would be considered by Government as justifying the cancellation of the notification. (3) The object underlying the notification would also be defeated where, instead of rack-renting, the rate of wages paid to those tenants who worked in a tea estate was reduced, and their conditions of employment

worsened. It was recognised that the conditions of employment varied greatly from one estate to another and, for that reason, it would be impracticable to lay down an exact standard of pay and conditions, which should be made applicable to all the estates, over a series of years. While, therefore, Government fully appreciated the good treatment accorded by a few enlightened estates, it was made clear to others, who did not belong to this group, and who did the least for their labour, that if they did not raise their standard considerably in this respect, within a reasonable time, Government would not be prepared to continue the benefits of the notification in respect of their estates.

Views of Mr. Mahabir Tyagi.— Mr. Mahabir Tyagi, M.L.A. (U.P.) who, it is understood knows conditions in the Dehra Dun tea estates intimately, criticises the Government Notification and states that while the Government had given protection to labourers of tea industry, they had made the position of the agricultural tenants still worse. If the ejectment clause was to govern only such labourers of tea estates who had been given a small area of land to cultivate as a subsidiary to their main occupation of labour in the tea estates, there is no objection if the hereditary rights did not accrue on such lands; if they refused to comply with the conditions of labour, the owners had a right to eject them and bring new substitutes to settle on such lands.

Agricultural Tenants Unfairly affected.— As at present, the power to eject affects adversely the rights of all tenants, whether they are labourers or not. So far, the agricultural tenants had not legal liability to render labour, and, in fact, many of them had never been called upon to work in tea gardens, because for all practical purposes they were outside the estates, their lands being only in the vicinity of the tea gardens. The tenants for whom hereditary rights were being demanded were not tea labourers, but agricultural tenants. The District Magistrate's letter now gave to the owners of tea gardens additional right to extract forced labour from these tenants under the threat of ejectment, which threat the courts would have to recognise.

(The Hindustan Times, 19-2-1940)

Co-operation

30

Industrial Guilds set up in Kashmir State: Details of Scheme. +

It is understood that the Kashmir Government has approved of the constitution of industrial guilds in the State. The guilds, which are intended to give an opportunity to ~~the~~ artisans in the State to create and own their business, are financed in the co-operative way by share loans and deposits. The bonuses will be divided among the members of the guilds to which women ~~and~~ ^{can} also be admitted on equal terms on the principle of graded merit. The Kashmir experiment, it is pointed out, is probably the first instance of the introduction of the guild system in this country.

The Government has nominated a Board of Control for the Guilds with Shrimati Tandra Devi (Mrs. John Foulds) as Life President, and Mr. Saiyidain (Director of Education, Kashmir), Dr. Radhakamal Mukerjee (Member, National Planning Committee), Mr. B. Shiva Rao and Prof. H.B. Richardson as members.

(The National Call, 24-2-1940) +

Living Conditions.Nutrition.Nutrition Survey in Hyderabad State: Government sanctions
3-Year Scheme. +

The Government of the Hyderabad State, Deccan, has recently sanctioned a scheme for conducting a nutritional survey of the State. The survey will be carried out by Dr. C. R. Naidu, who has been specially trained under Dr. W. R. Aykroyd, ~~the~~ Director of the Nutrition Survey Laboratories at Cooner, and has been appointed Nutrition Officer under the Medical and Public Health Department. The survey will be spread over the next three years.

(The Hindustan Times, 26-2-1940). +

Organisation, Congresses, etc.

Workers' Organisation.

Progress of Trade Unionism in Delhi, 1938-39. +

The Report on the working of the Trade Unions Act, 1926, in the Delhi Province during the year 1938-39, states that the number of registered trade unions and federations increased from 21 in 1937-38 to 24 in 1938-39. Five new unions were registered and the registration of one federation and one union were cancelled during the year. The total membership of registered unions and federations rose from 15,310 in 1937-38 to 21,492 in 1938-39 and the aggregate closing balance amounted to Rs.12,057-5-9 as against Rs.9,420-5-5 in the previous year.

(The Statesman, 15-2-1940). +

Progress of Trade Unionism in the Central Provinces, 1938-39.*

Number of Unions.- According to the Annual Report on the working of the Indian Trade Unions Act, 1926, in the Central Provinces and Berar during the year ending 31-3-1939, the year opened with 27 unions and one federation. 9 new unions were registered and one removed from the register during the year.

Membership.- The total membership of all the unions at the beginning of the year was 11,471. The number joined and left during the year was 6,387 and 4,481 respectively; the net membership at the end of the year stood at 13,377. The increase in enrolment is particularly noticeable in one union viz., the Nagpur Textile Union, wherein 3,405 members joined and none left during the year.

Finances.- No political fund was maintained by any of the registered unions. The assets of the unions were Rs. 4,331 in cash, Rs. 5,401 as unpaid subscriptions, Rs. 448 as loans and Rs. 1,899 miscellaneous. Their liabilities were Rs. 6,899 towards general fund, Rs. 2,893 towards loan and Rs. 3,287 towards miscellaneous items. The outstanding features of the assets are: (1) absence of investments in securities, (2) large

* Government of the Central Provinces and Berar. Annual Report on the working of the Indian Trade Unions Act, 1926, in the Central Provinces and Berar for the year ending the 31st March 1939. Nagpur: Government Printing, C.P and Berar, 1940. Price Annas Six. pp. 7.

proportion of unpaid subscriptions of which one textile union at Hinganghat is responsible for Rs. 3,347, and (3) meagre cash balance of almost all the unions.

Free Audit.- Only 7 out of 36 unions availed themselves of the facility of free audit provided by Government. +

Social Conditions.

Future of Criminal Tribes in U.P.

Government's Plan for Reclamation. +

The reclamation of criminal tribes in the United Provinces, which formed the subject of a special enquiry by a Committee appointed by the U.P. Government (for the Committee's recommendations, vide pages 34 to 35 of our December 1938 report), is, according to the Special Correspondent of the Statesman at Lucknow, now engaging the attention of the local Government.

A scheme for the reform of the tribes is to be launched in the beginning of April 1940. Financial stringency will probably stand in the way of the Government undertaking reclamation on an extensive scale as recommended by the Enquiry Committee, but a beginning is to be made in this direction. At present, work relating to the Criminal Tribes is confined to their registration and surveillance, under the administration of the C.I.D. branch at Allahabad. The question of special treatment of the Scheduled Castes and ameliorative measures for their uplift is also to be provided for, and it is probable that a special officer will be appointed at the Secretariat to be in charge both of the reclamation of criminal tribes and the uplift of the depressed classes.

(The Statesman, 8-2-1940). +

Social Policy in War Times.

Hours of Work.

Bombay.-

The Local Government has exempted workers in glycerine factories in Bombay Province from the operation of sections 35, 36 and 37 (intervals for rest) of the Factories Act, subject to the provisos 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 22-2-1940: The Bombay Government Gazette, Part IV-A, dated 29-2-1940, page 158).

Wages.

Demand for Dear Food Allowance: Review of Developments.

Workers in almost all industrial centres continued in February 1940 their demands for either increased wages or grant of dear food allowance; the more important developments in this sphere during the month are summarised below:-

Bombay Textile Workers.- The Conciliation Board appointed by the Government of Bombay on 4-2-1940 (vide page 50 of our January 1940 report) reported to Government on 21-2-1940. The majority of the Board recommended for workers getting under Rs. 150 per mensem the grant of dearness allowance at a flat rate of either 10 per cent of the average daily earnings or annas two per day to cover variations in the official cost of living index number between 105 and 123; the allowance was to be given with retrospective effect from 1-12-1939. It was also recommended that cost price grain shops should be established by the mills. The minority report recommended an increase in wages by 20 per cent over the August 1939 level, such increase to be effected from November 1939. The recommendations of the majority report of the Conciliation Board were accepted by the Millowners' Association, Bombay, but the workers have rejected them and decided to call a general strike from 4-3-1940.

(The Bombay Government Gazette, Part IV-B, dated 26-2-1940, pages 202 to 229, and the Statesman, 5-3-1940).

Ahmedabad Textile Workers.- The Special Conciliator appointed by the Bombay Government (vide page 51 of our January 1940 report) submitted his report early in February 1940; he recommended, first, the opening of grain shops by millowners (it was estimated that this

would afford relief to the workers to the extent of 6.3 per cent of their average wage), and secondly, the grant of a cash allowance of Rs. 1-13-7 (representing relief to the extent of 5.3 per cent. of the wages. (The Bombay Government Gazette, Part IV-B, dated 24-2-1940, pages 196 to 201). These recommendations were accepted by the Ahmedabad Textile Labour Association, but were rejected by the Mill-owners' Association. About the middle of February the workers balloted for a general strike to start on 26-2-1940. As a result of further negotiations, both parties agreed to refer the entire issue of dearness allowance to the Industrial Court. Although both sides have agreed to abide by the verdict of the Court, efforts for a private settlement are also being made, which, if brought about, is to be legalised by the Court promulgating the settlement as its own award. (The Times of India, 27-2-1940).

Nagpur Textile Workers.- Textile workers of the Central Provinces were, since the war, demanding restoration of wages to the levels prevailing before the economic depression and, in addition, the grant of a 35 per cent dearness allowance. Since neither the local Government nor the Employers' Association made efforts to meet the demand, it was decided that a general strike should be initiated from 1-3-1940 in the Empress and Model Mills, Nagpur. On 28-2-1940, the Government appointed a Court of Enquiry with Mr. M. N. Clarke, District and Sessions Judge, as presiding officer to go into the question, and pending its decision the workers' union has postponed the strike. (The Times of India, 1-3-1940).

Cawnpore Workers.- The Mazdoor Sabha, Cawnpore, was not satisfied with the dear food allowance already granted by the Employers' Association of Northern India, Cawnpore, (vide pages 49 to 50 of our January 1940 report) and put forward the demand for a 40 per cent increase in wages. This demand has been rejected by the employers, who have also refused to agree to refer the question for conciliation. The workers are understood to be preparing for a general strike. (The Statesman, 28-2-1940).

Bombay Municipal Workers.- The Bombay Municipal Corporation at its meeting on 26-2-1940 adopted a resolution to grant a grain compensation allowance from 1-1-1940 (1) of Rs. 2 each per month to all municipal employees in receipt of fixed pay and drawing a salary of Rs. 50 or less per month, and (2) of anna $1\frac{1}{4}$ each per day to employees on daily wages drawing Rs. 50 or less per month, subject to a maximum of Rs. 2 per month in each case. It is stipulated that the allowance will be withdrawn as soon as reduction occurs in prices of foodstuffs. Amendments were moved, one recommending the grant of Rs. 6 per mensem to all permanent employees drawing Rs. 100 per mensem and less and four annas per day to daily wage earners, and another to raise the war allowance by Rs. 6 per mensem to all permanent employees drawing Rs. 150 per mensem and less and four annas per day to the daily wage-earner from September 1939. Both amendments were defeated.

The total number of workers, permanent and temporary, employed by the Bombay Corporation is 13,631 and the total liability on account of this allowance during the two months of the current financial year will approximately be Rs. 52,376 and for the next financial year it will amount to Rs. 314,256.

(The Bombay Chronicle, 28-2-1940).+

Price Control. +

During February 1940 the Provincial Governments continued to adopt measures for control of commodity prices which have been rising since the war began. The principal steps taken by the Bombay and U.P. Governments in February 1940 are briefly noticed below:-

Bombay.- Collectors, in their capacity as District Magistrates, have been appointed as Controllors of Prices for their respective areas in Bombay Province. Each Collector will appoint a District Advisory Committee representative of different interests to assist in price control work and, in particular, to collect evidence regarding prices and stocks held in the district, and to advise as regards maximum prices and the commodities to be controlled. Collectors will also publish fair prices obtaining in the wholesale and retail markets in the districts. Price lists would be published separately for the chief marketing centres in the district and these will be revised once a week or oftener if fluctuations in prices necessitated such action. As regards the opening of grain shops, the Government, it is stated, would be prepared to consider such proposals sympathetically.

(Communique dated 26-2-1940, issued
by the Director of Information,
Bombay).

U.P.- The Governor of the Province has constituted a Price Advisory Board for the province, with the Controller of Prices, U.P., as chairman and eleven other members. The duties of the Board will be to advise the Government generally on matters relating to control of prices, and to keep the Government in touch with the course of trade as it affects traders, consumers, and agriculturists.

(The U.P. Gazette, Part VIII,
dated 10-2-1940, page 345). +

List of more important publications received in this
office during the month of February, '40. +

1. Conditions of Work.-

- (a) "The State in Relation to Labour in India" By V. Shiva Ram, M.A., Ph.D., Published by University of Delhi, Delhi. 1939.
- (b) Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December, 1938. Published by Manager of Publications, Delhi. 1939.

2. Economic Conditions.-

- (a) "A General Note on the Excess Profits Tax Bill" by Dr. M.S. Nata Rajan, M.A., Ph.D., Diwanchand Political Information Bureau, 30, Ferozshah Road, New Delhi. 1940.
- (b) The Indian Merchants Chamber, Bombay: Views of the Committee on the Excess Profits Tax Bill. 1940.
- (c) "Some Reflections on the Railway Budget for 1940-41 and Railways in India". by Dr. M.S. Nata Rajan, M.A., Ph.D., Diwanchand Political Information Bureau, 30, Ferozshah Road, New Delhi. 1940.
- (d) Government of India. Railway Department (Railway Board). Report by the Railway Board on Indian Railways for 1938-39. Vol. II. Statistics published by the Manager of Publications, Delhi. 1940.

3. Agriculture.-

- (a) Report on the Operation of the Department of Agriculture, Madras Presidency, for the year 1938-39. Printed by the Superintendent Government Press, Madras. 1940.
- (b) (Fifty-third issue) Agricultural Statistics of India, 1936-37. Volume I. Area, Classification of Area, Area under Irrigation, Area under Crops, Live-stock, Land Revenue Assessment and Harvest Prices in British India. Published by order of the Governor-General in Council. Published by Manager of Publications Delhi. Printed by Manager, Government of India Press, Calcutta. 1939.

4. Navigation.-

Administration Report of the Karachi Port Trust for 1938-39.

5. Organisations, Congresses, Etc.-

- (a) Proceedings of the Annual General Meeting of the Associated Chambers of Commerce of India held in Calcutta on the 18th December 1939. Bengal Chamber of Commerce, Calcutta.
- (b) Speech of Mr. Chunilal B. Mehta, President, Indian Merchants' Chamber, Bombay, at the meeting of the commercial and industrial community, held on the 9th February, 1940, at Bombay, to protest against the Excess Profits Tax Bill.
- (c) Annual Report on the working of the Indian Trade Unions Act, 1926 in the Central Provinces and Berar for the year ending the 31st March 1939. Nagpur, Government Printing, C.P. & Berar. 1940.

- (d) Presidential Address delivered by Mr. G. L. Mehta, President, Indian Chamber of Commerce, Calcutta, at the Fourteenth Annual General Meeting of the Chamber, held on 27-2-1940.

6. Social Conditions.

Annual Report on the Administration of the Criminal Tribes in the Punjab for the year ending 31st December, 1938. Lahore: Printed by the Superintendent, Government Printing.

7. Public Health.

Annual Public Health Report on Delhi Province for the year 1938. Compiled by Major W. H. Crichton, M.B., Ch.B., D.P.H., I.M.S., Chief Health Officer, Delhi Province, Printed by the Manager, Government of India Press, New Delhi, 1939.

8. Education.

- (a) Report on the State and Progress of Education in the C.P. and Berar for the year 1937-38. Government Printing, C.P. and Berar, Nagpur, 1940.
- (b) Annual Report on the Progress of Education in the Delhi Province for the year 1937-38". Printed by Manager, Government of India Press, Calcutta, 1939. Received from the Superintendent of Education, Delhi, Ajmer-Merwara and Central India, Delhi.

9. Miscellaneous.

Government of Bengal, Publicity Department; "Two years of Provincial Autonomy in Bengal". Report of the work done by the Government of Bengal from 1st April 1937 to 31st March 1939. Published by the Director of Public Information, Bengal, August 1939. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1939. +

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

C 1903/136

Report for March, 1940.

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

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(b) The C.P. and Berar Co-operative Societies (Amendment) Act, 1940. 18-19.

(c) Encouragement to Co-operative Movement in U.P: Government's Scheme to start Limited Liability Societies. 19-20.

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9. Organisations, Congresses, etc.-

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- 1) 13th Annual Meeting of the Federation of Indian Chambers of Commerce and Industry, Delhi, 30 and 31-3-1940. 23-25.
- 2) All-India Organisation of Industrial Employers: 7th Annual Meeting, Delhi, 1940. 25-27.
- 3) All-India Organisation of Industrial Employers: Report of Committee for 1939-40. 27-28.
- 4) Indian National Committee of the International Chamber of Commerce: 11th Meeting, Delhi, 1940. 28-31.

(b) Workers' Organisation.

- 1) 6th Session of Bengal Labour Conference, Kankinara, 24 and 25-2-1940. 32-33.
- 2) Progress of Trade Unionism in Bombay, 1938-39. 33-34.
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1

National Labour Legislation.

Government of India.--

Coal Mines Safety (Stowing) Amendment
Act, 1940. +

On 1-3-1940, Sir A. Ramaswamy Mudaliar, Member in charge of the Labour Department, Government of India, introduced a Bill in the Central Assembly to amend the Coal Mines Safety (Stowing) Act, 1939. It is sought to make it permissible to finance from the Coal Mines Stowing Fund, set up under the Act, measures to extinguish fires in mines, as also protective measures generally, such as strengthening of boundaries between mines and prevention of inundation of mines.

(The Gazette of India, Part V,
dated 9-3-1940, pages 109 to 111).

The Bill was passed by the Assembly on 6-3-1940 and by the Council of State on 21-3-1940 (The Statesman, dated 7 and 23-3-1940). The Act received the Assent of the Governor General on 26-3-1940 and is published in the Gazette of India, Part IV, dated 30-3-1940, pages 53 to 54.

Government of India.--

The Indian Mines (Amendment) Bill, 1940. +

On 18-3-1940, the Hon'ble Sir A. Ramaswami Mudaliar, Member in charge of Commerce and Labour, Government of India, introduced in the Central Assembly a Bill to amend the Indian Mines Act, 1923. The statement of Objects and Reasons appended to the Bill points out that in certain coal mines coal raising contractors are employed, who are paid a fixed rate per ton of coal raised from the mine and who have to meet the cost of all materials used in the mines and who are responsible for the payment of all salaries and wages, including those of the supervising staff. As these contractors are not the owners of the mines, their interest lies merely in raising coal as cheaply and in as large quantity as possible, while the proper and safe working of the mine is of little importance to them. In many of these cases, the owner of the mine has no idea of mining methods and does not concern himself with the working of the mine. The employment of raising contractors thus leads to unmethodical and unsafe methods of working. In order to ensure the efficient supervision of mines, the Coal Mining Committee recommended that regulations should be framed under the Indian Mines Act providing for the payment by the owner of the mine of the salaries and wages of the manager, supervising staff, attendance clerks, and all persons employed in connection with the raising and lowering of persons. The supervisory staff would then be responsible to the owner and not to the contractor and would see that the provisions of the Indian Mines Act and the regulations and rules framed thereunder, are properly enforced in the mine. The Government of India have accepted the recommendations of the Committee, but there is no provision in Section 29 of the Mines Act under which regulations

of the type recommended by the Committee can be framed. It is accordingly proposed to insert certain provisions in Section 29 to secure the object in view. The opportunity has been taken to include in the Bill also two minor amendments to Sections 10 and 19 of the Indian Mines Act, 1923.

(Gazette of India, Part V, dated 23-3-1940, page 161).

Assam.

The Extra-ordinary Pension (Assam Services) Rules, 1940.

The Assam Government has on 6-3-1940 promulgated the Extra-ordinary Pension (Assam Service) Rules, 1940, applying to certain Government employees other than those to whom the Workmen's Compensation Act, 1923, applies. Government servants who are under the rule-making control of the Governor of Assam, and who entered service under the Government of Assam on or after the 1st April 1937, or who having entered such service before the 1st April 1937, did not hold a lien or a suspended lien on a permanent post on that date, are covered by the Rules, whether they are permanent or temporary and whether they are on time-scale of pay or fixed pay or piece-work rates.

The Rules provide for the grant of a gratuity or pension to the victim of an injury or disease met with or contracted in the course of his duties according to the nature of the injury. Injuries are graded as: (1) equal to loss of limb, (2) very severe, (3) severe and likely to be permanent. In case the victim dies of an injury or disease, his widow and children are granted a gratuity or pension as the case may be; in assessing the amount of compensation, contributory negligence of the victim will be taken into account. The benefits under these Rules will not affect any other pension or gratuity to which the victim or his widow and children are otherwise entitled. For the purpose of the Rules "disease" means (i) venereal disease or septicaemia contracted by a medical officer as a result of attendance in the course of his official duty on an infected patient or of conducting a postmortem examination in the course of that duty, or (ii) disease solely and directly attributable to an accident.

(Notification No. 952-F(a) dated 6-3-1940: The Assam Gazette, Part II, dated 13-3-1940, pages 493 to 498).

(A cutting from the Assam Gazette of the above Notification was forwarded to Geneva with this Office's Minute A8/265/40 dated 21-3-1940).

Assam.

The Assam Motor Vehicles Rules, 1940.

The issues of the Assam Gazette Extraordinary, dated 1-3-1940 and 12-3-1940 publish the above Rules which the Assam Government has made under the Motor Vehicles Act, 1939. Rules Nos. 94, 95 and 96 relate to the hours of work and period of rest of motor drivers; these rules

are on the same lines as the draft Bombay Motor Vehicles Rules, 1940, details of which are given in the section: "National Labour Legislation" of this report.

(Notification Nos. 2013-H dated 1-3-1940 and 2519-H dated 11-3-1940: The Assam Gazette Extraordinary issues dated 1-3-1940 and 12-3-1940, pages 36-60 and 70-145 respectively).

Assam.

The Assam Maternity Benefit Bill, 1940.

Mr. Arun Kumar Chanda introduced on 29-2-1940 a Bill in the Assam Legislative Assembly to make provision for the payment of maternity benefits to women workers. The salient features of the Bill are:-

(1) it applies to factories, plantations, oil fields and mines, (2) maternity leave is to be made available for four weeks before and eight weeks following delivery, (3) benefits are payable for a maximum of 12 weeks at the rate of average daily earnings or eight annas whichever is greater. (4) qualifying period is six months, (5) employer is to provide or pay in full for free medical attendance, (6) a cash bonus of Rs. 10/- is to be paid, (7) facilities for feeding the child after the mother's rejoining of work are to be provided, (8) creches are to be provided, and (9) 3 weeks' leave with full pay in cases of miscarriage is to be given.

The text of the Bill is published in the Assam Gazette, Part V, dated 6-3-1940, pages 19 to 24. (A copy of the Bill was sent to Geneva with our Minute A8/265/40 dated 21-3-1940).

Bengal.

The Bengal Motor Vehicles Rules, 1940.

The above are Rules which the Government of Bengal has made under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 93, 94 and 95 relating to hours of work and period of rest of motor drivers. These Rules are to come ~~xxx~~ into effect from 1-4-1940.

(Notification No. 573 P.I. dated 12-3-1940: The Calcutta Gazette, Part I, dated 14-3-1940).

Bihar.

The Draft Bihar Motor Vehicles Rules, 1940.

The above are Rules which the Bihar Government has made under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 74, 75 and 76 relating to hours of work and period of rest of motor drivers.

These Rules are to come into force from 1-4-1940.

(Notification No. 1020-P dated 28-3-1940. The Bihar Gazette, Extraordinary, dated 30-3-1940. pages 1-140).

Bombay.

The Bombay Rent Restriction (Amendment) Act, 1940.

According to one of its clauses, the Bombay Rent Restriction Act, 1939, is due to expire on 31-3-1940 (vide page 4 of our June 1939 report). The Government of Bombay recently decided to extend the date of expiry of the Act to 31-3-1941, and for the purpose this amended Act has been passed.

(The Bombay Government Gazette, Part IV, dated 26-3-1940, page 69).

Bombay.

The Draft Bombay Motor Vehicles Rules, 1940.

The above are the Rules which the Bombay Government proposes making under the Motor Vehicles Act, 1939. Rules Nos. 79, 80 and 81 relate to hours of work and periods of rest of motor drivers; they exempt military, fire brigade and ambulance vehicles, as also vehicles used in emergencies arising out of fire, earthquake, flood, pestilence, etc, from the operation of section 65 (1) of the Act regulating hours of work. The rule relating to periods of rest (Rule 81) provides that time spent by the driver of a vehicle on work in connection with the vehicle or load carried in it, cannot be counted as an interval of rest; but any time spent by a driver inside a vehicle which is at rest and during which he is at liberty to leave it for rest or refreshment, although required to remain within sight of the vehicle, is to be reckoned an interval of rest.

(Notification No. 2809/39-I dated 29-2-1940. The Government Gazette, Bombay, Part IV-A, Extraordinary dated 2-3-1940. pages 162 - 346)

C.P.

The C.P. and Berar Motor Vehicles Rules, 1940.

The above are Rules which the C.P. Government has made under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 75, 76 and 77 relating to hours of work and period of rest of motor

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drivers. These rules are to come into force from 1-4-1940.

(Notification No. 1020-P dated 28-3-1940. The Bihar Gazette, Extraordinary, dated 30-3-1940, pages 1 - 140).

Delhi.

The Delhi Motor Vehicles Rules, 1940.

The above are Rules which the Chief Commissioner, Delhi, has made under the Motor Vehicles Act, 1939, for the Province. Attention is directed to Rules Nos. 4.35 and 4.36 relating to hours of work and rest period of motor drivers. These Rules ~~also~~ come into force from 1-4-1940.

(Notification No. 12(3)/40-General, dated 21-3-1940: The Gazette of India, Part II-A, dated 30-3-1940, pages 490 - 645).

Madras.

Returns re. Wages and Attendance under Factories Act.

A draft notification has been issued by the Madras Government requiring factories coming under the Factories Act to send annual returns relating to the total wages paid during the year to their workers (classified under men, women, boys and girls), the aggregate attendance on working days or the number of man-day's work put in by the workers classified according to sex and age, the average number of workers (by sex and age) employed daily, the average wages per worker (by sex and age) per day, and the total normal hours of work per day (classified by sex and age). The draft is to be taken into consideration by 15-6-1940.

(Notification No. 214. G.O.Ms. Nos 502 Development, dated 2-3-1940: The Fort St. George Gazette, Part I, dated 19-3-1940, pages 404 - 405).

Madras.

The Draft Madras Motor Vehicles Rules, 1940.

The above are Rules which the Madras Government proposes making under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 215, 216 and 217 relating to hours of work and period of rest of motor drivers; these rules are on the line of the draft Bombay Motor Vehicles Rules, 1940, referred to in the section, "National Labour Legislation" of this report. Objections and suggestions have to be submitted by 12-3-1940, on which date the draft ~~will~~ be taken into consideration.

(Notification No. 223. (G.O. No. 943, Home) dated 26-2-1940: The Fort St. George Gazette, Madras, Part I, dated 27-2-1940, pages 268 - 304).

Orissa.

The Orissa Draft Motor Vehicles Rules, 1940.

The above are Rules which the Orissa Government proposes making under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 93, 94 and 95 relating to hours of work and period of rest of motor drivers. Objections or suggestions are to be submitted by 10-3-1940, after which date the draft will be taken into consideration.

(Notification No. 326-P. dated 14-2-1940: The Orissa Gazette, Part III, dated 23-2-1940. pages 33 - 196).

Punjab.

The Punjab Motor Vehicles Rules, 1940.

Attention is drawn to the above Rules, which the Punjab Government has made under the Motor Vehicles Act, 1939. Rules Nos. 4.40 and 4.41 relate to hours of work and period of rest of motor drivers.

(Notification No. 1099-H.G.-40/12160 dated 15-3-1940: The Punjab Government Gazette, Part I, dated 15-3-40, pages 446 - 640).

Sind.

The Sind Motor Vehicles Rules, 1940.

The above are Rules which the Sind Government proposes making under the Motor Vehicles Act, 1939. Attention is directed to Rules Nos. 76, 77 and 78 relating to hours of work and period of rest of motor drivers; these rules are on the lines of the draft Bombay Motor Vehicles Rules, 1940, referred to elsewhere in the section "National Labour Legislation" of this report, and are to come into force from 1-4-1940.

(Notification No. 1878-H/40 dated 9-3-1940: The Sind Government Gazette, Part IV-A, Extraordinary, dated 11-3-1940, pages 326 - 504).

United Provinces.

The United Provinces Motor Vehicles Rules, 1940.

The above are Rules which the U.P. Government has made under the Motor Vehicles Act, 1939. Rules Nos. 74, 75 and 76 relate to hours of work and periods of rest of motor drivers; they are on the lines of the draft Bombay Motor Vehicles Rules, 1940, referred to elsewhere in the section: "National Labour Legislation" of this report. These rules are to come into effect from 1-4-1940.

(Notification No. 1088/VIII-1023 dated 30-3-1940: The U.P. Government Gazette, dated 30-3-40, part I-A, pages 77 - 209). +

Baroda.

Baroda Payment of Wages Act, 1940.

It is understood that Baroda State has adopted, with modifications, the Payment of Wages Act, 1936, of British India for application in the State. The main provisions of the Baroda Act are:

(i) The wages of every person employed in any factory in which less than 1,000 persons are employed, shall be paid before the expiry of the tenth day after the last day of the wage period. (ii) The total amount of fine which may be imposed in any one wage period on any employed person shall not exceed an amount equal to one anna in the rupee of the wages payable to him. (iii) The Act provides for an appeal against a direction made for workmen's compensation, (a) by the employer if the total sum directed to be paid by way of wages and compensation exceeds Rs. 150/- or, (b) by an employed person if the total amount of wages claimed to have been withheld exceeds Rs. 25/-.

(The National Call, dated
22-3-1940).

Burma.

Burma Laws (Adaptation) Bill, 1940.

Attention is directed to the Burma Gazette, Part III, dated 16-3-1940, pages 53 to 80 where is published the Burma Laws (Adaptation) Bill, 1940, which re-states the laws in force in Burma on 1-4-1937, with amendments not affecting the substance. Several enactments relating to labour are sought to be amended by means of the Bill. The restatement has been made in consequence of the separation of Burma from India. +

Creation of Benevolent Fundaby Companies:Resolution on Profit-Sharing in the Central Assembly Withdrawn.

On 28-2-1940, Mr. H.A.Sathar H. Essak Sait moved in the Central Assembly the following resolution:

"That this Assembly recommends to the Governor General in Council to take immediate steps for labour legislation providing the following points:-

- (a) A representative of workmen should sit on the Boards of Directors and Boards of Management (if any) of all public companies.
- (b) No Company should be permitted to declare more than 6 per cent. dividend to be distributed among the share-holders. If the dividend falls short from the bank rate of interest in any year it should be treated as a liability to be made good from the profits of the future years.
- (c) The surplus profit after paying the working expenses, depreciation, dividend to share-holders and other taxes should be deposited in a Benevolent Fund, which should be available for the benefit of workmen, other employees, and the shareholders in specified proportion. The Benevolent Fund should be independent of the Provident Fund, if any, and it should be administered by a Committee, which should include a nominee of the Government and the representatives of workmen and of the Board of Directors.
- (d) No person connected with the management of the Company should get more than two thousand rupees in salary and allowance, with the exception of experts who may be appointed for short periods.
- (e) Profits should not be spent on capital expenditure without the consent of the Committee of Management of the Benevolent Fund."

Discussion on the resolution was continued on 27-3-1940. Mr. T.S. Pillay, Deputy Secretary, Commerce Department, opposing the resolution on behalf of the Government, pointed out that if the basic idea of the resolution was that workers should get a share in the management and profits of public companies, then, even trade unions in industrially advanced countries in the West did not favour profit sharing; their efforts had on the whole been directed to keeping the general level of wages as high as possible. The Labour Commission in India also held the view that in the present stage of industrial development such schemes as profit sharing were unlikely to prove effective. Mr. Pillay declared it would be inopportune to contemplate any legislation on any points raised, as such action, in effect, would tend to discourage capital ^{and} industrial enterprise.

Mr. Essak Sait thought that the resolution had served its purpose of focussing attention on the question of labour discontent and measures to deal with it, and he therefore withdrew the ~~xx~~ resolution.

(The Statesman, 28-3-1940)*

9

Conditions of Work.

Wages

Grant of City Allowance to Temporary Inferior
Servants in United Provinces. ✓

A press communiqué recently issued by the Government of The United Provinces states that the Government has decided to extend from 1-4-1940 to those inferior Government servants who are paid from contingencies or who are temporary, a city allowance of Rs.2 per mensem in Cawnpore, Lucknow, Allahabad, Nainital and Mussoorie, and Re.1 at all other district headquarters. A similar allowance was given from 1-4-1939 to permanent inferior Government servants.

(The Leader, dated 21-3-1940). +

10

Industrial Disputes.

Stay-in-Strikes Illegal?

Representation by Employers' Federation of Northern India. ✓

Stay-in-strikes and the methods of dealing with them have of late been attracting considerable attention in this country. In November, 1939, the Bengal Government issued a warning to workers to the effect that stay-in-strikes are illegal and render all those who participate in them liable to prosecution. Even as early as August 1938, the same Government had issued a letter to all District Magistrates, Police Officers and Circle Officers drawing their attention to stay-in-strikes, and stating that under certain circumstances action can be taken against workers participating in such strikes.

But the attitudes of the various provincial Governments have not been uniform. In February 1940, consequent on a stay-in-strike from 15-2-1940 in a tobacco factory at Saharanpur, U.P., the subject was taken up with the U.P. Government by the Employers' Federation of Northern India, Cawnpore. In separate representations made on 23-2-1940 to the Labour Commissioner, U.P., and the Chief Secretary to the Government, U.P., the Association has taken up the position that the stay-in-strikers have committed offences under Sections 141 and 441 of the Indian Penal Code.

The District authorities, however, have taken no action in the matter, on the ground that they can only take action when there is a breach of peace.

The matter is pending.

(Extracted from Circular No.23 dated
24-2-1940, issued by the Employers'
Federation of India, Cawnpore). +

Labour Dispute in Travancore Coir Matting Industry:

Report of the Board of Conciliation. ✓

Reference was made at pages 17 to 18 of our November 1938 report to the dispute between the employees and the employers of the coir matting factories at Alleppey, Travancore, and to the appointment of a Board of Conciliation to settle the dispute. The Board submitted, some time back, its report, and its recommendations were considered at a Conference attended by representatives of both employers and workers connected with the industry, held under Government auspices on 28-1-1940. The salient features of the report of the Board which has now been published, are summarised below:

Over-production in the Industry.- The Board observes that there has been a phenomenal increase in the production and export of coir mattings during the post-war period. The increase under exports of mats is not so striking as in the case of mattings, but is nevertheless, very marked. There are too many factories, too much plant, and too much labour in the industry with the result that there is intense competition, dwindling profits, wage cuts and unemployment. The industry is therefore faced with a serious crisis.

Licensing of Labour to control Supply.- The labour supply, observes the Board, has far out-run the demand, and the industry is not now in a position to employ all workmen regularly or for the maximum number of hours prescribed in the Factories Act. It is high time to impose some kind of control on the indiscriminate flow of labour into the industry. As a remedial measure, the Board suggests that all the labourers who are in the industry at present or were in it till recently should be required to hold licences issued on a nominal fee. No unlicensed worker should be allowed to work in the factories and no more licences should be issued for the next five years, unless there is a demand for increased labour from a duly constituted organisation of factory-owners. The Board is of the view that it is better to give regular employment, as far as possible, to a definite number of workers rather than partial employment to a larger number.

Wage Position.- After discussing the wages issue in detail, the Board expresses the opinion that the one anna in the rupee increase, which the factory-owners undertook to pay as a temporary measure at the conclusion of the general strike in 1938, should be made permanent. It should be made incumbent on all employers and should also apply to the sorting, re-banking and baling workers in the firms exporting coir yarn. On the question of immediate increase in the rates of wages in the existing circumstances, the Board is unable to make an agreed recommendation. But it feels confident that a substantial and, at the same time, permanent improvement in the real wages of the workers will be brought about when measures are adopted implementing their recommendations on such fundamental questions as standardisation of wages, limitation of labour supply, payment of wages, rationalisation of the industry, etc.

Welfare Work.- Dealing with questions relating to industrial relations and welfare work in the coir matting industry, the Board suggests that in the interests of employers as well as of the workers, closer personal relations should be established between them. The Board further observes that labour welfare work should be undertaken in co-operation between the employers and the workers. The present indifferent attitude of the employers towards welfare schemes should be changed into one of practical sympathy.

(The Hindu, 26-3-1940). +

General.Abolition of Begar (Forced Labour) in Loharu State.

The Nawab of Loharu State (a small Indian state in the Punjab) ^{has} made a declaration in March 1940 on the occasion of his birthday ^{anniversary} completely prohibiting begar (forced labour) in the State.

(The Statesman, dated
25-3-1940). +

Economic Conditions.

Board of Scientific and Industrial Research established by Government of India. ✓

The Government of India has decided to set up a Board of Scientific and Industrial Research with effect from 1-4-1940.

Functions of the Board.- The Board will be a consultative body and its functions will be to advise Government as to the lines on which industrial research should be conducted and the channels into which it should be guided in order to ensure the co-ordinated development of India's industries, particularly those the importance and possibilities of which have been prominently brought into the foreground as a result of war conditions. The war has deprived India of some of its essential imports and has curtailed others with the result that some of the major existing industries are finding difficulties in maintaining their normal working. On the other hand, demands for war materials from the Empire and allied countries and also for India's own requirements in this field call for an increase in industrial activities in India. The Government has therefore decided that, in order to enable India to make a fitting contribution to the war for all the Allies and to take this opportunity of stimulating her existing industries and of ~~exploring the fresh field of development created by the war~~, research work should be conducted on a larger scale than at present.

The Board will utilise and co-ordinate the work of the existing organisations already employed in this field. It will survey the work that is being done by them, invite proposals from all sources, initiate discussions and make recommendations to the Government, who will prescribe from time to time the general lines on which industrial research should be undertaken and pursued. The Board will also recommend to the Government what specific problem should be assigned for investigation to the staff directly under the Board on the one hand and to the various scientific and research institutions in the country, including Universities' laboratories, on the other.

Composition of the Board.- The Commerce Member of the Government of India will be the Chairman of the Board, and the Chief Controller of Stores, Indian Stores Department, will be its first Vice-Chairman. The Government have ~~been able to~~ secure the services of Dr. Bhatnagar, head of the Punjab University Chemical Laboratories, as Director of Scientific and Industrial Research. The Board will include, in addition, the following: Dr. J.C. Ghose, Dr. Nazir Ahmad, Dr. Meghnad Saha, Dr. S.S. Bhatnagar, Sir H.P. Mody, Sir Syed Sultan Ahmad, Mr. Kasturbhai Lalbhai, Lala Shri Ram, Mr. P.F.G. Warren and Dr. N.N. Law.

Finances.- A sum of Rs. 500,000 has been provided in the Budget for 1940-41.

1st Meeting of Board.- The first meeting of the Board was held on 1-4-1940.

(The Hindustan Times, dated 20-3-1940
and Statesman, dated 2-4-1940). +

14

Central Industrial Research Bureau to be set up in Mysore:

Decision of Mysore Board of Industries and Commerce. ✓

A meeting of the Mysore Board of Industries and Commerce was held on 16-3-1940 at Bangalore under the chairmanship of the First Member of Council, Mysore.

Central Industrial Research Bureau.- The first subject considered was the establishment of a Central Industrial Research Bureau in Bangalore as recommended by a special committee constituted for the purpose, consisting of heads of technical departments, the University and representatives of industries and commerce. It was the opinion of the Board that the Central Industrial Research Bureau should be brought into being without delay for purposes of undertaking research work of immediate industrial importance, as also to co-ordinate the results of research work done by the several departments.

Statistical Service.- The Board next considered the question of the information of a Statistical Section in the Department of Industries and Commerce to collect, compile and publish statistical information of economic importance, and approved generally of the report of the Sub-Committee set up for the purpose.

(Hindu, dated 20-3-1940)..

Protection to Indian Silk Industry:

Extended for Two Years. ✓

A five-year extension of the protection of the Indian silk industry and an all-round increase in the import duty on raw silk, silk fabrics, cocoons, Chinese waste products silk, artificial silk, silk mixtures, etc., are recommended by the majority report of the Tariff Board on the sericultural industry signed in 1938 by Mr. Fazal Rahimtoola and Mr. N.J. Roughton and published on 26-3-1940.

Government Decision on Recommendation.- The Government of India, in introducing in the Assembly on 21-3-1940 a Bill to continue the existing protective duty on silk and silk manufactures for a further period of two years, explained that the examination of the Tariff Board's report was taken in hand last year "but owing to war conditions the prices of silk and silk manufactures have advanced sufficiently to satisfy the recommendations of the majority of the Tariff Board, and Government find it impossible in the present position of uncertainty to form any decision as to a long-term policy".

(The Statesman, dated 27-3-1940)..

Agriculture.

The Sind Money-lenders Bill, 1940. ✓

A non-official Bill (the Sind Money Lenders Bill, 1940) was introduced in the Sind Legislative Assembly on 29-1-1940 to regulate money-lending in the province. It provides for the registration and licencing of moneylenders, regulation of interest, obligation to keep correct accounts, and penalises molesting the debtor or besetting his house or work place for recovery of debts.

(The Sind Government Gazette, Part IV, dated 7-3-1940, pages 170 to 193).

The Sind Small Holders Relief Bill, 1940. ✓

Mr. R. K. Sidhwa (a non-official member) introduced in the Sind Legislative Assembly on 29-1-1940 a Bill to provide for temporary relief of small landholders in the Province. The Bill legislates for stay of proceedings in case of sale of holdings for recovery of debts, provided interest is paid, and restricts private transfer of small holdings. Eviction of tenants is also prohibited.

(The Sind Government Gazette, Part IV, dated 7-3-1940, pages 201 to 204).

Bengal Agricultural Debtors (Amendment) Bill, 1938. ✓

A non-official Bill was introduced in the Bengal Legislative Council on 15-3-1940 to amend the Bengal Agricultural Debtors Act, 1935.

The Bill seeks to make the provisions of the Act of 1935 more effective and to that end provision is made (1) for compelling all creditors to file statements of agricultural debts within 3 months of establishment of the local Debt Settlement Board, (2) for settlement of debts by adjudication when parties disagree or either of them do not appear in spite of notice, and (3) the maximum rate of interest to be allowed is proposed to be fixed at 6½ per cent. on the original principal and the maximum amount that could be settled as the aggregate debt is proposed to be fixed at 66 per cent. of the market value of the immovable properties of the debtor, ~~and the maximum amount that could be settled as the aggregate debt is proposed to be fixed at 66 per cent. of the market value of the immovable properties of the debtor~~ and

(3) for Boards directing, in cases where clearance of debts by money is difficult or likely to be defaulted, the transfer by orders of the Board of not more than one-third the lands of the debtors to the creditors in usufructuary mortgage for fixed periods for clearance of all debts -- the entire land reverting to the debtor free from all debts after 20 years or a lesser period.

(The Calcutta Gazette, Part IV-B,
dated 28-3-1940, pages 15 to 18).

Navigation.Home for Indian Seamen: Scheme to Extend Marine
Club, Calcutta. ✓.

According to a special service message issued by the Associated Press agency in Calcutta, various proposals are now being considered for the enlargement of the Marine Club, Calcutta, so as to provide for accommodation for a much larger number of seamen than at present. The Club at present caters only for European Officers and ex-seamen, but it is expected that plans will shortly be prepared for a similar institution on a considerably larger scale, for Indian seamen. This latter project is, it is understood, now being considered by the Governments of India and Bengal and the Calcutta Port Commissioners.

The Marine Club at present provides comfortable quarters for the seamen where the men can stay at a daily cost ranging between Rs. 2 to Rs. 5, which, ~~is~~ in the majority of cases, ~~is~~ borne by the companies employing the men. On the completion of the extensions which are at present being undertaken, the Marine Club will normally be able to accommodate 130 men; but when there is an unusually large demand, a larger number can be quartered.

(The Hindu, dated 11-3-1940). +

Co-operation.

Development of Cottage Industries in Mysore:

Government's 3-Year Plan. ✓

The Government of Mysore has drawn up a three-year plan for developing cottage industries involving an expenditure of nearly Rs.131,830. The scheme aims at fostering in 43 centres industries like tanning, leather-stitching, lacquerware, tile-making, pottery, coir-making, mat-weaving and paper-manufacture.

The Government has already done much to develop spinning and weaving as a cottage industry. 8,000 spinners, 450 weavers and 100 other artisans work at the khadi centres under Government management. Yarn worth about Rs.70,000 was produced during 1938-39 and 183,000 square yards of cloth was manufactured and the total sales effected amounted to Rs.120,000. There are 30,000 handloom weavers in the State, each having on an average one loom and their total production is estimated at Rs. 10 million annually.

Other State measures already taken to encourage cottage industries include the establishment of a training centre where educated young men are taught spinning, paper-making, oil-pressing and mat-weaving, and ~~provision~~ ^{are provided} facilities for learning improved methods of wool-carding, spinning, weaving and dyeing of woollen fabrics.

(The Times of India, 8-3-1940) +

The C.P and Berar Co-operative Societies

(Amendment) Act, 1940. ✓ +

According to a press communique dated 26-3-1940 issued by the Government of the Central Provinces, the position of co-operative societies in Berar had been deteriorating during the last few years and in September 1939 the Government had outlined a scheme for liquidating societies which were in a very bad way and for conciliation in the case of societies in temporary difficulties. The war has affected the position in that the price level of cotton, the chief money crop in Berar, has risen sharply. With this increase in the price of Berar's staple crop there was evidence of an increasing demand for land with consequent rise in land values. In these circumstances, it is considered that this is not an opportune time

for determining the paying capacity of members of societies, or the extent of conciliation that might be ultimately necessary. It was also urged that the improvement in the general economic condition of the whole ~~xx~~ tract would render it unnecessary to spread repayments over the long period contemplated in the original scheme. It is now pointed out that the first requirement of the situation as it has developed is that both the societies and the Central Banks should be given time to take advantage of the altered circumstances and that a final decision regarding the extent of conciliation of liabilities of co-operative institutions should be postponed until the future can be estimated with some certainty.

Government's Suggestions for Rehabilitation.- Disagreeing with a suggestion that the Government should grant a moratorium to Central Banks, the Communique suggests that a respite to the Banks should be given by the co-operative societies themselves with the full support of their creditors. In the next place, co-operative banks and societies should draw up schemes for rehabilitating the movement. Whatever scheme of rehabilitation is accepted should not place the creditors in a more disadvantageous position than they would have had to face if the banks had been liquidated.

The C.P and Berar Co-operative Societies (Amendment) Act, 1940.- With the above aims in view, the Government has amended the Co-operative Societies Act to regulate the procedure for compromise or arrangement for repayment of liabilities of registered societies.

(The C.P. and Berar Gazette Extra-Ordinary,
dated 26-3-1940, pages 95 to 101).+

Encouragement to Co-operative Movement in U.P.

Government's Scheme to start Limited Liability Societies. ✓

A new turn to the co-operative movement on the basis of a scheme untried in any other part of India, has been decided upon by the U.P. Government. Co-operative societies are at present organised on the basis of unlimited liabilities and nearly 17,000 societies of that type are operating in the province. The Government has now decided to experiment with co-operative societies with limited liability. It is proposed to begin the experiment with 4,000 better-living societies organised by the Rural Development Department. These societies are to be converted into multi-purpose societies, having limited liability.

It is said that persons having credit do not join the co-operative movement as they do not wish to incur the risk involved in unlimited liability. Multi-purpose societies will enable persons with credit to join the movement and use their experience for the development of rural credit and marketing organisation. The limited liability of a member will be fixed according to the nature of the activities in which

he takes part.

The existing co-operative societies will retain their basis of unlimited liability, but an attempt is to be made even in the sphere of purely co-operative societies to experiment with the idea of limited liability.

(The Statesman, dated 30-3-1940). +

Living Conditions.

Housing.

Housing Madura Mills Employees:

A Co-operative Housing Scheme. ✓ +

The Madura Mills Company, Madura, which employs about 12,000 workers, has recently promised its support to a scheme to house its workers who are now living in slum areas around the Mills and paying exorbitant rents to private owners. The company has granted a loan of Rs. 200,000 free of interest to the Madura Mills Co-operative Housing Society Ltd., entrusted with the execution of the housing scheme, details of which are given below.

Formation of Building Society.— A good site has been found at Tirupparankundram, a village near By with facilities of railway communication. The Madura Mills Co-operative Housing Society, Ltd., formed and registered with a capital of Rs. 45,000 and borrowing powers up to 5 times its paid up capital, is entrusted with the carrying out of the scheme. The sum of Rs. 200,000 promised by the company would be supplied partly by way of capital, viz., Rs. 40,000 repayable without interest after a term of years and the balance Rs. 160,000 by way of loan, also repayable without interest.

The following constitute the Board of Directors of the Society:— one representative nominated by the Madura Mills Co. Ltd., one representative of the Madura Labour Union, one representative of the labourers, the District Collector or his nominee and the District Board President or Vice-President.

Details of Model Houses.— Model houses consisting of 3 or 4 rooms have been built at a cost of about Rs. 600 each, which were offered to members of the Society (who must be employees of the Madura Mills Co., Ltd.,) on the execution of a deed with the Society, agreeing to pay monthly instalments as fixed by the Board of Directors. A payment of about Rs. 4 per month, at the end of 10 to 12 years, entitles each tenant to become the owner of the house. A start has been made with about 400 houses and married workers over 21 years of age with children and having 5 years' service receive preference in the allocation of houses.

Transport and Sanitary Facilities.— Through the cooperation of the South Indian Railway arrangements have been made to run special trains from Harveypatti to transport the workers to Madura at special rates.

The Managers have agreed to contribute a sum of Rs. 12,000 to provide for an adequate water supply to the housing scheme.

Similar Scheme for Ambasamudram Mills.— A similar scheme run on co-operative lines is in progress at the Company's mills at Ambasamudram. For this scheme the Company is advancing up to Rs. 150,000 free of interest.

(The Times of India, 29-3-1940)..

General.Drink Evil among Cawnpore Workers:Liquor Shops to close early on Pay Days. ✓

It is reported that steps are being taken by the Government of the United Provinces to persuade the millowners in Cawnpore to have a uniform and limited set of pay days for all mills in connection with the scheme which is contemplated to be enforced for the opening and closing of the country-liquor shops in Cawnpore. It is proposed that when the millowners adopt a uniform and limited set of pay days, that the closing hour of all country-spirit shops in the city will be 5 p.m. on such days. All the country-spirit^{shops} in Cawnpore ~~shops~~ are to be closed on Sundays from 1-4-1940 and the sale hours for the liquor shops will be from 12 noon to 7 p.m. throughout the year instead of 12 to 7 p.m. in winter and 12 to 8 p.m. in summer, as at present. The above decisions of the Government are in respect of the Cawnpore shops only and they are taken in order to save, as far as possible, the labouring classes from the drink evil.

(The Leader, dated 19-3-1940).+

Employers' Organisations.

13th Annual Meeting of the Federation of Indian Chambers of
Commerce and Industry, Delhi, 30 and 31-3-1940. +

The 13th session of the Federation of Indian Chambers of Commerce and Industry was held at Delhi on 30 and 31-3-1940 under the presidency of Dewan Bahadur C.S. Ratnasabapathi Mudaliar, the President of the Federation. The salient features of the presidential address are noticed below:-

Board of Scientific and Industrial Research.- Dealing with the more recent State action in respect of industries, Mr. Mudaliar expressed satisfaction at the Government of India inviting representatives of industry and commerce to participate in the Industries Conference held last year and at the setting up of the Board of Scientific and Industrial Research. He expressed the hope that the Board will promote co-ordination between industrial progress and scientific research and pointed out that the scope of work of the Board should be widened so that it would serve as an organisation for the purpose of reporting on the progress made by the established industries and laying down in general long-term plans for rapid and ordered industrialisation. In spite of these hopeful features, Mr. Mudaliar expressed dissatisfaction with the attitude of the Government of India towards Indian industries and commerce and stressed the adverse effects of the Excess Profits Tax legislation, increases in railway rates and fares and in the sugar excise duty and petrol duty.

Excess Profits Tax.- Mr. Mudaliar stated that the imposition of an Excess Profits Tax was premature, and was not suited to the peculiar economic conditions in this country as contrasted with the conditions prevailing before and after the outbreak of the war in Europe. He also expressed disappointment at the Government's refusal to give an opportunity to the industrial community in the country to submit its views on the tax. At a time when the Government of India, in common with the British Government, expects to concentrate the efforts and energies of the people of this country on the prosecution of the war, he remarked that by extending a helping hand and organizing a vigorous drive for the rapid industrialization of the country, the Government would not only be contributing to the permanent prosperity of the country, but they would also succeed in increasing their financial and economic strength.

Labour Unrest.- The success of Indian industrialists in seizing the present opportunity to effect rapid progress in industrialisation, depends largely on harmonious industrial relations during the war period. He warned the workers that their extravagant demands at a time when several industries were in a precarious position, would, if persisted in, spell disaster. In this connection,

Mr. Mudaliar emphasised the need for co-ordinating labour legislation and making it applicable to all India to arrest the increasing tendency of the industries to shift from the British Indian Provinces to the Indian States. He pointed out that this tendency would, to a large extent, create a location of industries which would not be justified either in the light of the availability of raw materials or the nearness of the markets.

Census of Production.- Mr. Mudaliar referred to reports that the Government of India has under consideration a scheme to organize a census of production of all the large-scale organised industries in the country. Most of the progressive industrial countries have enacted laws for the taking of a compulsory periodical census of production. He welcomed this move of the Government, though belated, but urged the Government to extend the scope of the census by applying it also to the minor and small industries in this country.

Price Control.- The most obvious effect of the war on Indian economy is that it has created an appreciable increase in the demand for a number of India's primary products and has to some extent enhanced the prices at which they can be sold. The Indian cultivators who constitute nearly 75 per cent. of the total population have suffered a continuous period of unrelieved depression since 1929. It is but fair, therefore, that the cultivator should be allowed to take advantage of the rise in the prices of his products and to average up the losses sustained by him for more than ten years. Therefore, there is ~~no case for the control of prices of India's exportable agricultural commodities.~~ The rise in the prices is bound to result in an increase in the purchasing power of the masses. To the extent to which the masses utilise the additional spending power for the purchase of consumption goods, the primary increase in the income of the cultivators is bound to react favourably on the position of the indigenous industries which cater to their needs. In this connection, he stressed the need for educating the rural masses not to invest their surplus income in easily deteriorating assets. Towards this end he advocated the issue by the Reserve Bank of Savings Certificates carrying attractive interest.

Trade Prospects.- In dealing with the inevitable changes brought about by the war in the pattern of Indian foreign trade, Mr. Mudaliar stressed the need for maintaining in fact, as far as possible, India's trade with non-empire neutral countries. He also urged the Government of India to explore the possibility of getting new markets for India and to build up a powerful mercantile marine.

Resolutions.- Among others, resolutions were passed by the annual meeting, (1) protesting against the imposition of the Excess Profits Tax, (2) welcoming the decision of the Government to encourage the development of Indian industries through protection, (3) disapproving of price control measures, (4) urging the removal of the present restrictions on exports, (5) welcoming the establishment of the Board of Scientific and Industrial Research ~~and~~ and urging the Government to widen ~~the~~ its scope, (6) urging the Government to develop an Indian mercantile marine and deploring the Government's

past neglect in the matter, and (7) viewing with anxiety the rapid deterioration in the status and rights of Indians abroad and urging the Government to take adequate measures to safeguard their interests.

Office-bearers for 1940-41. - The following were elected office-bearers of the Federation for the year 1940-41:- President - Mr. Amritlal Ojha, Calcutta; Vice-President - Mr. Chunilal B. Mehta, Bombay; Honorary Treasurer - Mr. N.R. Sarker, Calcutta; Members of the Committees - Lala Padampat Singhania, Cawnpore (Sugar Mills), Mr. J.C. Stalvad, Bombay, (Insurance), Mr. Gaganvihari L. Mehta, Calcutta, (Transport), Mr. Devi Prasad Khaitan, Calcutta (Paper and Starch Industries), Kumara Rajah M.A. Muthia Chettiar, Madras (Import and Export Trade), and Mr. Karamchand Thapar, Calcutta (Mining). Co-opted Members - Dewan Bahadur C.S. Ratnasabapathi Mudaliar, Coimbatore, Sir Purushotamdas Thakurdas, Kt., C.I.E., M.B.E., Bombay, Sir A.H. Ghuznavi, M.L.A. Calcutta, Mr. Brijmohan Birla, Calcutta, and Mr. Ramratan Gupta, Cawnpore.

(Summarised from a copy of the printed text of the Presidential Address and Resolutions forwarded to this Office by the Federation of Indian Chambers of Commerce and Industry.)

(A copy each of the Presidential address and Resolutions, as also the Annual Report of the Federation for 1939-40, was forwarded to Geneva with this Office's minute F.6/295/40 dated 4-4-1940.)

All India Organisation of Industrial Employers:
7th Annual Meeting, Delhi, 1940. ✓

The seventh annual meeting of the All-India Organisation of Industrial Employers was held at Delhi on 31-3-1940 under the presidentship of Lala Padampat Singhania. A brief summary of the presidential address is given below:

Industrial Situation in India. - After referring to the political developments in India and outside during the last twelve months, Mr. Singhania reviewed the more important industrial and economic problems facing India. Broadly, the year under review falls into two different periods; the first eight months of the year were a period of depression so far as most of the Indian industries were concerned, and the last four months a period when things began to look up for the majority of Indian industries. Since the war broke out, the jute industry had a more hopeful prospect as compared to other industries. After the outbreak of the war, the increased demand for jute products was reinforced by the huge orders for sandbags and other jute products on behalf of the Allied Governments. The jute industry had started working in its full

capacity, but, due to the lack of sufficient orders, they have again reduced working periods. The iron and steel industry has also profited by the war.

Textile Industry.- The cotton textile industry continued to be in a depressed state almost until the outbreak of hostilities in Europe. Among the causes for the depression in the industry are that it suffered from relative over-production on the one hand and increase in the cost of production on the other. The industry also met with unsympathetic treatment at the hands of the Government, which certified the Indo-British Trade terms in spite of the opposition of the Legislature. With the outbreak of war in Europe, however, it was assumed that during the war-period the industry will register great progress and yield good profits. There is no doubt that business is looking up and that new export markets like those of Ceylon, Burma, Afghanistan, Federated Malay States, etc., have been opened. But prices of raw material, manufacturing cost and wages have increased on the one hand, while the finished goods have not shown any steady advance in prices. The result is that industrialists are apprehensive whether, in the long run, the textile industry will bring even that profit which was obtained after the depression period.

Cement, Sugar and Other Industries.- The cement and sugar industries had, on the whole, a not too prosperous period, mainly due to internal troubles. Imports of Java sugar have increased enormously during the period under review. It is imperative that, in view of the present situation in the industry, the sugar industry should be reorganised on a firm basis before the period of protection to the industry is over. To add to its troubles, the Government has imposed an extra excise duty on sugar and the future is indeed gloomy.

Other industries, such as paper, glass, rubber and coal, bear out the expectation that the war would prove a period of prosperity to Indian industries generally. They were almost losing concerns before hostilities began in Europe, but, with the general increase in prices and rise in the standard of living due to the war, they are likely to have their due share of prosperity. It is gratifying to note that during the period under review, new factories have been opened for the manufacture of bicycles, chemicals, and the like, within the country.

Future Possibilities.- If this war is going to be of long duration, there is every possibility of a good demand for war materials and for commodities to meet the increased requirements of this country. Under such circumstances, industries are bound to develop. This naturally entails increased demand for skilled and semi-skilled labour in large numbers without which further progress is difficult. Industrialists should therefore be cautious in investing in new industries or factories.

Government and Indian Industries.- The extent to which industrialists can turn the present opportunity for the permanent benefit and enrichment of the people of the country depends largely upon the way in which all parties concerned co-operate to that end. So far as the Government is concerned, it is not playing the role which industrialists expect of it. The Government of India has under active

consideration the institution of a unified price control all over the country. Further it is not clear whether, in the large-scale war purchases by the Government of India on behalf of the Allied Governments, the Indian cultivator and the Indian industries concerned are receiving the same consideration and treatment as their brother-cultivators and industrialists in other British Dominions. Over and above the institution of price control, which is bound to severely affect the profits of the industries, the Government of India has introduced the Excess Profits Tax Bill. If future State action in respect of industries during war time is likely to be of similar nature, the outlook for industries is not promising.

Industrial Relations.- While prospects are thus gloomy, they are rendered more so by lack of harmonious industrial relations. Workers must realise the difficulties industrialists have to face and co-operate with them. Labour demands should be moderated to suit the capacity of industry to pay and better employer-employee relations should prevail. Due to the changed conditions at present time, demands have been made for war-allowance resulting in strikes, as in the textile industry at Bombay. But if industry means the combined efforts of employers and employees motivated by a sense of mutual interest and prosperity, strikes are nothing but calamitous. The rise in prices of commodities on which the claim for war allowance is based, is only a temporary phase and already prices have begun to fall. Hence, price control measures, as also demands for dear food allowances, are unjustified and definitely harmful. India has a very bad record of industrial disputes. Unless strikes show a decrease in incidence, constructive nation-building are bound to suffer.

Office-bearers for 1940-41.- Lala Shri Ram was elected President and Mr. Karamchand Thapar, Vice-President for 1940-41 of the All-India Organisation of Industrial Employers.

(Summarised from the Presidential Address, copies of which were supplied to this Office by the Federation of Indian Chambers of Commerce and Industry, and the Hindustan Times, dated 1-4-1940).

(A copy of the presidential address was forwarded to Geneva with this Office's minute F.6/295/40 dated 4-4-1940.) +

All-India Organisation of Industrial Employers:

Report of Committee for 1939-40.* ✓ +

Membership.- The total number of members on the roll of the All-India Organisation of Industrial Employers at the end of the year 1939-40 was 13 Associations representing different industries and 91

* All-India Organisation of Industrial Employers. Report of the Proceedings of the Committee for the year 1939-40. 1940. 28, Ferozshah Road, New Delhi.

industrial concerns, making a total of 104 members in all.

Labour Situation in India.- The Employers' Association of Northern India suggested to the Committee of the Organisation that the question relating to the labour situation in India should receive very careful consideration at the hands of Indian employers and that a joint-conference of the members of the two all-India organisations of employers should be invited to discuss this question and to devise suitable means to meet it. The Committee in July 1939 authorised its President to discuss this question with the President of the Employers' Federation of India. As the labour situation improved during the latter part of the year, it was not felt necessary to pursue the matter any further.

25th I.L.Conference.- The Committee of the Organisation recommended to the Government the names of Sir Ardeshir R. Dalal and Mr. D.G. Mulherkar, as Delegate and Adviser, respectively, to represent Indian employers at the 25th session of the International Labour Conference. In compliance with certain requests, the Committee of the Organisation agreed to withdraw Mr. Mulherkar's name and recommended to the Government the name of Mr. Basu in his place. Sir Ardeshir R. Dalal, who was recommended to represent the Indian employers, was unable to proceed to Europe. The Committee, recommended the name of Mr. M.L. Dahanukar as the Delegate. The Government of India accepted these recommendations. The Delegation submitted its Report to the Committee of the Organisation on the work done at the Conference. It reiterated the demand formerly made by its predecessors, that the Employers' Delegation should consist of more than ~~two persons to do justice to the responsible work entrusted to it at~~ the Conference.

India's Supply of Skilled Labour.- The Government of India, some time in October, 1939, constituted local Committees in Bombay, Calcutta, Madras, Cawnpore and Lahore for the purpose of obtaining reliable information with regard to the supply of skilled labour available in the various industrial establishments in the country. In constituting these local committees, the Organisation was not consulted. At a later stage, the Organisation was approached with the request that it should recommend to all its members to co-operate with the local committees in securing the necessary information required by the Government. Since the Committee did not approve of the procedure followed in setting up the local committees at the five industrial centres, it decided not to co-operate in the scheme.

11th Industries Conference.- In December, 1939, the Government of India invited the Organisation to nominate one representative to attend the 11th Industries Conference held in Mysore on 15-12-1939. The Organisation nominated Mr. Venkataswamy Naidu of Coimbatore to attend the Conference.

(A copy of the Report of the Committee of the All-India Organisation of Industrial Employers for 1939-40 was forwarded to Geneva with this Office's minute F.6/295/40 dated 4-4-1940).

Indian National Committee of the International Chamber
of Commerce: 11th Meeting, Delhi, 1940.

The 11th annual meeting of the Indian National Committee of the

the International Chamber of Commerce was held at Delhi on 31-3-1940 under the presidentship of Dewan Bahadur C.S. Ratnasabapathi Mudaliar. The following are the salient features of the presidential address:-

World Economic Conditions.- The recession in the general business conditions which set in towards the end of 1937, was halted in the early months of 1938, ~~was~~ and normal economic activity was restored in most of the important countries in the world. In the United Kingdom, economic conditions reached more or less a boom condition as a result mainly of the enormous expenditure for defence purposes. In the United States, on the whole, the business activity during the early part of 1939 was better than in the corresponding period of the previous year. After the outbreak of war American commodity-prices reached high levels and indices of export trade and industrial production shows that America is likely to reap enormous benefits as a neutral out of the present European war.

Conditions in India.- Unlike Great Britain and the United States of America, the economic conditions in India did not show any visible improvement during the early part of the year under review, and continued to be in a depressed state until the actual outbreak of the war. During the early months of the year, some slight improvement was visible in the foreign trade position and in the prices of certain commodities such as jute and sugar. But this was nullified by the depression in the prices of wheat and cotton, and the difficulties of the cotton textile industry which experienced one of its worst slumps owing, among other reasons, to over-production and the increased cost of labour. The declaration of war, however, radically altered the situation and led to a sharp rise in the commodity-prices and an improvement in the prospects of the Indian agriculturists and industry generally. The index number of wholesale prices rose from 100 in August 1939 to 130 in January 1940. Between August and January, 1940, the prices of important staple commodities such as raw cotton, raw jute, and cotton and jute manufactures showed a remarkable improvement. The speculative forces were at work on the Bombay and the Calcutta Stock Exchanges and pushed the prices of these staple commodities to very high levels for a short period but the levels reached could not be maintained in the long run. On the whole, however, the prices were tending to settle down at a higher level at the end of the year, compared to those obtained in the previous year. The war also gave a great fillip to the Indian industries where the depression prevailing at the beginning of the year in such major industries as jute was virtually transformed into prosperity. The economic outlook for the Indian export trade and the Indian industries generally, therefore, may be said to be bright during the duration of the war.

Economic Policy.- There have been two important differences in the economic policies followed in 1930 and 1938, which help to explain why recession which developed into a major depression in 1930 was halted during 1938. In the first place, a policy of monetary expansion and of increased expenditure on public-works was promptly adopted in the United States during 1938. The second decisive factor which arrested the recession of 1938 was State expenditure on armaments. The expenditure on armaments had reached a very high level in countries like Germany and Japan as far back as 1937, and had helped to stabilise economic activity,

employment and industrial production. Substantial increases in expenditure on armaments took place in countries like United Kingdom and France during 1938 and the prospect of still greater increases during 1939 constituted an important factor in the maintenance of economic activity. It is time that India learnt the lessons of the monetary experiments in the foreign countries and applied them for the purpose of stabilising economic activity and increasing employment within this country.

The public authorities in this country, such as the Government and the Railways, make a very large annual expenditure of capital-investment character out of the Railway and the Defence Budget. The total combined expenditure out of these Budgets on capital equipment should be examined to see whether it is not possible to make it a regular annual expenditure so that it would simultaneously achieve the purpose of giving a direct stimulus to the establishment of industries which would cater for defence and railway requirements, and, at the same time, create a scientifically conceived plan of public investment with a view to mitigate the evils of depression.

India and Economic Depression.- The attitude of important Western countries such as the United States of America, the United Kingdom, Sweden and others as revealed in their energetic devices to combat and mitigate the cyclical depression and to actively stimulate recovery, makes a tragic contrast to the attitude displayed by the Government of India. Ever since the onset of the depression of 1929, the condition of the cultivators in this country has continued to be one of unrelieved gloom and depression. While a large number of countries recovered from the depression and reached a virtual boom-condition in 1937, thanks mainly to the sympathetic and enlightened policy of their Governments, the Indian cultivators have continued to receive unremunerative and uneconomic prices for their products during the period.

The outbreak of hostilities in Europe, however, had changed the entire economic situation in this country and held out a promise that, if properly utilised, the unique situation created by war could be turned for the permanent benefit and enrichment of this country. It is unfortunate, however, that instead of helping the country to consolidate her position and to accelerate her industrialisation, the Government of India has introduced a large number of measures like price control, imposition of excess profits tax, etc., which are likely to stultify these expectations.

War, An Opportunity for Industrial Consolidation.- The war period is probably the best time for India to consolidate her position as a great exporting country. In order to achieve this aim, industrialists and the Government should co-operate to find the permanent solution to several questions affecting adversely the more important industries of the country. For example, there is the question of apparent over-production in industries like cement, sugar, iron and steel, cotton textiles, etc. There is great scope for developing an internal market for the products of these industries, in addition to developing markets in neighbouring countries which have hitherto been served mostly by the Western industrial countries.

Office-bearers for 1940-41. - Mr. Amritlal Ojha was elected President of the Indian National Committee, International Chamber of Commerce, for 1940-41.

(Summarised from the presidential address, copies of which were forwarded to this Office by the Secretary, Indian National Committee, International Chamber of Commerce.)

(A copy of the presidential address was forwarded to Geneva with this Office's minute F.6/295/40 dated 4-4-1940.)†

Workers' Organisation.6th Session of Bengal Labour Conference,
Kankinara, 24 and 25-2-1940. ✓

The sixth session of the Bengal Labour Conference was held at Kankinara on 24 and 25-2-1940. 125 Unions were represented at the Conference by delegates; of these 95 belonged to the Bengal National Chamber of Labour and Bengal National Jute Workers' Union. 52 Unions represented the jute workers of Bengal and the rest belonged to different trade groups. The Conference was formally opened by the Hon'ble Mr. H.S. Suhrawardy, Minister of Labour, Commerce and Finance, Government of Bengal. The Hon'ble Mr. Satyendra Chandera Mitra, M.L.C., presided.

Resolutions.- A brief summary of the more important resolutions adopted by the Conference is given below:

(1) Disapproval of Communist Propaganda.- The Conference disapproved of the growing efforts to propagate communist ideals among the workers and resolved that trade unions should make efforts to counteract such propaganda.

(2) Conditions of Work.- The Conference urged the need for Government to take early action to improve the conditions of work of labourers, especially in respect of wages, hours of work, unemployment and sickness insurance, pensions and gratuity, leave, holidays with pay, education, housing, recreation, provident fund, co-operative credit, etc.

(3) Recognition of Unions.- Another resolution urged that employers should recognise constitutional and bonafide trade unions and negotiate with such unions for settlement of trade disputes. It was also urged that in every industry or factory, joint committees of employers and employees and representatives of trade unions should be established and that every step should be taken by the Government to formulate standard service conditions which should not be changed without reference either to recognised trade unions or to Government.

(4) Appointment of Labour Officers.- Another resolution pointed out that the policy of appointment of Labour Officers by industrial concerns cannot achieve success unless the Officers adopted an attitude of sympathy for workers and their unions.

(5) Employers' Antipathy to Unions.- A resolution was adopted condemning victimisation of active unionists by employers and unwillingness of employers to recognise unions which have outsiders in their executive.

Establishment of Labour Research Institute:
(6) The Conference urged the setting up of a Labour Research Institute in which workers are adequately represented to conduct researches into social and industrial questions affecting labour

~~from a labour stand point~~, to publish books, pamphlets and periodicals on these subjects and to provide information on enquiries. The institute will also enquire into the organisation of industrial capital and its effects on prices, profits and the position of labour.

Other Resolutions.- Resolutions were also passed urging (1) the abolition of the contract labour system, (2) adoption of legislation on the model of the Bombay Industrial Disputes Act, 1938, (3) adoption of the private Bills on labour subjects now before the Bengal Legislature, (4) extension of the scope of the Payment of Wages, Factories and Workmen's Compensation Acts to include classes of workers now outside their purview, (5) grant of a war bonus, (6) reorganisation of the system of recruitment to factories so as to eradicate bribery and corruption, (7) payment of an adequate living wage in cases where hours of work are reduced, (8) institution of an enquiry by the Government into the extent of unemployment among workers and adoption of a system of unemployment insurance, (9) establishment of co-operative credit societies for the workers' benefit, (10) provision of adequate housing and free medical facilities for workers, and (11) representation of labour in municipalities and other public bodies.

(Summarised from text of Resolutions forwarded to this Office by the Secretary, Reception Committee, 6th Bengal Labour Conference). +

Progress of Trade Unionism in Bombay, 1938-39.* ✓ +

Number of Registered Unions and Membership.- There were 51 unions, including one Federation, on the register on 31-3-1938. 13 new unions were registered during the year under report. Of the total 64 unions, however, the registrations of three unions were cancelled, while the control of eight unions was transferred to the Central Government on 1-4-1938 in pursuance of the adaptation made in section 2 of the Indian Trade Unions Act, 1926, by the Government of India (Adaptation of Indian Laws) Order, 1937. The number of unions on the register on 1-4-1939 was thus 53. Full information ^{was available} regarding the membership, income and expenditure and opening and closing balances in respect of 40 individual unions which submitted returns.

* Annual Report on the Working of the Indian Trade Unions Act (Act XVI of 1926) for the Province of Bombay 1938-39. -- Bombay. Printed at the Government Central Press. Obtainable from the Superintendent, Government Printing and Stationery, Bombay, or through the High Commissioner for India, India House, Aldwych, London, W.C.2, or through any recognised Bookseller. Price - Anna 1 or 1d.

The total membership of the reporting unions increased from 48,972 to 50,997 or by 4.14 per cent. It is of interest to note that the "Tramways" Group, with the addition of the Tramway Traffic Union, recorded a rise of nearly 394 per cent. in the membership of the group. The other groups which contributed to the general increase in the membership were "Municipal" - 63.93 per cent. - and "Printing Presses" and "Seamen", ^{about} and 17 per cent. each.

The steady improvement which was noticeable in the female membership of ~~the~~ individual unions for the last four years was not maintained and there was actually a fall of nearly 43 per cent., the membership dropping from 2,643 to 1,502. This was, however, mainly due to the cancellation of the registration of the Girni Kamgar Union, Bombay, which had a female membership of 327, and the exclusion of the Gokak Mills Employees' Union, with a membership of 1,096 women members.

Finances of Unions.- The principal liability of the majority of the unions was the general fund. It formed the only liability of 20 unions, while two 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.122,560-13-9 and other liabilities amounted to Rs.35,013-8-6, as against total assets amounting to Rs.157,574-6-3. The figure for total assets includes an amount of Rs.49,001-3-8 for unpaid subscriptions due, the real value of which is doubtful.

Number and Membership of Unregistered Unions.- According to the quarterly reviews published in the Labour Gazette, at the beginning of the year the number of the trade unions registered and unregistered in the Province of Bombay was 126 with a membership of 108,587. Fifty-one of the unions were registered under the Act. Of the remaining unions, 31 were associations of employees of the Postal and Telegraph Department consisting mainly of clerical employees. +

The 5th session of the All India Kisan (Peasants) Conference was held at Palasa, Vizagapatam, on 26 and 27-3-1940 under the presidentship of Mr. Sohan Singh in the absence of Rev. Rahula Sankratyayana due to arrest under the Defence of India Act. The following is a summary of Rev. Sankratyayana's presidential address read at the Conference:

Consolidation of Kisan Movement.— The Kisan movement is still organisationally weak and attempts should be made to consolidate the movement. The lower Committees of the Sabha do not function smoothly and the whole movement is often centred round a few individuals. The questions of building up active Kisan cadres and of increasing the number of trained workers should engage early attention. The political education of Kisans has to be taken in hand.

Agrarian Problems.— The president next dealt with the more important agrarian problems like land ownership, pressure of population on land, overtaxation, burden of land-lordism, rural indebtedness, marketing, landless labour, backward technique of production and peasant revolts. The Government has made efforts to increase agricultural production with a view to raise the standard of ~~the~~ masses and thereby make it possible to increase British imports into India; but nothing ~~has been done to make equitable changes in land ownership and tenancy law, land revenue, irrigation assessment, etc.~~ Unless radical changes are effected in these matters, no permanent improvement in the method and technique of production can be secured.

The Indian national movement is manned mainly by the upper and middle classes with an industrial bias who are fighting the British Government because their enterprise and ambition are checked by British imperialism. In this fight, these classes are seeking the help of the agrarian masses, but the former's immediate interests are closely bound up with the existing economic organisation. Thus, the agrarian programme of the nationalist party confines itself mainly to technical improvements in the method of production, spread of education among the peasantry, more facilities for co-operative credit, rural development and the encouragement of cottage industries, particularly hand-spinning and weaving. The removal of some of the oppressive and antiquated ~~forms~~ of feudal exploitation are also advocated and the need for giving the peasants greater rights in land is emphasised. Such measures as the abolition of the zamindari system or complete wiping out of rural debts are opposed. Kisans cannot be satisfied with this policy.

Kisan Programme of Agrarian Reform.— The socialist reorganisation of agriculture will alone solve agrarian problem of this country. Unless the whole land system is thoroughly overhauled and reconstructed on the principles of socialism no permanent relief can be given to the peasantry. In a socialised agricultural economy, technical improvements will be secured rapidly and with lasting benefits for the cultivating classes.

Peasants and National Politics.- Workers and peasants must play a decisive role in the Indian National Movement. The struggle for independence centres primarily round the agrarian problem. For a free India any further development of the productive forces is absolutely impossible without a radical alteration of the agrarian conditions. The abolition of landlordism, the elimination of all pre-capitalistic forms of exploitations, the ending of the autocratic rule of the Princes and the substitution for the Imperialist-Feudal state by a democratic republic based on adult suffrage shall have to be carried out by the united forces of the peasantry and the working class.

In India the peasantry has been the chief force behind all political struggles of the past but it has not yet played a decisive role. This has been due entirely to the absence of a strong, independent, class-conscious movement of the peasants in the country. Large masses of the impoverished town and rural populations were drawn into the Non-cooperation Movement, and then again into the movement of 1931-32, but, because they lacked effective organisation and a class leadership they failed to take control of the movement and gain their objectives.

Kisans and Congress.- The experiences born of the capitulatory policy of the Congress has naturally awakened the workers and peasants to the urgency of building up their class organisations. The trade union movement to-day is a highly important factor in the national movement. Kisan organisations have also developed rapidly in all parts of the country during the last five or six years and a class-conscious peasant leadership is also coming on the political stage. But, while developing their class organisations, the peasantry and the working class have not neglected to penetrate the Congress. For, the Congress has to be developed into a real united anti-Imperialist front of the Indian people.

Resolutions.- A summary of the more important resolutions adopted by the Conference is given below:-

Fundamental Demands of Kisans.- With a view to preparing themselves for a national struggle, the Conference urged the Kisans to popularise the following basic programme: (1) the establishment of a Democratic Republic in India through a constituent assembly; (2) the formation of a people's army; (3) abolition without compensation of landlordism with all its offshoots of serfdom, illegal levies and forced labour; (4) cancellation of kisans' debts; (5) abolition of rent and land revenue on uneconomic holdings; and (6) cancellation of foreign debts.

Dear Food Allowance.- A resolution was also passed ~~and~~ urging employers to grant dear-food allowances to workers.

Office-bearers for 1940-41.- The following were elected office-bearers of the All-India Kisan Sabha for 1940-41: President: Baba Sohan Singh; Vice-Presidents: Messrs. N.G. Ranga and Bankim Mukerji; General Secretary: Swami Sahajananda Saraswati; Joint Secretaries: Mr. Indulal Yagnik, Dr. Bhag Singh, Mr. Abdulla Rasul and Mr. Sivalinga Prasad; Members: Messrs. Jadunadhan Sarma, Karyananda Sarma, Jai Prakash Narain

(in jail) or Avadeswara Prasad, Kartar Singh, Narendra Dev, Mohanlal Goutam, S. Damodhar Swarup, Keraleeyan, Suresh Dev, P. Syamasundara Rao, P.D. Maratti, B. Panigrahi, Muzaffar Ahamad (in jail), Abil Hayat, Gopal Haldar, J. Bukhari and Dinkar Desai.

The Council elected Swami Sahajananda Saraswati, Messrs, M.G. Ranga, Mohanlal Goutam, Bankim Mukherji and Kartar Singh to form with five representatives elected by the All-India Trade Union Congress, a Joint Committee of the two organisations to take joint action on matters of common interest.

(The Amrita Bazar Patrika, 27-3-1940
and The Hindu, 28 and 29-3-1940).

Miscellaneous.Check to Communist Activity in India:Government of India Orders Detention of Leaders. ✓

According to a press note issued recently by the Government of India, ~~the~~ ^{the Government} has for a considerable time had cause to view with concern the activities of the Communist Party of India, as, although the Party has been declared to be an unlawful body, there is ample evidence to show that it continues to operate through a widespread 'underground' organisation. Since the outbreak of the war, the Party has become even more active. With a view to check such subversive activities, the Government of India has passed orders for the detention of the leaders of the Party under the Defence of India Rules.

(The Hindustan Times, 15-3-1940).

The Sind Funeral Feasts Prohibition Bill, 1940. ✓

A non-official Bill was introduced in the Sind Legislative Assembly on 29-1-1940 to prohibit the custom of giving funeral feasts which has no religious sanction. Such feasts generally involve the poorer working classes in heavy debts, but they cannot break the custom for fear of social ostracism. The Bill prohibits the giving of funeral feasts and provides certain penalties for persons compelling others to give such feasts, or ostracising others for not giving such feasts.

(The Sind Government Gazette,
Part IV, dated 7-3-1940,
pages 159 to 160.) +

The Sind Dowry Restraint Bill, 1940. ✓

A non-official Bill was introduced in the Sind Legislative Assembly on 29-1-1940 to restrain the custom of taking or offering dowry in connection with marriages. This measure is intended to protect the middle and working classes from getting into debts through the need to provide heavy dowries for daughters.

(The Sind Government Gazette,
Part IV, dated 7-3-1940, pages
162-163.) +

Public Health.

The Sind Consumption of Intoxicants Restriction Act, 1940. ✓+

Reference is made at page 47 of our January 1940 report to the Bill drafted by the Sind Government to restrict the consumption and sale of intoxicants. The Bill has since been passed, and the Act, having received the assent of the Governor, is published in the Sind Government Gazette, Part IV, dated 7-3-1940, pages 238 to 247. +

Social Policy in War Times.

Hours of Work.

Bombay.-

A draft notification of the Bombay Government proposes to exempt adult workers employed in rubber tyre factories from the operation of Section 37 (intervals for rest) of the Factories Act.

(Notification No. S.129 dated 26-3-1940: The Bombay Government Gazette, Part IV-A, dated 28-3-1940, page 409).

Bombay.-

A notification of the Bombay Government exempts 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 (weekly holiday, daily working hours and 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 26-3-1940. Bombay Government Gazette, Part IV-A, dated 28-3-1940, page 410).

Punjab.-

A notification of the Punjab Government exempts a distillery in Karnal from the provisions of sections 34 to 38 (hours of work, daily and weekly rest and spreadover) of the Factories Act for a period from 22-3-1940 to 3-4-1940.

(Notification No. 2313-1 and L-40/14459 (a) dated 22-3-1940: Government Gazette, Punjab, Part I, dated 29-3-1940, pages 728).

Wages.

Demand for Dear Food Allowance: Review of Developments.

Demands for war bonus or dear-food allowance were continued to be made in March 1940; the more important developments in this sphere during the month are summarised below:

Bombay Textile Workers.- Reference was made at page 35 of our February 1940 report to the decision of the textile workers in Bombay to declare a strike from 4-3-1940 on the question of the grant of a dear-food allowance. The strike, declared on 4-3-1940, affected nearly 160,000

workers. The Bombay Government addressed a letter on 9-3-1940 to the Millowners' Association, in the course of which reference was made to "the desire on the part of the worker to share in the profits which, it is the general belief, will accrue to the industry in consequence of war conditions" and pointed out that "in the view of the Government it is a legitimate expectation of labour". The Association was asked "whether it is willing to give an undertaking to Government that the owners will be prepared to give a war bonus to their workers, if increased profits are made by the industry as a result of war conditions as soon as the extent of these profits has been determined". (The Times of India, 12-3-1940). In its reply, the Millowners' Association pointed out that as the Government's letter raised far-reaching principles affecting profit-sharing, it can be considered only on a country-wide basis, and that no one particular industry should be singled out for the purpose. The suggestion for grant of a war bonus, without admitting the principle of profit-sharing, it was pointed out, will be considered sympathetically by the industry if it were to make profits on the same scales as those made in the years 1918-1921. (Bombay Chronicle, 17-3-1940).

The strike is still progressing. There have been a few cases of assaults by strikers and several arrests of strike leaders have been made.

Nagpur Textile Workers:

G.P. Court of Inquiry decides against Dearness Allowance.

Reference was made in the Section: "Social Policy in War Time" of this Office's report for February 1940 to the appointment on 28-2-1940 of the Government of the Central Provinces of a Court of Inquiry, with Mr. M.W. Clarke, I.C.S. as presiding officer to report on the question whether any dearness allowance should be given to the workmen in the textile industry in Nagpur, having regard to the present cost of living and the existing conditions in the industry at Nagpur. The main contentions of the workers and the employers, and a summary of the principal findings of the report issued by the court on 21-3-1940 are given below:-

The Court commenced its sittings on 1-3-1940. The workers of the textile industry of Nagpur, consisting of two mills, the Empress Mills and the Model Mills, were represented by the Nagpur Textile Union. On 18-3-1940, the Union withdrew from the inquiry, mainly on the ground that the Court had accepted certain documents marked "Very Important Information - Confidential" submitted by the Mills, and that therefore the workers' case was prejudiced; the Court did not accept this contention.

The Workers' Case.- The Economic Adviser to the Government of India had in a radio broadcast on 12-1-1940 stated that the rise in prices since the declaration of war amounted to 33 per cent. Therefore a dearness food allowance of 35 per cent was needed. Further, in several other textile centres wage increases have already been granted. Wages were lower at Nagpur than in other centres; the city also enjoyed certain other advantages; the incidence of local taxation was lighter and it was situated close to the areas of consumption. Moreover, the Nagpur mills were making large profits owing to the war, as evidenced by the appreciation of their share-prices, and should share the increased profit with the workers.

The Employers' Case.— The employing mills took up the position that instead of the 33 per cent. rise in prices since September 1939 estimated by the Economic Adviser to the Government of India, the Labour Office figure of 10 per cent increase should be accepted as the correct one. The cost of living was higher in 1920-1924 than in 1939-40 and since the basic wages of the workers had been consolidated in 1924 in consideration of the cost of living figures of that year, the workers had enjoyed the benefit of the reduction in the cost of living which had taken place between 1924 and the outbreak of the present war. There was a wage cut during this period owing to the economic crisis which swept over the world between 1929 and 1933, but 80 per cent. of this cut was restored in 1938. The Nagpur Mills, therefore, did in 1938 what Bombay and Ahmedabad millowners have done since the outbreak of war, and therefore there was no point in the argument that these centres have granted concessions to their workers since the outbreak of war. The low wages in Nagpur were largely the result of deliberate abstention from work on the part of the workers; further the Nagpur workers were less efficient. The Nagpur Mills do not have any economic advantage over Bombay and Ahmedabad mills by reason of their geographical situation; on the contrary, their geographical position was a disadvantage when transport charges were considered. The heavier taxation in Bombay was largely counterbalanced by the superior services rendered to the industry. The rise in the value of shares of Nagpur mills was not an indication of the prosperity of the mills, as it was due mostly to speculation. The Empress Mills also stated that they had done considerably more for their workers in the sphere of welfare than other mills, and that the value of these schemes should be taken into consideration in estimating the real wages of the workers.

Main Findings of the Court.

Cost of Living gone up by 10 per cent.— On the first issue, the extent of rise in the cost of living since the outbreak of war, the Court found that the cost of living since the war commenced was in the neighbourhood of 10 per cent, and that no alteration need be made in the commodities, on the basis of which the index is compiled.

Basis of Existing Wage Rates and Nature of Changes effected since 1924.— On this issue, the Court found: (a) That the present rate of wages is based on the cost of living as it stood on 1st October 1924;

(b) That the wages of the workers were then increased by over 50 per cent. in the case of fixed rate workers and 66 2/3 per cent in the case of piece-time workers;

(c) That the cost of living fell since 1st October 1924 to the extent of not less than 42 per cent;

(d) That wages were cut to some extent during this period; and

(e) That the Mills restored 75 per cent of this cut in 1938.

Charge of lower Labour Efficiency not proved.— On this issue the Court found that the comparative efficiency of the workers at Nagpur, Bombay and Ahmedabad, was one of those questions on which there was no adequate material from which a valid comparison could be made. The Mills pleaded lower efficiency at Nagpur, but the employers' contention of lower efficiency at Nagpur is not sustainable as they have failed to prove it.

Increased Cost of Production and Financial Condition of Industry.- It was found that the mills have submitted figures to prove increased cost; on the other hand, the workers on whom the onus lay for proving that the mills were making increased profits, have not made any effort to substantiate their contention.

Over-Capitalisation and Ability to pay Increased Wages.- It was found that no evidence was brought out to show that the mills were over-capitalised. The Court disagreed with the workers' contention that the question of fixing the rates of pay is one which should be settled for the whole industry, and that therefore the rise which has been given in other centres ought to be granted in Nagpur also. According to the Court, it was the net amount retained by the workers after incurring necessary expenditure which should, as far as practicable, be similar throughout the industry; but as this was dependant on local conditions, an enquiry on an all-India basis was required to determine what should be the rates of wages throughout the industry. In Nagpur the local conditions do not justify any rise in wages and, therefore, Nagpur mills are not bound to follow the lead of other centres where an increase has been found necessary.

Workers to share Sacrifices entailed by War.- The Court further found that even if there had not been evidence to show that the workers are not entitled to any increase in their scales of wages, it would still be a question of Government policy whether the bare fact of a 10 per cent rise in the cost of living would justify a 10 per cent or any other rise in wages. In times of war, every member of the community must expect to suffer to a greater or less degree as a result of the war, and workers need be given a rise in wages only if the rise in the cost of living has pushed them below the minimum subsistence level. Further, the Court pointed out that the Nagpur workers have the means of supplementing their earnings by greater punctuality and less deliberate abstention from work.

No Dearness Allowance needed.- For all these reasons the Court found that no dearness allowance should be given to the workmen in the textile industry at Nagpur, having regard to the present cost of living and the existing conditions in the industry.

C.P. Government awaits Developments.- According to a Communique issued on 28-3-1940 by the C.P. Government, it has decided to offer at present no comment on the findings of the Court. All that the Government desires at this stage is to assure both the public and employers and workmen that its good offices would continue to be available for effecting a settlement of any differences between the parties. The Director of Industries has, therefore, been instructed to continue to maintain the closest touch with both employers and workmen, and to inform them that, if at any time, more direct approach to Government is sought by either party, Government will arrange accordingly.

(C.P. and Berar Gazette Extraordinary,
dated 28-3-1940, pages 105 to 121).+

Cawnpore Mill Workers.- Dissatisfaction with the dear food allowance already granted by the Employers' Association of Northern India (vide pages 49 to 50 of our January 1940 report), and with the Association's refusal to refer the dispute to the Labour Commissioner, U.P., was expressed on 10-3-1940 by a deputation of the Mazdur Sabha, Cawnpore, to Mr. Panna Lal, Adviser to the Governor of the U.P. The deputation requested the Adviser to appoint a wage fixation board to inquire into the Cawnpore wages dispute under the terms of the Government resolution on the Cawnpore Labour Inquiry Committee's report. Mr. Panna Lal, it is understood, has found the demand for conciliation proceedings not unreasonable.

(The Times of India, 13-3-1940,
and the Leader, 13-3-1940).

Calcutta Sweepers.- About 15,000 workers of the Scavenging and Cleaning Departments of the Calcutta Municipal Corporation struck work on 27-3-1940 consequent on the refusal of the Corporation to grant a war allowance of 25 per cent of the wages. The strike was, however, called off on 2-4-1940 on the Corporation agreeing to pay all employees receiving less than Rs. 30/- per month a compensatory allowance of Re. 1/- per month until a decision has been reached on the question of opening shops at which foodstuffs will be sold to them at pre-war prices. The settlement also provides for the appointment of a sub-committee to go into general conditions of work of the municipal workers.

(The Amrita Bazar Patrika, 28-3-1940
and 3-4-1940).

Demand for Dear Food Allowance: Review of Action by
Ahmedabad Municipality.

At a meeting of the Ahmedabad Municipality held early in March 1940, a resolution was adopted to give a monthly dearness allowance of Rs. 2/- to all municipal employees ~~with salaries of~~ with salaries of Rs. 40/- per mensem and under. An allowance of one anna per day will be given to daily ~~employees~~ ^{employees} whose daily wages do not exceed Rs. 1/5/-. The total monthly cost entailed by this decision will be Rs. 10,500. The allowances are to be given with retrospective effect from 1-2-1940 and are to continue till 31-12-1940, if the war lasts so long.

(The Times of India, dated 13-3-1940
and Bombay Chronicle, dated 8-3-1940)

Price Control.

Rise in Cost of Living in Bengal.

In view of the exaggerated reports about the rise in the cost of living of workers consequent on the war, the Government of Bengal issued a communique on 9-3-1940 giving details of the movement of cost of living index since September 1939. After considering various factors, such as cost of living in the various provinces, industrial progress registered in various cities, the commodities commonly used by industrial workers in Bengal and the varying proportions and prices (in March 1940

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and immediately before the war) of these articles, the Bengal Government estimates that at present the cost of living is between 7 and 8 per cent higher than what it was immediately before the declaration of war. It is pointed out that the existing prices are much below the maxima that have been fixed by the Chief Controller of Prices. Owing to the measures which Government took to control prices from the very beginning, the prices of food-stuffs in December 1939 and January 1940 were not allowed to rise beyond what was strictly justifiable on economic grounds. Even when the price of wheat was rather high, the Chief Controller of Prices arranged with the flour-mills for sale of the varieties of atta and flour commonly used by the industrial workers at prices which left no profit to flour-mills. As prices have fallen considerably, it has not been found necessary to revise the maxima. The prices of commodities continue to show a downward tendency, but as conditions are uncertain, Government proposes to keep a watch on the situation and keep the public informed regarding future changes in the cost of living.

(Press Communique dated 9-3-1940
issued by the Director of Information
Bengal).. .

War Risk Compensation.

War Risk Compensation Schemes for Sailors and other Personnel in Ships.

Compensation to Lascars.— The scheme adopted by the British Government for payment of compensation for lascars serving on ships registered in the United ~~King~~ Kingdom in respect of death or disablement directly attributable to war injuries has been extended by the Government of India to lascars serving on ships registered in India under the Merchant Shipping Act, 1894. An additional clause is now being inserted in the Articles of Agreement of lascars serving on all such ships embodying the main features of the scheme and the rates of compensation admissible. The rates of compensation are based on the customary rates of pay of lascars in force before 1-9-1939; provision is made for the payment, varying according to the rates of pay, of disablement allowances to lascars who sustain war injuries and, in the event of death, of pensions to their widows and allowances to their children and other dependants.

Rates for Disablement and Pensions for Widows.— For example, a lascar who was in receipt of a pay of under Rs. 30/- is eligible for disablement allowance of Rs. 3,000; one on a pay of Rs. 40/- and over, Rs. 5,000. Similarly, the ~~xxxx~~ scales of monthly pensions for widows range between Rs. 8/- for those whose husbands were drawing a pay of under Rs. 50/-, and Rs. 15/-, for those whose husbands were drawing Rs. 60/- or over.

Compensation to Officers and Non-lascar Personnel.— The scheme of compensation for officers and non-lascar crews of ships on the United Kingdom register, adopted by the British Government, has also been extended to the personnel of ships registered in India under the Merchant Shipping Act, 1894. The rates of compensation admissible depend, broadly speaking, on the position occupied by the mariner ~~an~~ the date of the war injury which was the cause of death and of the type and size of the ship in which he was employed.

Compensation for War Damage to Effects.- Another British scheme which has been extended to personnel of ships registered in India is the one regarding compensation for war damage to effects for various classes of personnel serving on ships registered in the United Kingdom. Examples of the maximum amounts of compensation payable under this scheme are \$100 for a Master and \$4 for a lascar.

(Press Note dated 20-3-1940 issued by the Commerce Department, Government of India). +

List of more important publications received in this
office during the month of March, 1940.

1. The International Labour Organisation.-

~~Bulletins~~ of Indian Industries & Labour No. 68. "The Twenty-fifth session of the International Labour Conference (June 1939)*: Report of the Delegates of the Government of India. Published by order of the Government of India by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, Simla. 1940. Price Rs. 1-8-0 or 2s-3d.

2. National Labour Legislation.-

The Mysore Silicosis Rules, 1940. Price Rs. 0-1-0.

3. Conditions of Work.-

Eighteenth Annual Report of the Welfare Committee, 1939, of The Buckingham & Carnatic Mills, Madras.

4. Economic Conditions..

- (a) "National Planning Committee: ~~Being~~ An abstract of proceedings and other particulars relating to the National Planning Committee". Published by K.T. Shah, Honorary General Secretary, National Planning Committee, Bombay, 1939.
- (b) Government of the Punjab. Budget for the year 1940-41 with detailed estimates of Revenue and Expenditure. Presented to the Legislative Assembly by order of His Excellency the Governor. Lahore: Printed by the Superintendent, Government Printing, Punjab, 1940.
- (c) Indian Finance, Regional Planning Supplement, December, 1939. National Planning Series II, Price Rs. 2-0-0.
- (d) Studies in Indian Economics issued by the Office of the Economic Adviser. First Series: Aspects of the Indian Tariff No. 2. The History of the Indian Tariff, 1924-39 by B.N. Adarkar, M.A. (Cant) Published by the Manager of Publication, Delhi, 1940. Price 0-14-0 annas or 1s. 3d.
- (e) Bulletins of Indian Industries and Labour Series No. 69. Proceedings of the Eleventh Industries Conference (Held at Mysore on 15 and 16-3-1939). Price Re. 1-2-0 or 1s. 9d. Published by the Manager of Publications, Delhi. 1940.
- (f) The Indian National Steamship Owners' Association. "Revival of National Shipping and its Struggles", 1940.
- (g) Report of the Department of Industries, Assam, for the year 1938-39, by M. Khurshid, Esq., I.C.S., Director of Industries, Assam. Shillong. Printed at the Assam Government Press, 1940. Price Rs. 0-13-0 or 1s. 3d.
- (h) Report of the Indian Tariff Board regarding the grant of protection to the Sericultural Industry. Published by the Manager of Publications, Delhi. 1940. Price Rs. 4-2-0 or 6d. 6d.
- (i) Annual Financial Statement (Budget) of the Government of Orissa for the year 1940-41.

- (j) Government of Bombay: Budget Memorandum for 1940-41. Bombay; Printed at the Government Central Press, 1940. Price Rs. 0-14-0 or 1s. 6d.
- (k) Government of Bombay. Civil Budget Estimates for the year 1940-41. Bombay. Printed at the Government Central Press, 1940. Price Rs. 1-9-0 or 2s. 9d.

5. Migration.

A brief Note on the present position of Indians Abroad. Dr. M.S. Nata Rajan, M.A., Ph.D., Director, Diwanchand Political Information Bureau, 30, Ferozshah Road, New Delhi. (21st March, 1940) Cyclostyled.

6. Agriculture.

Season and Crop Report of the Central Provinces and Berar for the year ending 31-5-1939. Government Printing, C.P. and Berar, Nagpur. 1940. Price Re. 1-8-0.

7. Co-operation.

Annual Report on the working of the Co-operative Societies in H.E.H. The Nizam's Dominions for the period 1346-1347 Fasli (7th July, 1937 to 6th July 1938 A.D.) Hyderabad-Deccan: Government Central Press, 1939.

8. Organisation, Congresses, etc.

- (a) Bengal Labour Conference. 6th Session, Kankinara, 24th and 25th February, 1940:
 - (1) Text of 16 resolutions;
 - (2) Presidential Address;
 - (3) Address of the Chairman of the Reception Committee.
- (b) Annual Report on the working of the Indian Trade Unions Act (Act XVI of 1926) for the province of Bombay in 1938-39. Price anna 1 or 1d. Government Central Press, Bombay, 1940.
- (c) Review of the working of the Trade Unions Act, 1926, in the Delhi Province during the year 1938-39. (one typed sheet).

9. Social Conditions.

Annual Report on the Reclamation Department for the year ending 31-12-1938, Punjab. Superintendant Government Printing, Punjab, Lahore. 1940. Price Rs. 0-5-0.

10. Public Health.

Annual Report of the League of Nations Health Organisation, Eastern Bureau, Singapore, for 1939.

11. Education.

Report on Public Instruction in the Madras Presidency for the year 1938-39. Vol. I. Printed by the Superintendent, Government Press, Madras, 1940. Price 8 annas.

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for May, 1940.

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National Labour Legislation.

Government of India.-

Draft Amendment to Coal Mines Safety
(Stowing) Rules, 39.

Attention is directed to certain minor draft amendments to the Coal Mines Safety (Stowing) Rules, 1939, notified at pages 201 - 203 of the Gazette of India Extraordinary, dated 27-5-1940. Objections and suggestions have to be submitted by 27-6-1940 on or after which date the draft is to be taken into consideration. The proposed amendments relate principally to the purposes for which assistance may be granted from the Coal Stowing Fund, the form of assistance given, the quantum of assistance and the conditions attaching to the grant of assistance.

(Notification No. M-1276 dated 27-5-1940:
The Gazette of India Extraordinary, dated
27-5-1940, pages 201 - 203).

Bengal.-

The Bengal Workmen's Protection (Amendment)
Act, 1940.

Reference was made at page 2 of our December 1939 report to the introduction and adoption of the Bengal Workmen's Protection (Amendment) Bill, 1939, by the Legislative Council, Bengal. The Act received the assent of the Governor on 22-4-1940, and is published at page 10 of Part III of the Calcutta Gazette, dated 25-4-1940.

Sind.-

Sind Shop Assistants and Establishments Bill,
1940: Measure drafted by Labour Minister.

The Hon'ble Mr. G. M. Syed, Minister for Labour, Sind, has drafted a Shop Assistants and Establishments Bill to be introduced in the forthcoming session of the Sind Legislative Assembly.

The principal features of the Bill are a 7 to 10 hours' working day for employees in shops, restaurants and public places of entertainment and one-day holiday with pay in the week. Any person working in excess of the hours fixed will be entitled to overtime payment at the rate of 1 1/4 times the ordinary rate of his wages. Young persons between the ages of 12 and 17 will not be allowed to work between 7 p.m. and 8 a.m. Any employer who contravenes the provisions of the Act will, on conviction, be punished with fine which may extend to Rs. 25 for the first offence, and to Rs. 250 for every subsequent offence. Inspectors will be appointed by local authorities to see that the provisions of the Bill are duly carried out.

The Bill, in the first instance, is proposed to be applied to Karachi City and Cantonment, and Drigh Road, and later its application will be extended to other parts of the province.

(The Bombay Chronicle, dated 23-5-1940).

United Provinces.-

Extension of Factories Act, U.P.

The Government of the United Provinces has by Notification No. 1389/XVIII-516-38 dated 22-5-1940 extended, with certain minor exceptions, the application of the Factories Act to certain classes of workshops that on any one day of the twelve months preceding this notification employed 10 or more workers and where work is carried on with the aid of power. The classes of workshops to which the Act has been extended include printing presses, motor garages and repairing houses, engineering workshops, glass bangle and brass and metal works.

(Page 425. The United Provinces Gazette, dated 25-5-1940).

United Provinces.-

U.P. Factories Rules 98 - 113 Promulgated.

Attention is directed to Rules 98-113 of the United Provinces Factories Rules (published at pages 287-291 of Part I-A of the U.P. Government Gazette dated 25-5-1940) which the Governor has made in exercise of the powers conferred by section 43 of the Factories Act, 1934. The rules relate (a) to the ~~inclusion~~ ^{exemption} of certain persons (heads and assistants of technical departments, engineers, factory doctors, compounders, etc.), as persons holding positions of supervision or management, and (b) provide for the exemption under certain conditions of certain categories of adult workers (maintenance staff, those engaged in urgent repairs, and certain continuous process workers) in certain kinds of factories (electrical generating stations, ice factories, chemical works, glass works, vegetable oil mills, tanneries, dairies, rice, opium and tea factories, etc.) from the provisions of Sections 34 (weekly hours), 35 (weekly holiday), 36 (daily hours), 37 (interval for rest) and 38 (spread-over) of the Factories Act.

(Notification No. 828/XVIII - 218(L)
dated 21-5-1940. U.P. Gazette Part I-A,
dated 25-5-1940, pages 287-291).

Baroda State.

Baroda Payment of Wages Act, 1940:

Brought into force from 11-4-1940.

Reference was made at page 7 of the March 1940 report of this Office to the adoption by the Baroda State of the Baroda Payment of Wages Act, 1940. The Act was brought into force in the State from 11-4-1940.

(The Times of India, dated 20-4-1940).

Conditions of Work.

Hours of Work.

Working of the Hours of Employment Regulations on Indian Railways, 1938-39*.

Scope of Application: Railways covered.- The Hours of Employment Regulations are now in force on all the four State-managed Railways and three important company-managed Railways, namely, the Bombay, Baroda and Central India, Madras and Southern Mahratta and Bengal and North-Western Railways.

Number of Staff covered.- The total number of non-gazetted employees on all the class I Railways in India on the 31st March 1938 was 652,256 and of these 497,906 are employed on the Railways referred to above; in other words, 76 per cent. of the non-gazetted staff employed on class I Railways are now protected by the legislation. The number of staff employed on all class II and III Railways, viz., 35,936 is so small compared to the total non-gazetted staff employed on all the Railways that their exclusion from the Hours of Employment Regulations does not make any material difference. Moreover, the principles of the Act have in many cases been applied to the staff of those Railways on which the Hours of Employment Regulations have not yet been introduced and there is reason to believe that their employees enjoy to a great extent the benefits that the law affords to the employees of the Railways on which the Regulations are in force.

Classified according to railways, the staff covered is distributed as follows: North-Western Railway - 100,154; East India Railway - 126,226; Eastern Bengal Railway - 53,219; Great Indian Peninsula Railway - 79,490; Madras and Southern Mahratta Railway - 46,890; Bombay, Baroda and Central India Railway - 63,528; Bengal and North-Western Railway - 28,399; total = 497,906.

Inspection.- The following table shows the actual number of establishments inspected by Labour Inspectors with the branches of Railway Service to which they belong:-

* Government of India, Department of Labour - Annual Report on the working of the Hours of Employment Regulations on the North Western, East India, Eastern Bengal, Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta and Bengal and North Western Railways during the year 1938-39 by Khan Bahadur K.M. Hassan, Supervisor of Railway Labour. Delhi: Manager of Publications. 1940. Price annas 4 or 5d. pp. 10.

		Transportation.	Way and Works.	Power and Carriage.	Miscellaneous.	Total.
N. W. Railway.	...	571	192	81	154	998
E. I. Railway.	...	742	156	115	169	1,192
E. R. Railway.	...	390	77	79	88	634
G.I.P. Railway.	...	451	105	110	119	785
P.B.& C.I. Rly.	...	629	102	152	194	1,077
M. & S. W. Rly.	...	352	70	66	50	538
B. & N. W. Rly.	...	302	37	73	16	428
Total.	...	3,437	749	676	790	5,652

The average number of establishments inspected per Labour Inspector works out at 353 as against 544 in the year 1937-38. There are several causes which are responsible for the drop in the figures, the more important being the withdrawal of the duty card passes since 1st January 1939 which restricted the movement of Inspectors and inspection under the Payment of Wages Act. Up to November 1937 Inspectors of Railway Labour were utilised only in connection with the Hours of Employment Regulations, but from December 1937 they were also entrusted with inspection in connection with the Payment of Wages Act. This meant not only inspecting stations and other establishments in connection with both the Acts but also devoting at least one week exclusively every month for the inspection of the Paymasters' Offices. As the revised procedure was operative only for about three months during the last year, the effect on the figures of that year was not so great as has been on the figures of the year under review, during which it was observed throughout the year. 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 observation: All the seven Railways on which the Regulations are now in force generally maintained a satisfactory standard in their application and took prompt measures to rectify the irregularities that were brought to their notice. The most important matter in which there is likely to be a difference of opinion between the Supervisor of Railway Labour and the Railway administrations is the classification of staff. In their natural desire to keep the expenditure low, Railway administrations are sometimes inclined to take a less liberal view and classify the staff as "Essentially Intermittent" when they should be "Continuous" or exclude them altogether from the scope of the Regulations when this should not be the case. Accordingly a large number of cases in which it was considered that the duties of the staff warranted a change in their classification was brought to the notice of the Railway administrations and in a majority of them the

suggestions were adopted; the only Railway, often found difficult to convince, was the Madras and Southern Mahratta Railway. Other irregularities in connection with the application of the Regulations such as the non-existence of posters and defective rosters were also noticed in greater or smaller degree on all the Railways. These were brought to the notice of the Railway Administrations concerned and necessary action was taken by them.

Hours of Employment.- The categories of staff which are mainly responsible for the breaches of the Regulations are the goods staff and the Transportation staff, particularly the inferior staff who are utilised for loading and unloading of 'smalls' at roadside stations outside their rostered hours. The complaint is not confined to any particular railway but is general. There are indications that the position is improving and both the Railway Administrations and the staff realise their responsibility in the matter. The attention of the Railway Administrations concerned is again invited to them. It is realised that the problem is not so easy of solution, but something will have to be done to stop the infringement of the Regulations that is constantly taking place on this account.

Periods of Rest.- According to the report fewer cases of the infringement of the Regulations under this head were detected by the Inspectors of Railway Labour, which indicates that the improvement which was reported last year has been maintained. It is realised that it is not possible to give all the staff a calendar day's rest but it is hoped that efforts will continue till all the staff whom it is possible to give the calendar day's rest have been given the same.

Classification of Staff.- Every endeavour is being made to improve the classification of staff and Railway Administrations are regularly addressed in this connection.

Overtime Work.- The report points out that there is distinct improvement under this head over the conditions that existed previously, few cases having been reported during the period under review in which the records of the overtime worked by the staff were not properly maintained. Generally speaking all Railway Administrations are now maintaining separate registers for this purpose and the Inspectors of Railway Labour can easily check whether the payments due have been made or not. The passing of the Payment of Wages Act under which it is obligatory on the part of Railway Administrations to pay overtime within ten days of the wage-period has gone a long way to expedite payments which previously used to be delayed for one reason or another.

(The report on the working of the Hours of Employment Regulations during 1937-38 was reviewed at pages 25 - 28 of the report of this Office for May 1939).

Ordinance Enforcing Closure of Shops on Sundays:

Bengal Millowners' Association's Opposition.

According to an Associated Press message from Calcutta, consulted as to the desirability of promulgating an ordinance for the purpose of enforcing the closing of shops on Sundays pending the disposal of the Bengal Shops and Establishments Bill introduced in the Bengal Legislature in 1939 (vide page 9 of this Office's April 1940 report), the Bengal Millowners' Association has opposed the principle. In a communication addressed to the Government of Bengal in the first week of May, the Association states that it is "opposed to the principle of promulgating ordinances for administrative purposes as they consider it contrary to democratic principles. The Bengal Shops and Establishments Bill of 1939 should be allowed to take its own course as the matter does not warrant any tampering with the normal course of legislation".

(The Hindustan Time, dated
9-5-1940).

Inspection.

Enlargement of Sind Factory Inspectorate:

Strict Enforcement of Factory Act.

In order to place the factories in the province on a better footing and provide healthy conditions for their workmen, the Government of Sind has recently appointed 25 factory inspectors who will see that the Factory Act is rigidly enforced in Sind. Besides these inspectors, 25 medical officers have been appointed to act as certifying surgeons for factories.

(The Statesman, dated 15-5-1940).

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General.

Factory Administration in India, 1937.*

The statistics included in the note on the working of the Factories Act, 1934, for the year 1938 exclude Burma, as was the case last year. No amendment was made in the Act during the year.

Number of Factories.— The total number of registered factories during the year was 10,782, being 919 more than last year and the largest recorded so far. The number actually working which included 1,228 factories notified under Section 5 (1) of the Act, was 9,743 of which 6,086 were perennial and 3,657 seasonal. 90.4 per cent. registered factories worked during the year as against 90.5 per cent. in the preceding year. The number of new factories registered was 1,421 and the number struck off the registers 502.

Statistics of Operatives.— The average number of operatives employed during the year increased from 1,675,969 in 1937 to 1,737,758 in 1938, the highest recorded so far. The most marked increases were in Bombay (45,896) Madras (7,705), the Punjab (2,795), Bihar (2,558), Assam (2,152), Sind (2,024) and the United Provinces (1,601). The number of workers employed in the cotton textile industry increased from 474,134 in 1937 to 512,228. Jute mills employed 296,162 in 1938, against 305,785 in 1937; the decrease is attributed to the effect towards the end of the year of the restrictions of the Bengal Jute Ordinance on those concerns having a double shift system.

Employment of Women and Children.— The number of women employed in factories increased from 238,122 in 1937 to 240,932 in 1938 but the number of children employed decreased from 10,832 to 10,742. The percentage of children to the total factory population decreased from .64 in 1937 to .52 in 1938; but that of women it was 13.8, the same as in 1937. The apparent increase in female labour was due partly to the wider extension of the Act during the year and partly to the increased facilities offered by the artificial silk industry for the employment of women in Bombay. In the Central Provinces and Bihar, the increase was attributed to the improved conditions in the textile industry and in the Punjab to increased employment in the cotton cleaning and reeling departments of the textile mills.

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.	5	24	71
For women.	12	19	69

Statistics of Factories subject to the Factories Act, 1934 (XXV of 1934) for the year ending December 31st, 1938, together with a Note on the working of the Factories Act during the year. Published by order of the Government of India. Manager of Publications, Delhi. 1940.
Price Re. 1-8-0. or 2s.3d. app. 39.

	Not above 48.	Between 48 and 54.	Above 54.
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Seasonal -

For men.	25	11	64
For women.	34	9	57

Prosecutions and Convictions.- The Bengal report mentions the difficulty of regulating the labour employed through contractors. In the United Provinces and Bengal, overlapping shifts in some establishments continued and detection of irregularities in respect of periods of employment was almost impossible. Both these questions were receiving the attention of the Bengal Government. Reports of illegal employment were received in respect of jute and cotton mills in Bengal in which machinery hours were not restricted to the workers' legal day and week and in respect of rice mills situated in the upcountry districts in the same Province. In the Central Provinces and Berar, in some cases the owners of the cotton ginning and pressing factories by insisting on an impossible outturn from their gins forced the managements to work beyond the specified hours. In Sind, some of the seasonal factories were found to be working during prohibited hours as well as on weekly holidays. In the United Provinces, 12 prosecutions were instituted for breaches of sections 35 and 42. Convictions were obtained in 5 cases and the remaining were pending. In Bombay, the Inspector of Factories has been successful in obtaining regular working hours and weekly holidays in a large number of small concerns and it is being realised by those concerned that the application of the limited provisions of the Act has not been detrimental to them. The number of convictions obtained under the Act was 1,270 as against 1,182 in 1937. The chief increases were in Madras (222), Bombay (27) and Orissa (25).

Wages.- There was no marked variation in the rates of wages of skilled and unskilled labour in the majority of the Provinces.

Safety.- The number of recorded accidents increased from 28,323 in 1937 to 33,494 in 1938. Fatal accidents decreased from 215 to 210 but serious and minor accidents increased from 5,343 and 22,765 to 6,064 and 27,220 respectively. The incidence of all accidents per 100,000 operatives rose from 1,559 to 1,927 during the year under review. The safeguarding of the machinery and plant continued to receive close attention in all Provinces. In Bengal, further progress is reported to have been made in the improvement of fencing of jute machinery and the standard laid down in the 1931 agreement is proving inadequate. Cotton mill machinery and plant received attention and attempts have been made to eliminate the fire hazard in kapok mills. In Bombay, the fencing in a large number of small concerns has improved. Either automatic or fixed guards have been provided in metal stamping and pressing machinery to secure safety in the operations. A great proportion of machinery imported for the artificial silk industry was found defective from the safety point of view and remedial measures were taken. In the Central Provinces and Berar and Bengal, special attention was paid to accidents due to the breaking of overhead belts. In the Punjab, in addition to the distribution of safety posters, safety locking devices were suggested to the makers of machines. Demonstrations were also given in the safe handling of machines of new designs or those known to be dangerous. In Sind, the type of fencing provided in smaller factories leaves much to be desired and a great deal of time was taken up in explaining to the persons concerned the parts of machinery that required fencing, the kind of fencing to be used and the correct position of such fencing. In Madras, the Punjab,

5. Sind and the United Provinces, the importance of wearing tight-fitting clothing by the workers was impressed on the factory managers.

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Inspection.— The number of factories inspected during the year was 8,709 or 89.3 per cent. of working factories. The percentage of perennial and seasonal factories inspected to the total number of such factories was 91.6 and 85.5 respectively as against 91.5 and 84.2 in the preceding year. No factory remained uninspected in Ajmer-Merwara and Delhi.

(Factory administration in India during 1937 was reviewed at pages 17 to 19 of our June 1939 report).

Improved Working Conditions of U.P. Factory
Workers: Views of U.P. Chamber of Commerce.

In regard to the amendment to Rule 93 of the U.P. Factories Rules, 1935, relating to shelter during periods of rest in case of workers, the U.P. Chamber of Commerce are glad to note that the Government may exempt factories from the operation of this rule where adequate facilities for meal and rest exist for the workers.

The Committee, however, are strongly opposed to the statutory provision of 6 square feet space for each worker, as it would require a very large area which it would be difficult for factory owners to procure. Besides, it would need a large capital outlay which would be locked up without any return. This in turn will handicap the erection of new factories. If the Government insist on provision for a fixed space per worker, the committee suggest 4 square feet which would amply meet the requirements of the workers.

(The Leader, dated 22-5-1940).

Disputes in Travancore Coir Mats and Matting Industry:
Report of Board of Conciliation.

A brief review of the report of the Board of Conciliation appointed by the Government of Travancore to go into the labour dispute in the Travancore Coir mats and matting industry was given at pages 10 and 11 of the March 1940 report of this Office. Below is given a fuller summary of the report recently submitted by the Board to the Government of Travancore. (A copy of the report was forwarded to Geneva with this Office's minute D.1/447/40 dated 16-5-1940.)

Points of Dispute.— The principal grievances of the workers as given in a memorandum submitted by the Travancore Labour Association were:

Reduction of wages.— (i) That for the last fifteen years, reduction of wages has been steadily going on. (ii) That the employers refuse to raise wages to level adequate to meet the primary requirements of the workers.

Payment of Wages.- (i) That payment of wages in kind prevails in the industry mostly in the mofussil factories. (ii) That in many factories, wages are not paid at regular intervals.

Indirect Reduction of Wages.- (i) That the system of contract work exists generally in the industry, resulting in the reduction of wages. (ii) That the town factories execute orders by getting the work done cheaply in the mofussil factories, thereby generally reducing wages.

Fines.- That heavy and unjust fines are imposed by employers, meopans and other subordinates.

Exactions.- That various exactions are made from the workers by some employers, meopans and other subordinates.

Dangerous or injurious processes of work.- That some processes of work are either dangerous or injurious and that in many factories no protection is afforded against them.

Unsatisfactory Health Conditions.- That in most factories good drinking water is not available, no latrines are provided, the labourers have to work under heated zinc sheet roofs, there is no proper ventilation, and the buildings and looms contravene the provisions of the Factories Act.

Labour Representation on the Legislature.- That labour is not adequately represented on the legislature.

Remedies proposed.- (i) That the scope and meaning of the term 'factory' as defined in the Factories Act should be extended. (ii) That wages should be fixed on a daily or monthly wage basis, instead of on the present piece-work basis. (iii) That wages should be standardised, i.e., the same type of work should be paid the same rate of wages throughout the industry. (iv) That wage boards consisting of the representatives of employers and employees should be created. (v) That a Payment of Wages Act should be passed. (vi) That maternity benefits should be provided for women employees. (vii) That provision should be made for the education of working class children in the industry. (viii) That unemployment insurance should be provided for. (ix) That a standing committee should be created to enquire into trade disputes. (x) That a Labour Department or the post of a Labour Commissioner should be created. (xi) That employers should recognise the Coir Factory Workers' Union.

Economic Background.- The Coir matting industry was introduced in Travancore so far back as 1860. The first market for coir manufactures was the U.S.A., but the business gradually extended to the U.K., Australia and New Zealand as well as to British India. There has been a phenomenal increase in the production and export of mattings during the post-war period, from 1.115 million yards in 1919-20 to 9.578 million yards in 1936-37, i.e., by about 860 per cent. The increase under exports of mats is not so striking as in the case of mattings, but is, nevertheless, very marked, having risen from 110,527 cwts. in 1921-22 to 258,106 cwts. in 1936-37 or about 233 per cent. At present there are 290 coir factories in the state, with 4,335 matting looms and 7,350 mat looms. The labour supply has far out-run the demand, and even in the busiest season, it is not possible to provide full time work for all the 28 days of the month for all the labourers who daily ask for it. It is

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estimated that about 27,000 workers are engaged in the industry.

Recommendations.- The following are the principal recommendations of the Board of Conciliation:

Recruitment and Employment:

Control of Labour Supply.- It is high time to impose some kind of control on the indiscriminate flow of labour into the industry. All the labourers who are in the industry at present or were in it till recently should be required to hold licenses issued on a nominal fee. No unlicensed worker should be allowed to work in the factories and no more licenses should be issued for the next five years, unless there is a demand for increased labour supply from a duly constituted organisation of factory owners.

Regularity of Employment.- It is better to give regular employment, as far as possible, to a definite number of workers, rather than partial employment to a large number. Each factory should maintain a register of permanent workers and a waiting list of substitute workers. The latter should be given preference whenever vacancies occur or additional labour is required. In any scheme of control of labour supply, it would be necessary to secure the co-operation of the Labour Unions.

Contract System.- Items of work carried through the engagement of contractors should be reduced to the lowest possible extent.

Wherever contract work is found to be unavoidable, the following conditions should be laid down:- (a) The Management should assume the responsibility for securing fair and reasonable conditions of work for contract labour; (b) Until the Trade Boards Act comes into force, the management should fix a minimum wage for the workers; (c) The management should exercise adequate supervision of the payment of wages; (d) There should be a right of appeal to the management by all contractors' employees on all subjects, including wrongful dismissal.

Wages.- The introduction of a time wage does not seem to us to be practicable before the whole industry is organized on better and sounder lines. As immediate action is necessary in regard to standardization of wage rates, the Board recommends the appointment, as early as possible, of a special committee, to deal with the matter, the committee consisting of an equal number of representatives of employers and workers, with an independent Chairman.

The system of payment of wages in kind should be abolished by statute.

The regular payment of wages in cash at periods not longer than a fortnight should be made obligatory by law.

Fines.- The enquiry did not disclose any wide prevalence of the practice of levying heavy or unjust fines on the workers. Deductions from wages made on account of damage to or loss of goods should be distinguished from fines. Provision should be made regulating the imposition of fines and making other deductions from wages.

Illegal Exactions.- Various kinds of unjust and illegal exactions are made from the workers by the moopans and other subordinates who are entrusted with the supervision of labour in the factories. It is the duty of the factory owners to put down with a strong hand all unjust exactions.

Other Recommendations.- The Board also makes a number of

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recommendations for ensuring the health and welfare of the workers. It is specifically recommended that the present indifferent attitude of the employers towards welfare schemes should be changed into one of practical sympathy, and that the Coir Factory Workers' Union should initiate useful schemes for the welfare of the workers.

The Board recognises the need for control of the industry as, in the absence of regulation of competition, the entire industry might be ruined, and recommends that the Committee that was set up at the meeting of the manufacturers held on the 12th April 1939, should proceed with its work and produce a revised scheme acceptable to the majority of the interests concerned.

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Economic Conditions.

Working Class Cost of Living Index Numbers for various Centres in India during February, 1940.

The cost of living index number for working classes in various centres of India registered the following changes during February 1940 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 1940 declined by 2 points to 112. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad.- The index numbers (base: year ending July 1927) of the cost of living in Ahmedabad during February 1940 decreased by 2 points to 79. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during February 1940 fell by 1 point to 79. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in February 1940 declined by 4 points to 67. The average for 1939 was 63 against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in February 1940 declined by 3 points to 62. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during February 1940 decreased by 3 points to 104. The average for 1939 was 100; average for the preceding year was not available.

(Extracted from the February 1940
issue of the Monthly Survey of
Business Conditions in India).

Export Advisory Council set up by Government of India.

The Government of India has in the second week of May set up an Export Advisory Council. The Council will be an advisory body and its functions will be to (a) to act as a channel of communication between the Government of India and the exporting interests of the country so as to facilitate the discussion of difficulties arising out of the War and the legislation and regulations consequent thereon; (b) to make recommendations regarding the best means of expanding the aggregate exports of staple commodities and, in so far as the customary markets for such commodities are partly or wholly closed as a consequence of the War, to suggest the appropriate ways and means for promoting a demand for these commodities in alternative markets; (c) to make recommendations regarding the methods of expanding the exports of the products of Indian manufacturing industry, and to promote interest among Indian manufacturers in the expansion of their sales overseas; (d) to make recommendations as

to the assistance which can be given by the Government of India to unofficial trade delegations which may be despatched by organised trades or industries to study conditions in overseas markets. The Council will meet at least four times a year.

Composition of the Council.— The Commerce Member of the Government of India will be the chairman of the Council and Sir H.P. Mody will be the vice-chairman. In addition there will be 20 members, 9 representing the associations of interests concerned with export trade like the Bombay and Ahmedabad Millowners' Association etc, 4 representing the Associated Chambers of Commerce of India and the Federation of Indian Chambers of Commerce and Industry, 2 members to be appointed by the Government of India as representative of the principal international exporting houses, and 5 members to be nominated by the Government of India as representative of interests not otherwise adequately represented on the Council.

(Resolution No. 81-C. (1)/40, dated 11-5-1940 of the Commerce Department of the Government of India, published at pages 677-678 of the Gazette of India. Part I, dated 11-5-1940).

Standardisation of Weights: Bengal
Government to appoint Committee.

The Government of Bengal, it is understood, will shortly appoint a committee to examine the present position in Bengal, in regard to standardisation of weights and to make necessary recommendations.

The anomalies in regard to the variations in measures were pointed out to the Government by the Bengal Jute Enquiry Committee of 1934 and the Bengal Paddy and Rice Enquiry Committee of 1939. The Government of India enacted a comprehensive measure in 1939 to establish standards of weights throughout British India. It now rests with the Provincial Governments to make necessary legislation in respect of standards of measures.

(The Amrita Bazar Patrika,
dated 19-5-1940).

Bengal Land Revenue Commission's Report:
Abolition of Permanent Settlement Recommended.

The Bengal Land Revenue Commission, with Sir Francis Flood as chairman, appointed by the Government of Bengal in 1938 submitted its report during May 1940. The most important of the recommendations are that the zamindari system should be abolished; that, as far as possible, direct relations should be established between the Government and the cultivator; and that certain measures, administrative and economic, should be promptly taken to improve the condition of the ryots and increase their general prosperity. The main recommendations are noticed below:

Landlordism to go: Cultivators to be Direct Tenants.— The majority of the Commission have reached the conclusion that, whatever may have been the justification for the Permanent Settlement in 1793, it is no longer suitable to the conditions of the present time; and that the zamindari system has developed so many defects that it has ceased to serve any national interests. The present system should be replaced by one which would bring the actual cultivators into the position of tenants holding directly under the Government by acquiring the interests of all classes of rent receivers.

Rate of Compensation.— The Commission is not unanimous in its findings as to the principle on which compensation should be paid, but it is agreed that compensation must be equitable, as required by Section 299 of the Government of India Act. The rate, which the majority of the members favour, is ten times the net price of the proprietors and tenure-holders. Compensation at this rate, it is estimated will entail an expenditure by Government of about Rs. 780 millions. Compensation should be paid in cash, if possible; otherwise, in bonds redeemable in 60 years.

Mines and Fisheries.— Acquisition of royalties from mines is also recommended. Whether or not its recommendations are accepted, it is suggested by the majority that Government should consider the desirability of legislation declaring that all minerals, including those not yet discovered or worked, will vest in the State. Fisheries should also be acquired.

Agricultural Income-Tax.— The imposition of an agricultural income-tax is recommended as a transitional measure until a scheme of State acquisition is given effect to, in preference to an agricultural or other cess. The tax should be applied solely for the improvement of agriculture.

Large Estates not desirable.— The accumulation of large quantities of land in one hand is considered undesirable except for scientific farming.

Dissenting Notes.— A number of dissenting Notes are also attached to the report.

(The Amrita Bazar Patrika, dated 17-5-1940).

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3rd session of National Planning Committee, 1 to
14-5-1940, Bombay: Labour Sub-Committee's Recommendations.

The 3rd session of the National Planning Committee (The 1st session was held in December 1938 - vide pages 30-31 of December 1938 report; the second session was held at Bombay from 4 to 17-6-1939 - vide pages 25 to 28 of June 1939 report) was ^{met} held at Bombay from 1-5-1940 to 14-5-1940 under the Chairmanship of Pandit Jawaharlal Nehru to consider the reports of the various sub-committees which the Committee had appointed, and adopted a number of resolutions.

Chairman's Note. - Pandit Jawaharlal Nehru, in a Note submitted to the session on 1-5-1940, reviewed war developments, referred to the resignations of the Congress Ministries and the political changes resulting therefrom, and stressed that despite these untoward happenings national planning was essential for India.

Defining the social objectives of national planning, he said:

"We are aiming at a free and democratic State, which has full political and economic freedom. In this State the fundamental rights of the individual and the group—political, economic, social and cultural—will be guaranteed, and the corresponding duties and obligations laid down.... The State will not permit the exploitation of the community by individuals or groups to the disadvantage of the former and to the injury of the nation as a whole.... Planning will deal with production, distribution, consumption, investment, trade, income, social services, and the many other forms of national activity which act and react on each other.... The N.P.C. has suggested that national wealth should be increased between two and three times within the next ten years, and this should be so planned as to raise the general standard at least in a like measure.... The principle of State ownership or control of Key industries and services, mineral resources, railways, waterways, shipping and other means of public transport, has also been accepted. The principle was laid down first by the Congress at Karachi in 1931.... In the event of a private industry being taken over by the State, fair compensation would be paid." (Bombay Chronicle, 3-5-1940).

Reports of Sub-Committees. - Out of the 29 sub-committees appointed, the following sub-committees submitted their final reports: Engineering Industries and Transport Industries, Population, Housing, Labour, Horticulture and Railway Training.

The following sub-committees submitted interim reports: Manufacturing Industries, Chemicals, Transport, Public Finance, Currency and Banking, Land Policy and Animal Husbandry.

Reports from the following committees were expected shortly: Rural Marketing and Finance; Industrial Finance, Power and Fuel, and Women's Role.

The remaining sub-committees, including that on Technical Education, had not yet signified when they would be able to submit their reports. (Bombay Chronicle, 3-5-1940).

Labour Recommendations. - After discussion of the Labour Sub-Committee's report, the National Planning Committee adopted the

following recommendations:

Regulation of Unregulated Industries.- Regulation as regards living and working conditions of the employees, including hours of work, employment of children, provisions for safety and sanitation, social insurance and such other matters should apply, subject to such variation as may be necessary owing to the nature of the occupation, to industries and occupations to which so far no such regulation has been applied.

Minimum Labour Standards with due regard to Consumers' Interests and Capacity of Industry.- It is of paramount importance that certain essential human standards be maintained. In giving effect to any regulations for the improvement of living and working conditions, due regard will be paid to interests of the consumer and the capacity of each industry to support this obligation. In the event of an industry not being able to comply with these conditions, the State may protect, subsidise or take it over, if it is the interest of the community to do so.

48-Hour Day with No Reduction of Pay.- Working hours should be limited to 48 hours per week and 9 hours per day. This should not lead to any reduction of earnings. It is recommended that a committee should investigate into all the questions arising out of the application of a 48 hour week on an all-India basis, including conditions of work. The provision relating to hours of work shall apply to all employees in—

(a) factories and workshops, employing five or more persons and using mechanical power, or to factories and workshops employing ten or more persons even though not using mechanical power; (b) mines and quarries; and (c) public transport services using mechanical power.

Weekly Limit for Plantations, Public Utility Works, etc.- The principle of limiting the total weekly hours of work should be applied to other industrial and commercial occupations, including plantations, building works, public utility services, with due regard to the nature and varying conditions of the occupation.

15 to be Minimum Age of Employment. - The minimum age of employment of children should be progressively raised to 15, in correlation with the educational system.

Special Health and Safety Committee.- In view of the specially technical nature of the problems of health and safety, a special committee should be appointed to make detailed investigations and recommendations for improving provisions for the health, safety, and conditions governing night work, in all regulated undertakings.

Minimum Wage Fixing Machinery for Provinces.- A wage fixing machinery should be established early in all provinces in order to secure for the workers a living wage, fix minimum wages, consider other questions relating to wages, and obtain for them a decent standard of life, health and comfort. There should also be a Central Board in order to co-ordinate the activities of the Provincial Boards.

Housing - a National Obligation.- The question of Housing should be considered as a national obligation of the State and should, therefore, be more fully considered in connection with the housing sub-committee's recommendations. It is desirable therefore for the State, including Local Bodies, to make provisions for housing, as well as for co-operative schemes. During the period of transition, and in order to improve housing conditions as rapidly as possible, employers should be required to erect suitable housing houses for workers, provided that full provision is made for freedom of movement and association, and against victimization by way of ejection during industrial disputes. Where necessary, facilities for transport should be provided.

Holidays with Pay.- All industrial employees should be given at least 10 continuous working days (exclusive of public holidays) as paid holidays after 12 months service.

Adequate Workmen's Compensation.- The present rates paid by way of compensation should be examined and made adequate.

Maternity Benefits from Special Public Fund.- Maternity benefit legislation should be undertaken on the general lines laid down by the Geneva Convention of 1919, in regard to the period before and after child-birth, payment being made out of a special public fund.

Social Insurance.- A system of compulsory and contributory social insurance for industrial workers should be established directly under the control of the State to cover the risks of sickness and invalidity other than those covered by the Workmen's Compensation Act. Schemes for providing alternative employment to those involuntarily unemployed, Old Age Pensions and Survivors' Pensions, and also Social Insurance to cover risks of sickness and invalidity for all, should be established directly under the State. These schemes should be extended by stages, with due regard to the relative urgency of their needs, facility of application, and to the ability of the community to provide for them.

Trade Unionism.- Legislation should be passed to recognise Trade Unionism as an essential and integral part of the economic system.

Machinery for Industrial Disputes.- With regard to the recommendation that the machinery for the settlement of disputes should be provided by Government in the form of a Conciliation Board and an Industrial Court, a prolonged discussion took place on the desirability of otherwise of compulsory arbitration in labour disputes.

Mr. N.M. Joshi argued that the system of arbitration in which the decisions of the arbitrators are binding on both parties must be rejected.

Mr. Gulzarilal Kanda, an ex-Parliamentary Secretary of the recent Congress Ministry, Bombay, and Secretary, Textile Labour Association, Ahmedabad, was, however, of opinion that under existing circumstances compulsory arbitration was desirable and should be encouraged. Labour was weak and to invite conflict with a more powerful adversary was to invite disaster. Arbitration strengthened the workers and it was for this reason that employers were usually opposed to it.

Labour Legislation.- It is desirable to have uniformity and co-ordination in labour legislation all over India. There should, therefore, be full co-ordination between the Centre and the Provinces, and the Provinces and States 'inter se', and appropriate machinery for this purpose should be devised, such as Tripartite Industrial Councils representing the Government, the employers and labour. This principle of uniformity and co-ordination should be borne in mind when prescribing the respective spheres of Central and Provincial legislation

affecting labour. Both in the interest of industry and the community, it is desirable to associate the workers progressively in the control of the industrial system.

Labour Inspectorate.- The Labour Inspectorate should be strengthened in the various provinces and should include women. Co-operation between Inspectorates of various provinces should be established by periodical conferences.

Labour Statistics.- Legislation should be passed for the full collection of all necessary labour and other statistics.

Literacy.- A nation-wide campaign of adult literacy and education should be started by making it obligatory on every illiterate adult to attend a literacy centre for a fixed period. The necessary finances required for launching the scheme should be provided by the State.

Technical Education.- Provision should be made for technical education of the workers by establishing Day and Night Schools for the purpose, so that the worker might become more efficient in his own industry and might also learn an alternative occupation. After the State has made suitable provision, a certain period should be fixed after which only literates will be employed.

Domestic Servants.- The case of those engaged in domestic service required special attention and legislation in regard to hours of work, wages, holidays, social insurance and the like.

Equal Pay for Women Workers.- The Committee also resolved that the right of women workers to get equal pay for equal work be recognised. (The Bombay Chronicle, 10 and 11-5-1940).

Population Problems.

The following resolutions were adopted by the N.P.C. on the report of the Population Sub-Committee, presented by Dr. Radha Kamal Mukherji:-

Need for Regulating Population Increase: Standard of Living.- We agree with the view that the size of the Indian population is a basic issue in national economic planning in so far as its unrestricted increase out of proportion to means of subsistence affects adversely the standard of living and tends to defeat many social and ameliorative measures.

The problem has been fundamentally caused by the lack of all-round, co-ordinated economic development. While measures for the improvement of the quality of the population and limiting excessive population ~~pressure~~ pressure are necessary, the basic solution of the present disparity between population and standard of living lies in the economic progress of the country on a comprehensive and planned basis.

Utilisation of Waste Lands to make up for 12 per cent. ^{deficit} in Food-stuffs.- With a deficit in food supply estimated at about 12 per cent. of the requirements of the population, and chronic under-nutrition and unbalanced dietary of the masses, India should utilise her waste lands and improve her yield per acre as much as possible.

We recommend that in relatively sparsely populated areas, land reclamation should be promoted through Rural Settlement Department;

and planned inter-Provincial migration from over-crowded regions should be encouraged establishing zones of agricultural colonisation in newly reclaimed areas as well as for industrial purposes. The State should own such agricultural areas to avoid the creation of new vested interests.

Combating Under-Nutrition: Food and Crop Planning.- We consider that the prevalent under-nutrition and malnutrition should be tackled by systematic crop planning, stressing the production of heavy-yielding, energy-producing and also protective food-stuffs. We recommend, in this connection, the establishment of a Central Nutrition Board with regional boards for developing a national nutritional policy in co-ordination with the Departments of Agriculture and Public Health. There should also be nutrition research institutes functioning under these Boards.

*The Present food resources should be more effectively utilised and supplemented, particularly by vegetable or animal proteins so as to give a more adequate and balanced diet, and an attempt should be made to improve food habits and methods of food preparation of the people so that they may obtain more nutritive values from the foods consumed.

Family Planning and Birth Control Clinics.- In the interests of national economy, family happiness and national planning, family planning and a limitation of children are essential and the State should adopt a policy to encourage these. It is desirable to lay stress on self-control as well as to spread knowledge of cheap and safe methods of birth control. Birth control clinics should be established and other necessary measures taken in this behalf and to prevent the use or advertisement of harmful methods.

Raising of Marriage-Age.- We consider that the gradual raising of the marriage age and discouragement of polygamy are desirable in the interests of limitation of the size of the family.

Eugenics: Intermarriages and Sterilisation.- The removal of barriers to inter-marriage is desirable for eugenic and other social reasons. An eugenic programme should include the sterilisation of persons suffering from transmissible diseases of a serious nature, such as insanity or epilepsy.

Institutions for Defectives.- For the blind, deaf, mute, infirm, feeble-minded and other socially inadequate persons, we recommend that there should be more adequate and more appropriate institutional care and vocational training through hospitals, special schools, colonies and homes, in order that they may prove useful and be not an excessive burden to society.

Planned Charity.- When planned society comes fully into being occasions for individual, unorganised or sporadic charity will have no place. Misfortunes for which such charity is at present provided will be far rarer then, and such as occur will be guarded against by the collective obligation of the State. Even during the transition period, individual alms-giving must give place to organised relief and institutional care.

Social Inequalities to go.- All social standing which came in the way of equality between man and man, and man and woman, must be abolished. Untouchability and all such-like disabilities must be completely ended.

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Vital Statistics and Demographic Surveys.— The maintenance of vital statistics, and the carrying out of periodic demographic surveys on comprehensive lines, are necessary, and appropriate machinery should be devised for this purpose. (The Bombay Chronicle, dated 12-5-1940).

Housing Problems.

The National Planning Committee adopted the following resolutions on the report submitted by the Housing Sub-Committee.

Central and Provincial Housing Boards.— We recommend the creation of statutory authorities, namely: (1) Central Housing and Planning Board, and (2) Provincial Housing and Planning Boards. The former will be concerned with general principles, policy, programme, finance, technique, standardisation and research on broad lines. The latter will guide and control all schemes, but not their details. Necessary legislation will be undertaken, which will provide for the initiation and execution of the programme. Women should be given adequate representation on these Boards.

State aid for Rural Housing.— Rural housing should be undertaken in co-ordination with rural reconstruction and should generally be based on ownership, and not tenancy, of the house and site, the latter on a basis of long lease if ownership is not possible. The programme of such rural housing should be carried out with such aid from the State as may be necessary. The State will make requisite arrangements for financing the housing programme, if necessary, by loan. (The Bombay Chronicle, dated 15-5-1940).

Next Meeting on 2-6-1940.— A full session of the National Planning Committee will meet on 2-6-1940 to consider the reports of those sub-committees which have not yet submitted their reports.

(The Hindustan Times, 16-5-1940).

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Employment, Unemployment and Vocational Training.

Bhopal Scheme for Educated Unemployed:

Settling Youths on Land.

The Government of Bhopal State has recently adopted an experimental plan for settling middle-class educated unemployed on the land. The following are the details of the scheme:-

The experiment, which is the result of the recent inquiry into the problem of unemployment, involves the settling of about 15 men, varying in ages from 20 to 35, in one of the newly irrigated areas in the city, near the largest tank irrigation work in Bhopal. These 15 men have been given about 15 acres of land apiece free, in addition to a few acres of common land for pasturage. Each man will also be given a pair of bullocks, a couple of cows and the necessary seed for their initial agricultural operations. The State will also build model houses for the settlers. During the first year a minimum subsistence allowance will also be given to each man.

The scheme, calculated to cost the Government about Rs. 900 per head, will be extended if the experiment proves successful. The amount spent on each individual, will be in the form of a loan, recoverable in easy instalments at the expiry of a few years.

(The Statesman, dated 1-5-1940).

Sind Government Scheme of Land for Unemployed Youths:

Price to be paid in Thirty Instalments.

A scheme has been prepared by the Government of Sind to settle educated unemployed youths on land. It envisages provision of 100 acres of land on easy terms to young men undertaking cultivation on scientific modern lines. A tract of 25,000 acres of land will be set apart for this purpose, out of 100,000 acres of new waste tracts that will be brought under the plough next year. The beneficiaries will be allowed the concession to pay back the value of the land in 30 annual instalments.

(The Bombay Chronicle, dated 11-5-1940).

Colonisation Scheme for Educated Unemployed:
Mysore Government's Scheme.

According to the Bangalore correspondent of the Associated Press of India, the Mysore Government has, with a view to relieving unemployment among educated young men, sanctioned a scheme formulated by the committee appointed for the purpose, according to which 10 colonists selected by the committee will be given 15 acres of land each on lease for six years in the Irwin canal area. The Government will advance each colonist Rs. 1,500 for capital expenditure, house, cattle-shed, bullocks & ploughs, and Rs. 500 annually for meeting the expenses. If the colonists succeed the land will be conferred to them at the end of six years at an upset price to be recovered in 10 annual instalments from the date of sale.

(The Leader, dated 27-5-1940)

Grant to Educated Unemployed: Punjab Government's
Scheme to stimulate Industries.

The Punjab Government has set apart a sum of Rs. 20,000 which it proposes to spend during 1940-41 in the form of grants to help young Punjabis in industrial careers. Grants are to be made to those who have received training in a particular industry to enable them to start that industry or any business or trade connected therewith. Those already in business or trade will also be eligible for these grants for the purpose of enabling them to expand their activities. Preference is to be given to groups of individuals or co-operative organisations. Ordinary individual grants will not exceed Rs. 1,500, but exceptions may be made in special cases. The grants will be non-refundable and non-recurring, but will ordinarily be subject to the condition that the grantee shall spend from his own resources an amount equal to at least the grant by the Government. The scheme aims at relieving unemployment in the province.

(The Hindustan Times, dated
13-5-1940).

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Migration.

Proposed Ceylon Minimum Wages Ordinance:

Action delayed pending Government of India's Views.

The Minimum Wages Ordinance which the Government of Ceylon is planning to issue with a view to ^{fixing} basic minimum wages for workers, both Ceylonese and Indian, in factories and agricultural industries of the Island, is being temporarily held up at the desire of the Government of India which has requested for further time for expression of its views on the proposed measure. The main provisions of the Ordinance are given below:

Basic Minimum Wage.- The principle of the proposed Ordinance is to provide a basic minimum wage for daily-paid labour in all factory and agricultural industries which, on the recommendation of the District Wages Boards to be constituted, will be brought within the scope of the Ordinance. It will apply to all labour in Ceylon, including immigrant estate labour in respect of whom minimum wage legislation is already in operation.

Wages Boards.- The Ordinance seeks to set up wages boards for different areas with representation on them for both employers and the workers. These boards will inquire into the conditions of the industries within their areas and recommend rates of minimum wages for the employees concerned.

The Executive Committee of Labour, Industry and Commerce, Ceylon, is awaiting the Indian Government's views before taking steps to introduce the Ordinance in the State Council.

(The Hindu, dated 3-5-1940).

Discrimination against Indian Skilled Emigrants to Ceylon:

Protest by President of Indian Mercantile Chamber of Commerce, Ceylon.

Mr. H. M. Desai, President, Indian Mercantile Chamber of Commerce, Ceylon, speaking at the annual general meeting of the Chamber held at Colombo in the last week of April 1940 reviewed at some length the various aspects of the problem of emigration of Indian labour to Ceylon and emphasised the point of view that India was not an ^{convenient} elastic reservoir ready to supply cheap human labour when needed and take it back when not wanted. The following is a brief summary of the main points raised by him in this respect.

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The Government of India, disappointed with Ceylon's obduracy, took action and in an official communiqué dated August 1 1939, announced their decision to prohibit the departing of unskilled labour by sea to Ceylon in view of the decision of the Government of Ceylon to terminate the employment of a large number of Indians and their declared policy to discontinue many more such Indians.

It is, of late, frequently argued that Ceylon never intended to stop the flow of the assisted labour employed on estates and that as the ban hits the planting community which was never at variance with Indian interests it is aimed at the wrong target. It is also said that the ban is "barbaric", as it is responsible for breaking the families of Indian labourers. These are, no doubt, apparently forceful arguments likely to evoke easy mass sympathy; still, let not one important fact be consigned to oblivion by those who make these charges. India cannot allow Ceylon or any other colony to follow a policy of "pick and choose", dictating to the Government of India that such and such labour she will have and such other she will restrict or discriminate against.

Ceylon cannot have it both ways use Indian labour on the estates and at the same time blame India for sending it. Viewed from this angle, India is justified in resisting all attempts in colonies to differentiate between estate and non-estate labour or one class of Indians from the other. India has to secure fair treatment for all her nationals in colonies - whether they be urban or rural workers, traders or professionals, clerks or salesmen, as one indivisible entity, and discrimination against one is discrimination against the other.

Finally, Mr. Desai laid down the following conditions for the Government of India to lift the present ban on emigration of unskilled labour to Ceylon.

(1) Security of service and status to all classes of Indian labour permitted to migrate to Ceylon; (2) Grant of village franchise; (3) Grant of increased wages to a level commensurate with their contribution to the national dividend; (4) Opportunities to Indians for being settled in the island since it would be sheer injustice to throw them back on India on reaching old age; (5) Equal rights of citizenship to those Indians, who have abiding interests in the island, along with a satisfactory settlement of the question of franchise; and (6) Freedom from harassment by criminal proceedings in any matter arising out of their contract of employment and tenancy of the estate lines.

(The Hindustan Times, dated 1-5-1940).

Indian Workers in Mauritius: Government of India deposes
Mr. S. Ridley, I.C.S., to report on Conditions.

The Government of India, with the consent of the Secretary of State for the Colonies, has deputed Mr. S. Ridley, I.C.S., Secretary to the Agent-General in South Africa, to visit Mauritius. No officer of the Government of India has been deputed for this purpose during the last ten years, and Mr. Ridley's visit is designed to put the Government in direct touch with developments in the Colony in so far as they affect Indians. Mr. Ridley will arrive in Mauritius on May 28 and leave on July 2, 1940

(The Hindustan Times, dated 28-5-1940).

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Agriculture.

The Bengal Agricultural Debtors (Amendment) Act, 1940.

The Bengal Agricultural Debtors (Amendment) Act, 1940, a measure designed to afford some degree of relief to the agricultural debtors received the assent of the Governor on 26-4-1940. The Act is published at pages 13 to 21 of Part III, Calcutta Gazette, dated 2-5-1940.

(The Calcutta Gazette, dated 2-5-1940,
Part III, pages 13 - 21).

Debt Relief Legislation in Hyderabad State:

Conciliation Boards set up.

According to a press Note issued by the Government of Hyderabad State, an inquiry recently instituted into the extent of agricultural indebtedness in the State had led to the conclusion that, though the volume of agricultural debt is large, the agriculturist is solvent and should be able to pay off his debt if suitable relief measures are adopted.

Agriculturists Solvent.— The main conclusions reached after a thorough inquiry into conditions in three typical villages in each of the 104 diwan taluqs of the State, are that the total agricultural debt very roughly estimated for the entire agricultural population in the State comes to about Rs. 645 millions, that the average rate of interest prevailing is 18 per cent and that land is passing rapidly out of the possession of agriculturists into that of moneylenders; it is also reported that though the volume of agricultural debt is large, the agriculturist is solvent and he should be able to pay off this debt from the surplus produce of land, if suitable relief measures are adopted, as the value of agricultural land is said to be twenty six times the land revenue assessment.

Relief Measures.— The principal measures for the relief of agriculturists proposed are: restriction of alienation of land, conciliation of debt by agreement, land mortgage banks for redemption of debt, co-operative marketing, regularisation of money-lending by statute, the enforcement throughout the Dominions of standardised weights and measures, establishment of village panchayats and consolidation of holdings.

Debt Conciliation Boards.— The new measures recommended for immediate adoption are the establishment of Debt Conciliation Boards in districts, the introduction of a law for the registration, licensing of moneylenders and the starting of a Land Mortgage Bank. Under the Debt Conciliation Regulation, conciliation of debt, in other words reduction of accumulated past interest, will be voluntary and by mutual agreement between the debtor and the creditor, helped by the Panchayat consisting of moneylenders and agriculturists and presided over by a Gazetted

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Government Officer. Applicants will be exempt from payment of court fees and will not be permitted to be represented by pleaders. The main work of the Debt Conciliation Boards will be to bring about agreements between debtors and creditors for repayment of debt in 8 to 20 annual instalments from the assessed surplus produce of the land.

Regulation of Money-lending and Lowered Rates of Interest.- The maximum rates of interest will be 9 per cent. in the case of secured and 12 per cent. in the case of unsecured loans, notwithstanding any agreement between the moneylender and the borrower to the contrary. The levy of compound interest, as well as charging of expenses incurred by moneylenders in respect of loans is forbidden.

(The Hindustan Times, dated
13-5-1940).

Standing Central Economic Committee:

Proposal of Imperial Council of Agricultural Research.

It is understood that the Imperial Council of Agricultural Research has under consideration proposals for constituting a Standing Central Economic Committee. This will be entrusted with the task of finding markets for agricultural produce and lowering of cost of production. The proposals will be placed before the Governing Body of the Council when it meets in June, 1940, which will also consider Dr. Radhakamal Mukherjee's scheme of research in agricultural economics.

(The Hindustan Times, dated
7-5-1940).

Tobacco Cultivation - A new Agricultural Industry
for U.P.: Co-operative Cultivation planned by U.P. Government.

In order to take advantage of the opportunity offered by the British Government's decision to stop buying tobacco from America and in order to make India self-sufficient, the U.P. Government have under consideration a scheme for the development of tobacco in Bundelkhand.

Work for 500 Labourers.- Four years experience in growing Virginian tobacco by the Government Farm at Bharari, U.P., has shown that the scheme has been a success in Bundelkhand which is comparatively free from severe frost and thus offers favourable conditions for growing the crop. Another reason why this area has been selected for tobacco development is that it has no good money crop like sugar and that the

cultivation of tobacco can fit into the agricultural season and can be under taken at a time when the ryots are otherwise occupied. About 500 agricultural workers may be engaged in cultivation in the first year and this number will multiply rapidly in the succeeding years.

Co-operative Basis of Plan.- Lack of success on the part of private enterprise in this sphere has been due to unsatisfactory curing and to the lack of a market. Steps are being taken to remedy these defects. It is proposed that co-operative societies should organise tobacco cultivation on about 300 acres of land and that about 100 acres should be grown at the Agricultural Department Farm at Bharari. The whole of the crop will be cured by the Department and sold in the open market. The Indian Leaf Tobacco Co., Ltd. is reported to have agreed to assist the scheme with advice both in cultivation and in curing and to buy the crop at market rates. It is estimated that 250,000 lbs. of cured leaf can be had from 385 acres. The two tobacco cultivation centres will be Bharari and Chirgaon. The crop is expected to yield handsome profit to growers. The financial aspect of the scheme is being examined by the Government in order to make provision for necessary funds for the purpose.

(The Statesman, dated 22-5-1940).

Professional Workers, Salaried Employees and Public Servants.

First Salaried Employees' Conference, Bombay, 4-5-1940.

Minimum Demands formulated.

The first Conference of the salaried Employees of Bombay convened under the auspices of the Bombay Clerks' Union was held at Bombay on 4-5-1940 under the presidency of Mr. Jannades N. Mehta. M.L.A. (Bombay). Mr. V.V. Giri, ex-Minister for Labour, Madras, inaugurated the Conference.

Presidential Address.— Mr. Mehta in his presidential address estimated the number of clerks employed in Bombay City in the offices of the Government, the Municipality, the railways, Port Trust, Banks, insurance and commercial companies, shipping concerns and trading firms at 50,000, and with their dependants at 200,000. He regretted the lack of organisation among this large class of employees, advised them to start powerful Unions of their own for purposes of collective bargaining, and warned them against the tendency to regard themselves as a class apart from the working classes. He stressed that in respect of wages, hours of work, stability of employment, leave facilities, unemployment insurance, etc, the clerical employees were seriously handicapped and that this state of affairs demanded immediate redress.

Messrs. V.V. Giri, N.M. Joshi, and Mr. S. H. Jhabvala (chairman, Reception Committee), also addressed the Conference and urged clerical employees to organise themselves in a strong trade union.

Resolutions Adopted.— The following is a summary of the more important resolutions adopted at the Conference:

(1) Demand for War Allowance.— This Conference calls upon the Government to require all employers both private and public, to grant a war allowance of 20 per cent. of their salaries to all the members of the clerical staff in their employ, with retrospective effect from December 1939.

(2) Minimum Demands.— The following minimum demands were formulated and Government was requested to implement them by necessary administrative and legislative action:

(1) A minimum wage of Rs. 60 per month, rising by time scale to Rs. 150 by annual increments of Rs. 10, with the right to rise to any higher posts on the basis of seniority and merit.

(2) One month's privilege leave, 15 days' casual leave, and sick leave on medical certificate, over and above all gazetted holidays.

(3) Over-time allowance for extra service rendered.

(4) Hours of work should be limited to seven hours a day, including one hour recess.

(5) There should be security of service and no employee should be dismissed or discharged except for offences involving moral turpitude or gross breach of discipline.

(6) A provident Fund at the rate of 8 1/3 per cent. of the salary per month, with equal contribution from the employees.

(7) Gratuity to every employee on proportionate service, at the rate of half a month's pay for as many months as there are years of service.

Unemployment Insurance.— A committee consisting of Messrs. Jagnadas Mehta, N.W. Joshi, S.C. Joshi, Khedgikar and Jhabvala, was formed to draw up a scheme of unemployment insurance and press it upon the provincial legislatures.

(Summarised from documents forwarded to this Office by the Secretary, Bombay Clerks' Union, and the Bombay Chronicle, dated 6-5-1940).

Review of Labour Conditions in Northern India during 1939-40:

3rd Annual Report of the Employers' Association of Northern India.

According to the annual report for 1939-40 of the Employers' Association of Northern India, Cawnpore, the total labour force employed by the member concerns in Cawnpore of the Association (12 cotton mills, 1 woollen mill, 2 leather works, 1 sugar works, 2 jute mills, 2 ginning waste and cotton factories, 4 hosiery factories, 2 brush factories and 14 other concerns) was 47,402 as against 45,716 last year, against an estimated total of labour employed by the mills and factories of Cawnpore of 52,000. The Labour force employed by member concerns outside Cawnpore is 5,069, against 2,650 for last year.

Disposal of Labour Complaints.- During 1939-40, a total of 954 complaints were received and handled by the Association, as against 867 in 1938-39. Of the 954 complaints, 534 were received through the Government Labour Office and 420 were received direct by the Association. Of the total complaints received, 822 were received from the Cawnpore Masdoor Sabha, 5 from other Unions, and 129 from workers direct.

During the period under report, the Government Labour Commissioner heard 111 cases; of these 75 were decided in favour of the Association, 23 against it and in 14 findings had a neutral character.

LABOUR BUREAU.- During 1939-40, the Labour Bureau of the Association registered 12,227 applications (as against 11,908 in the previous year) for employment, and was able to place 4,708 workers as weavers, spinners, carders, reelers, coolies, leather workers, etc. Of the 12,227 applicants, 4,010 were literate and 8,217 illiterate.

Labour situation.- There was no general strike during 1939-40, but individual strikes in member concerns involved 66,761 workers, entailed a total loss of 499,283 working days, and of Rs.470,111 in the shape of wages. The report points out that although, the Communist leaders of the Cawnpore Masdoor Sabha failed to bring about a General Strike, their subversive activities in no way diminished and they have managed to keep up a state of unrest and indiscipline in mills through a small section of their adherents.

Labour Legislation.- The original U.P. Trade Disputes Bill put forward by the local Government was dropped and in its place another Bill was drafted by Government. During the year under review, Rules under the U.P. Maternity Benefits Act have been gasetted. Apart from minor alterations in the U.P. Factories Rules, 1935, no further legislation or Rules have been issued by Government.

War Dear Food Allowance.- The report also refers to the War Dear Food Allowance sanctioned during the year in by the Association in consultation with the Government.

(A copy each of (1) Third Annual Report of the Employers' Association of Northern India, Cawnpore, for the year 1939-40, and (2) Proceedings and Speeches - Third Annual General Meeting, 15-5-1940 was sent with this Office's minute P.6/472/40 dated 23-5-1940.)

*Third Annual Report of the Employers' Association of Northern India, Cawnpore, for the year 1939-40, presented to the Annual General Meeting held on Wednesday, 15th May, 1940. The Star Press, Cawnpore. 1940. pp.11.

Social Conditions.

Conditions of the Aboriginal Tribes in C.P.: Government appoints Special Enquiry Officer.

The Government of the Central Provinces and Berar has placed Mr. W. V. Grigson, I.C.S. on a special duty for one year from 1-5-1940 as the Aboriginal Tribes Enquiry Officer to inquire into the conditions of the aboriginal tribes in the Central Provinces and Berar. Mr. Grigson has, among other matters, been asked to report on (a) any economic, educational, physical, political or other disability from which the tribes may be suffering, (b) the measures, that are necessary to protect the aboriginal workers in mines and industrial establishments from the effects of contact with urban conditions, (c) the extent of bond-service amongst aboriginal farm-labourers; and (d) the continued exaction of read and begar (forms of forced labour) and of namal of various kinds.

(Government Communique, dated 23-5-1940. The C.P. and Berar Gazette, Extra-ordinary, page 177-178 dated 24-5-1940).

India's Population Problems: Resolutions adopted by National Planning Committee.

The resolutions adopted by the National Planning Committee at its 3rd session held at Bombay from 1 to 14-5-1940 on the report submitted to it by its Population Sub-Committee are given in the item: "3rd Session of National Planning Committee" included in section: "Economic Conditions" of this report.

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Public Health.

Drug Committee appointed by Government of India.

In order to discuss the problem of drug supplies, drug substitutes and economy in the use of drugs, the Government of India, it is understood, have set up a committee, with the Director-General of the Indian Medical Service as chairman. An informal meeting of the committee will shortly be held in Simla. The committee will review, among other matters, the situation created by the considerable rise in prices of certain drugs, recently. It will also consider the chances of shortage of certain essential drugs, such as mercury.

(The Hindustan Times, dated 2-5-1940).

Health Conditions in Jharia Coal Mines, 1938-39*

Jharia Mines Settlement : Vital Statistics.— The area of the Jharia Mining Settlement is 787 square miles, with the corrected population of 541,559. (The area under Asansol Mines Board of Health, it may be noted, is 413 square miles and the corrected population 407,691.) The birth rate during 1938-39 decreased by 0.35 as compared with 1937 whereas the death rate rose by 0.84 due mainly to an increase in the number of deaths from malaria, dysentery, diarrhoea and cholera. The infant mortality increased by 23 per 1,000 infants born. Though no satisfactory reason can be assigned for the increase in infant mortality, it was probably due to economic conditions which were not as good as in the previous year. The rate of increase of population, i.e., the excess of the birth rate over the death rate was 10.87 in 1938 and 12.07 in 1937; the Bihar figure for 1937 was 11.15.

Average Daily Labour Force.— The Average Daily Labour force employed in 1938 was 78,968 as against 62,190 in 1937; of these, 48,010 males were underground workers, and 20,638 males and 10,089 females above-ground workers; 55 males and 166 females were quarry workers. Underground work of females has been prohibited since 1-7-1937 (vide this Office's Report for February 1937, pages 14-17).

Accidents.— 927 accidents were reported in 1938, as against 858 in 1937. Of the 927 accidents, 92 were fatal, 614 reported as recovered and 221 minor.

* Annual Report of the Jharia Mines Board of Health for the year 1938-39. Superintendent, Government Printing, Bihar, Patna. 1940. pp. 2 + 30.

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Water Supply.- In the course of the year, 8 collieries were connected to the Jharla Water Board mains, bringing the total number of connected collieries to 200, while notices were served by the Jharla Mines Board on 3 collieries, requiring them to link up.

Housing in Colliery Areas.- The five years' Housing Programme of the Board remained in force during the year.

Food Adulteration.- During 1938, proceedings were initiated in 72 cases under the Food and Drug Adulteration Act, and of these 50 resulted in conviction, 7 were dropped, 2 were disposed of after taking evidence under Section 512 of Criminal Procedure Code, 2 were acquitted and 11 were pending at the end of 1938.

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 were held in important collieries for the benefit of labourers and their families. The leprosy relief work within the Jharla Mining Settlement was continued by the Dhanbad and District Leprosy Relief Fund under the supervision of the Board's Medical Officer of Health up till the middle of July 1938 when he ceased to be honorary secretary of the Fund. A new clinic was opened during the year under report and the total number of clinics at present is thus 5 all of which are reported to be doing satisfactory work.

Maternity and Child Welfare Scheme.- During the year under report, there were 11 maternity and child welfare centres managed by the Board.

(Health Conditions in the Jharla Coal Mines Area during 1937-38 were reviewed at pages 33-34 of the report of this Office for June 1939).

Health Conditions in Asansol Coal Mines - 1938-39*

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 1938 was 11,626 as against 11,135 in 1937. The birth-rate was 30.3 per 1,000 compared to 29.09 in 1937. The registered deaths numbered 8,413 in 1938 against 7,076 in 1937. The death rate was 21.2 per 1,000 compared to 18.4 in 1937.

* Annual Administration Report of the Asansol Mines Board of Health for the year 1938-39. pp. 53 + Tables. 1939.

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The health of the mining population continued to compare favourably with that of the general population. The death rate among the resident ~~mining~~ mining population fluctuated from 10.1 per 1,000 to 19.6 per 1,000 against a variation between 17.3 and 25.9 per 1,000 among the general population. The mortality rate among the miners was considerably below that of the Mining Settlement as a whole throughout the year.

Economic Conditions.— The increased demand for coal in 1937 after a period of lean years had the effect of accelerating output at the larger mines then working and stimulated the re-opening of mines which had shut down during the period of depression. In 1938 the supply exceeded the demand. This resulted in a progressive fall in the price of coal which was particularly noticeable towards the end of the year. The demand for coal remained about the same as in 1937, allowing for the artificial demand created in 1937 by 'forward orders' placed in view of the anticipated wagon shortage and the apprehended rise in price.

Mining Conditions.— The additional Rules and Regulations enforced by the Department of Mines for the safety of mines and miners had the effect of increasing the cost of production throughout the Coalfield. Some mines where sandstowing was practised had to shoulder an extra burden of expenditure on this account. The Bill placed before the Central Legislature during the year and subsequently passed aims at enforcing and encouraging stowing on a larger scale, financial assistance being given to owners from funds obtained from a cess on despatches. Stowing is expected to benefit the population resident in the neighbourhood of mines in two ways, viz.— (1) Surface subsidences which subsequently form favourite breeding places for mosquitoes will no longer occur after depillaring operations. (2) The likelihood of surface tanks and wells becoming dry will be reduced to a minimum.

Rescue Stations.— Hitherto there have been no centralised organisations in the Coalfields for rescue work after an accident in a coal mine. The Coal Mines Rescue Rules, which apply to Raniganj & Jharria Coalfields, are designed to remedy this deficiency by providing for the establishment of two Central Rescue Stations — one in each Coalfield. A permanent rescue corps will be maintained at each station, which will be equipped with the necessary apparatus for rescue work. The cost of the rescue station will be met from the proceeds of a small excise duty on coal and coke.

Wages.— ^{The} Better wages offered in 1937 prevailed during 1938. Two causes contributed principally to the rise in wages in 1937. The good harvest in the previous year i.e. in 1936, made miners less inclined to seek employment. Secondly, there was the rise in the price of coal in 1937 with an all-round increased demand. The consequent rise in wages amounted in some cases to about 40% over the 1936 rate. There was no tendency for the 1937 scale of wages to drop in 1938, although more labour was available.

Female Labour.— There has been a gradual and natural adjustment to the conditions resulting from the withdrawal of women from underground work. In the larger collieries and in those where construction work is in progress, women who accompany the miners find plentiful employment on the surface.

(The Annual Administration Report of the Asansol Mines Board of Health for 1937-38 was reviewed at pages 46 - 47 of our report for May 1939).

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Housing Problems: Resolutions adopted
by National Planning Committee.

The resolutions adopted by the National Planning Committee at its 3rd session held at Bombay from 1 to 14-5-1940 on the report submitted to it by its Housing Sub-Committee are given in the item: "3rd Session of National Planning Committee" included in the section: "Economic Conditions" of this report.

Education.

Meeting of Central Advisory Board of Education.

6 and 7-5-1940, Simla.

A number of important questions touching educational policy in India came up for discussion at the meeting of the Central Advisory Board of Education held at Simla on 6 and 7-5-1940, Sir T. S. Bajpai presiding.

Prominent among the matters considered were reports from provincial Governments showing further developments in regard to the administration of control of primary education, the question of establishing a centre for the study of social service and public administration, and the question of adopting a uniform scientific terminology for regional languages in India. The Committee also considered the reports of two committees, one on the Wardha scheme of education (vide pages 33-34 of this Office's January 1938 report) and the other on adult education. These two committees were set up with Mr. B. G. Kher and Dr. Syed Mahmud respectively as chairmen.

Basic Education:

Various Aspects considered.— The first committee under the chairmanship of Mr. B. G. Kher, formerly Premier and Education Minister of Bombay, dealt with certain aspects of the basic system of education which had not been previously considered. These aspects were the provision to be made for education before the basic system starts, that is, before the age of six, the arrangements which should be made for the transfer of children from basic schools to other types of schools, the provision of parallel courses of instruction for girls in the upper classes of basic schools and the ways and means to finance basic education.

Free Education not Practicable.— The main recommendations of the committee, which were endorsed by the Board, were that while the provision of free education both in nursery and in infant schools and classes was highly desirable, it was not practicable at this stage in view of the lack both of money and of trained women teachers to advocate its introduction on a voluntary basis. The Provincial Governments were, however, advised to provide model infant and nursery schools at suitable centres to increase the supply of properly trained teachers, who should be women, to encourage the enrolment in basic schools of children below the minimum age for compulsory attendance and to stimulate the provision on a voluntary basis of pre-basic schools.

Age-Range.— The committee reaffirmed the decision reached by the Board at their previous meeting that the age range for compulsory basic education should be from 6 to 14 years, but felt that this course should be divided into two stages, a junior stage of five years, and a senior stage of three years. It was agreed that facilities should be provided for children to be transferred from the basic schools to other types of schools both at the end of the junior stage and at the end of the senior stage.

Parallel Courses for Girls.- The Board accepted the view of the committee that suitable courses should be framed for girls in senior basic schools which should include such subjects as, cookery, laundry work, needle work, home craft, the care of children and first aid. To watch new educational developments in connection with basic education the Board decided that the best way was to enlarge their existing Vernacular Education Committee.

Agency for Marketing.- It was also agreed that it would be desirable to establish in each province an agency for disposing of marketable articles produced in schools.

Adult Education:

Financial Proposals.- The Adult Education Committee under the chairmanship of Dr. Syed Mahmud, a former Education Minister of Bihar, submitted a report containing recommendations on the question of finance. The Board generally accepted the recommendation. In view of the prior claims of primary education to any financial assistance that might be forthcoming from the Central Government towards development of education in the provinces, they were unable to accept the recommendation of the committee that the Central Government should make a specific grant to the Provincial Government for carrying out approved schemes of adult education.

Centres for Study:

Two Committees Appointed.- The Board decided to refer to universities the question of further action they might take, both to assist social reconstruction in general and the literacy campaign in particular. Apart from these main issues, the Board decided to set up committees under the chairmanship of Sir Maurice Gwyer and Sir Akbar Hydari respectively to consider the question of establishing a centre for the study of social service and public administration and to consider the question of adopting a uniform scientific terminology for regional languages in India. The next meeting of the Board it was decided should be held some time in the cold weather of 1940-41.

(The Leader, dated 6-5-1940 and the Statesman, dated 10-5-1940).

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Social Policy in War Time.

Wages.

Railwaymen's Demand for Dearness Allowance:

Government of India likely to set up Tribunal.

Reference was made at page 27 of the report for April 1940 of this Office to the demand made by the All-India Railwaymen's Federation for a Board of Conciliation to settle the dispute that had arisen between the Federation and the Railway Board regarding the demand of railway workers for a dearness allowance. It is now understood that the Government of India will shortly set up a tribunal with a High Court Judge as its Chairman to enquire into the question of dearness allowance for railwaymen.

The discussion at the special meeting between the Federation and the Board held on 4 and 5 April 1940 revealed fundamental differences between the two sides. Further, any grant of dearness allowance to Railwaymen is bound to have wide repercussions, as the Government of India and even the Provincial Governments would then be bound to grant similar allowances to the whole body of their low-paid employees.

(The Bombay Chronicle, dated 16-5-1940).

Increase in Cost of Living owing to War Conditions in

Jharia Coalfield Area: Government of India

appoints Special Investigation Officer.

In view of the prevailing agitation in the Jharia coalfield for increased wages based on changes in the cost of living, the Government of India have had under consideration a proposal to conduct a special inquiry into the cost of living of labourers and the level of wages in the coalfields. After consultation with the Bihar Government and the industry, the Government of India have come to the conclusion that the results of the proposed investigation will be of value in dealing with labour disputes. They, have, accordingly, with the concurrence of the Provincial Government, decided to appoint a Special Officer for making the proposed investigation. The officer selected is Mr. A. Hughes, I.C.S. The inquiry will be mainly directed towards an examination of the changes in the cost of living due to war conditions.

(The Hindustan Times, dated 16-5-1940).

Dearness Allowance for Nagpur Textile Workers:

Recommendations of Mahalanobis Committee.

Reference was made at pages 39-40 of the report of this Office for April 1940 to the appointment of a Committee, with Professor P.G. Mahalanobis as Chairman, to go into the question of the grant of a dearness allowance Nagpur textile workers. The report of this Committee is published at pages 180 to 239 of the G.P. and Bihar Gazette Extraordinary dated 25-5-1940. It will be recalled that Mr. M.N. Clarke, who was appointed earlier to inquire into this dispute, in his report recommended that no dearness allowance be given to the workers, having regard to the present cost of living and existing conditions in the textile industry (vide pages 42-44 of the March 1940 report of this Office). The following is a brief summary of the Mahalanobis Committee's report:

Dearness Allowance to be granted from 1-1-1940:- The Committee, after a detailed examination, has come to the conclusion that Dearness allowance should be granted to the operatives in the cotton mills in Nagpur receiving Rs. 100 or less per month. Regarding the question of rate and formula for the adjustment of the allowance, the Committee is of the opinion that the allowance should be calculated on the basis of one pie (one-twelfth anna) per day per worker for each one per cent. rise in the three-monthly moving average of the cost of living index number, with August 1939 as base (=100). As regards the date, the Committee suggests that the allowance should be granted from January 1940. The average rise in the cost of living at Nagpur has been a little over six per cent. (with August 1939 as base =100) during the period September, 1939 to April 1940. In view of the working conditions since the commencement of the war and the financial position of the industry, the Committee recommends that a dearness allowance at a basic rate of six pies or half anna per day per worker will be appropriate.

In the Bombay dispute, continues the report, the allowance as fixed in the form of a flat rate payment in cash which would remain constant so long as the cost of living index stood between 105 and 125 during three consecutive months. In the case of the Ahmedabad dispute, on the other hand, the amount of compensation was linked to the monthly change in the index number of the cost of living. The Committee is of opinion that the latter plan is more scientific as it allows for automatic adjustment for changes in the cost of living. The Committee recommends that the dearness allowance recommended by it should be paid entirely in cash.

Cheap Grain Shops to be opened.- The Committee also recommends that grain shops on the same lines as in Bombay and Ahmedabad should be opened by mill owners as early as possible. This would ~~enable~~ ^{provide} additional relief to the extent of three to five per cent. without imposing any burden on the industry.

Fall in Wages and Standard of Living.- Dealing with the level of wages, the report says that since the commencement of the war there has been a definite fall in real wages which is partly due to the rise in the cost of living and partly to short working in mills. Real wages have decreased even for families with such a low rate of absenteeism as three per cent. A comparison of the standard of living in Nagpur, Bombay and Ahmedabad, after correcting differences in prices, shows that the level of consumption among Nagpur families in August 1939 was about 40 per cent. lower than in Bombay families and about 25 per cent. lower than in Ahmedabad families.

Action by C.P. Government.- The C.P. Government has asked the mill-owners and the textile workers to make by 6-6-1940 representations of their views on the recommendations of the Mahalanobis Committee.

(The C.P. and Poer Gazette Extraordinary dated 25-5-1940, and the Hitavada, Nagpur, 26-5-1940).

General.

Women's Department of A.I.C.C. starts work from 15-5-40.

From 15-5-1940 a Women's Department of the All-India Congress Committee has started functioning under the directorship of Mrs. Suchita Kripalani who was appointed to the post at the last meeting of the Working Committee of the Congress. The main function of the department will be of an exploratory and co-ordinating nature in which each province is expected to set up a body or authorise individuals to supply information to and carry out the instructions of the Central Controlling Department at Allahabad.

Mrs. Kripalani is issuing two sets of questionnaires to the Provincial Congress Committees. One set of these questions relates to the number and nature of the various women's organisations in the provinces with the names of active workers connected with each. In addition to the political aspects dealt with, one question deals with the social activities of women in connection with ashram and harijan work, labour and kisan movements, medical relief, volunteer corps, and youth leagues. The second questionnaire relates to the history of the women's movement in India.

(The National Call, dated 15-5-1940).

List of more important Publications received in
this Office during May, 1940.

Conditions of Labour.-

1. Statistics of Factories subject to the Factories Act, 1934 (XXV of 1934) for the year ending December 31st, 1938, together with a note on the working of the Factories Act during the year. Published by the Manager of Publications, Delhi. 1940. Price Rs. 1-8-0.
2. 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 1938-39 by Khan Bahadur K. M. Hassan, Supervisor of Railway Labour. Published by the Manager of Publications, Delhi. 1940. Price As. -4- or 5d.

Economic Conditions.-

1. Department of Development (Industries) Orissa. Annual Reports for the years 1937-38 and 1938-39. Superintendent, Government Press, Orissa, Cuttack. 1940. Price As. - 6 - each.
2. Annual Reports of the Department of Industries and Commerce in Mysore for the year 1937-38 and 1938-39, with the Government Review thereon. Bangalore. Printed by the Superintendent at the Government Press, Bangalore.

Agriculture.-

1. Annual Report on the Management by Government of Private Estates in the Central Provinces for the year ending the 30th September, 1938. Nagpur: Government Printing, C.P. and Berar. 1940. Price Rs. 1-8-0.
2. Annual Report on the Agricultural Department of the North West Frontier Provinces for the years July 1935 - June 1937. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Rs. 22-10-0 or £1.14.0.
3. Report on the working of the Department of Agriculture in the Central Provinces and Berar for the year ending the 31st March 1939. Nagpur: Government Printing, C.P. and Berar. 1940. Re. 1-8-0.

Navigation.-

Maritime Labour in India by Dinkar Desai, Servants of India Society, Sandhurst Road, Girgaum, Bombay. 1940. Price Rs. 2-4-0.

Co-operation.-

Report on the working of the Co-operative Societies in Ajmere- Merwara for the year ending 30th June 1939. New Delhi. Printed by the Manager, Government of India Press. 1940.

Organization, Congresses, etc.-

1. Proceedings of the First Conference of Labour Ministers (Held at New Delhi on the 22nd and 23rd January 1940). Bulletin of Indian Industries and Labour No. 70. January 1940. Published by order of the Government of India. The Manager of Publications, Delhi. 1940. Price Re. 1-4-0 or 2s.
2. Third Annual Report of the Employers' Association of Northern India, Cawnpore, for the year 1939-40, presented to the Annual General Meeting held on Wednesday, 15th May, 1940. The Star Press, Cawnpore, 1940.
3. The Employers' Association of Northern India, Cawnpore, Proceedings and speeches. Third Annual General Meeting. Wednesday, 15th May, 1940.

Public Health.-

1. Annual Administration Report of the Asansol Mines Board of Health for the year 1938-39. Saraswati Press, Asansol. 1939.
2. Annual Report of the Jharia Mines Board of Health for the year 1938-39. Superintendent, Government Printing, Bihar. Patna. 1940.

Miscellaneous.-

Annual Report of the Indian Central Cotton Committee, for the year ending 31st August 1939. Price Re. 2-0-0. The British India Press, Bombay. Summary of Proceedings of the Forty-First Meeting of the Indian Central Cotton Committee held on the 19th and 20th January, 1940. Price Re. 1-0-0.

C/6/2/2

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for June, 1940.

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36-37.

National Labour Legislation.

Government of India.

Amendments to Coal Mines Safety
(Stowing) Rules, 1939.

The Government of India has published certain amendments to the Coal Mines Safety (Stowing) Rules, 1939; the amendments relate to the qualifications of persons nominated to panels of Committees of Enquiry and the method of nomination.

(Notification No. M-1276, dated 17-6-1940. Gazette of India, Part I, dated 22-6-1940, page 899).

Ajmer-Merwara.-

The Ajmer-Merwara Motor Vehicles Rules, 1940.

Attention is drawn to the above Rules, which the Chief Commissioner, Ajmer-Merwara, has made under the Motor Vehicles Act, 1939. Rules Nos. 4.34, 4.35 and 4.36 relate to hours of work and periods of rest of motor drivers.

(Notification No. 1141/34-W/38-III, dated 12-6-1940: The Gazette of India, Part II-A, dated 29-6-1940, pages 1239 - 1289).

Bengal. -

Select Committee's Report on Bengal Shops
and Establishments Bill, 1939.

Reference was made at pages 1 to 2 of our December 1939 report to the introduction of the Bengal Shops and Establishments Bill, 1939, on 6-12-1939, and its reference to a Select Committee on 11-12-1939. The Select Committee's Report, just published, makes a few changes in the Bill, the more important of which are the following: (1) A new sub-clause is added to define "half-day" as 6 consecutive hours between 8-30 a.m. and 8.30 p.m. (2) Closing time has been prescribed and is fixed as 8.30 p.m. (3) Total over-time is not to exceed 120 hours in any one year. (4) Clause 13 relating to sick leave has been substituted by another which prescribes privilege leave with pay for one month in the year and casual leave with pay for 10 days in the year.

Minutes of Dissent.— Three minutes of dissent are appended to the Select Committee's report. The first, by Mr. W.B.G. Laidlaw, dissents from the principle of legislation to regulate holidays, hours of work and payment of wages in commercial establishments. The second suggests that establishments connected with the supply of labour to ships should be excluded from the purview of this legislation. The third by Mr. Humayun Kabir considers that stricter provision should have been made for enforcement of regular payment of wages.

(The Calcutta Gazette, Part IV-B.,
dated 27-6-1940, pages 31 to 43).

Bihar.—

Exemptions from Factories Act.

The Bihar Government has published amendments to the Bihar and Orissa Factories Rules, 1936, so as to regulate exemptions under the Factories Act for such needs as urgent repairs, preparatory and complementary work, intermittent work, etc.

(Notification No. 418-If.10/40-Com-R,
dated 20-6-1940: The Bihar Gazette,
Part II, dated 26-6-1940, pages 534
to 542).

Central Provinces and Berar.—

Extension of certain Acts to Excluded and Partially Excluded Areas.

The Government of the Central Provinces and Berar has by Notification No. 1330-11, dated 3-6-1940, extended the application of the undermentioned Acts to the partially excluded areas in the Central Provinces and Berar specified in the Schedule to the Government of India (Excluded and Partially Excluded Areas) Order, 1936.

- (1) The Payment of Wages (Amendment) Act, 1937 (XXII of 1937)
- (2) The Trade Disputes (Amendment) Act, 1938 (XVII of 1938).
- (3) The Central Provinces and Berar Factories (Amendment) Act, 1939 (XXXVI of 1939).
- (4) The Employment of Children Act, 1938 (XXVI of 1938).
- (5) The Employment of Children (Amendment) Act, 1939 (XV of 1939).
- (6) The Central Provinces and Berar Collection of Statistics Act, 1939 (XXXIV of 1939).

(Notification No. 1330-II, dated 3-6-1940,
C.P. and Berar Gazette, Part I, dated
14-6-1940, pages 482-3).

Delhi.Extension of the Factories Act to Ice
Manufacturing Concerns.

By Notification No. F-10(40)-L.S.G., dated 6-6-1940, the Chief Commissioner, Delhi, has extended the Factories Act to all places wherein ice is manufactured with the aid of power and wherein on any one day of the twelve months preceding the notification ten or more workers were employed.

(The Gazette of India, Part II-A,
dated 8-6-1940, page 1126).

Madras.-Monthly Returns of Holidays by Factories:
Need for Notification dispensed with.

The Government of Madras has issued a notice releasing factories in the province from the obligation imposed by the Factories Act to submit monthly returns of holidays observed.

(Notification No. 470, dated 15-6-1940,
Fort St. George Gazette, Part I, dated
18-6-1940, page 790).

Punjab.-The Punjab Trade Employees Act, 1940.
(Act X of 1940).

The Punjab Trade Employees Act, 1940, as passed by the local Legislative Assembly, received the assent of the Governor on 3-6-1940 and is published at pages 267 to 271 of the Government Gazette (Extraordinary), Punjab, dated 7-6-1940. The Act applies to commercial establishment and shops, and its main provisions are as follows: (1) Persons under 14 (except certified apprentices) are not to be employed in shops and commercial establishments. (2) The hours of employment shall be 10 hours a day and 54 hours a week. (3) The periods of rest shall be not less than one hour. (4) The limits of opening and closing hours of establishments covered (with specified exceptions) are 7 A.M. and 10 P.M. respectively in summer and 8.30 a.m. and 9 p.m. in winter. (5) Leave with full pay is to be granted up to 14 days in a year. (6) Wages are to be given for closed days to daily paid workers employed for 15 or more consecutive working days. (7) The wage period is fixed as a fortnight. (8) Fines are not to exceed one pice per rupee of the employee's monthly wages.

4

Sind.-

Amendment of Maternity Benefit Rules, 1929:
Obligation to employ Women Health Visitors.

The Sind Government has amended the Bombay Maternity Benefit Rules, 1929 (which are in force in Sind), imposing certain obligations on factory owners in respect of the employment of women health visitors. According to the amended rules, managements of factories in which fifty or more women workers are employed or where not less than 25 per cent. of the workers employed are women and where their total number is not less than ten are required to employ either by themselves or in combination with other managements a trained woman health visitor for looking after the welfare of the women workers.

(Notification No. 5-M/37-III, dated 17-6-1940: The Sind Government Gazette, Part IV-A, dated 27-6-1940, page 1182).

Conditions of Work.

General.

Factory Administration in Bombay, 1939.*

Number of Factories.- The number of factories subject to the control of the Factories Act increased from 2,810 to 3,460 (including 1,337 concerns to which the Act has been extended under Section 5. These concerns are referred to as "N" concerns in the report). 875 (178 + 697 "N") factories were added to the register whilst 225 (96 + 129 "N") were removed. There was thus a net increase of 650 (82 + 568 "N"). The number of factories that actually worked was 1,821 + 1,299 "N" compared with 1,741 + 754 "N" in the previous year. Of these 1,821 + 1,299 "N" factories worked during the year compared with 1,741 + 754 "N" in the preceding year. 1,158 + 1,199 "N" were perennial concerns, whilst 663 + 100 "N" worked on a seasonal basis. 251 + 458 "N" of the perennial and 554 + 80 "N" of the seasonal factories were connected with the cotton industry.

Number of Workers.- The number of operatives employed in all industries based on the annual returns received and including a weighted night shift average in the cotton textile mills was 443,713 + 22,327 "N" compared with 467,868 + 21,656 "N" in the previous year. The number of adult shifts worked in the cotton textile industry excluding the "N" concerns was 88,383,809. A few cotton mills were dismantled, but the main cause of the drop from the figure for last year, viz., 100,343,781 was a reduction of night shift activity. Several mills restarted, late in the year, night shifts that had been stopped earlier in the year to meet an anticipated war demand. An abnormal increase did not materialise and night shift working was again curtailed early in the current year.

Inspection.- 1,070 factories were inspected once, 879 twice, 386 thrice and 406 more than thrice, while 379 were not inspected. The total number of inspections made by whole-time and ex-officio inspectors were 3,120.

Accidents.- 10,086 persons were involved in accidents of which 39 died and 2,196 were severely injured, while 7,851 sustained minor injuries. The incidence of accidents on the average was 2.16 per 100 operatives employed daily against the 1938 average of 2.14.

Prosecutions.- 322 cases were instituted against 92 factories by the full-time staff and of these, 311 against 89 concerns were successful whilst one case is undecided. The fines imposed totalled Rs. 9,121. All the pending cases of the preceding year were successful.

* Annual Factory Report, Bombay Province, 1939 (including notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Bombay: Superintendent, Government Printing and Stationery, 1940. Price Rs. 4 or 5d. pp. 74.

6

Labour Conditions in Sugar Factories of
U.P. and Bihar.

Towards the middle of 1938 the Governments of the United Provinces and Bihar appointed conjointly a Committee to enquire into the Sugar industry of the province and the terms of reference to the Committee included a direction to enquire into labour conditions in sugar factories. The Report of the Committee, which has recently been published, contains in chapter IV a review of the labour conditions and the recommendations on the subject made by the Committee. The following is a brief summary of the recommendations:

Recruitment.- Recruitment of unskilled labour, as a general practice, is made by the heads of the departments of the factories. Appointments to superior jobs, technical or supervisory, are made by the general manager in consultation with the proprietors. No jobbers or contractors are employed for the recruitment of labour. This method is satisfactory and it is not necessary to have a Labour Officer for the purposes of recruitment.

Wages.- While considering the question of wages, it is necessary to keep in mind the peculiar circumstances of the sugar industry. Most of the unskilled labour employed in sugar factories is drawn from the agricultural population in the neighbourhood of the factories, the crushing season falling when agricultural operations are slack. Wages for unskilled labour in the sugar factories have, therefore, an essential relationship with the agricultural wage level prevailing in the vicinity of the factories. Wages prevailing in sugar factories in almost all cases are much higher than the level of wages obtaining for agricultural labour in their neighbourhood.

Minimum wage legislation should be confined to industries where wages are exceptionally low. Further, such a piece of legislation must be adopted on an all-India basis. It is undesirable to select particular industries for the application of such legislation. There are strong arguments against the fixation of any minimum wage for an industry like the sugar industry in India. But in view of the industry's agreement with the Governments of the United Provinces and Bihar not to pay below five annas per day and in view of the fact that there have been some cases of non-compliance with this recommendation, provision may be made under the United Provinces and Bihar Sugar Factories Control Acts, for fixing a minimum wage of Rs. 9-6-0 per mensem.

Off-Season Allowances.- Technical and skilled labour belonging to the superior grades is in most part engaged for the whole year and such of the employees in these classes as are not required during the off-season are paid retaining remuneration. The practice of giving off-season allowances is gradually increasing and it is not necessary to adopt any legislation

* Report of the Committee appointed to enquire into the working of the Sugarcane Rules and Labour Conditions in Sugar Factories. Volume I. Lucknow: Printed by the Assistant Superintendent-in-charge, Government Branch Press. 1940. Price annas 9. pp. 72 + iii.

in this connection. Compulsory enforcement of off-season allowances is not expected to result in any net advantage to the workers and may lead to a general lowering down of the scales of pay. As regards unskilled labour, as already pointed out, they belong to agricultural families living in the vicinity of the factories, and they generally revert to agricultural operations after the crushing season. There does not seem to be any force in the contention for off-season allowances for such labour.

Housing.- A large proportion of the workers employed in sugar factories go back to their village homes after the day's work. Such workers should be encouraged to continue to live with their families. Workers having homes within three miles of a factory should be discouraged from living in mill quarters. Such workers cannot claim as a matter of right housing accommodation at the mill premises. Beyond three miles, the workers may be given the choice and those desiring to live at mill premises may be provided with quarters. But those who prefer to live at home should not be discouraged from doing so.

As regards the standard of accommodation for workers, 27 square feet of floor area (including moving space), with separate facilities for cooking meals should be considered sufficient for each worker.

Leave.- The question of leave is not so important in the case of workers in the sugar industry in view of the special circumstances of the industry. It is not necessary to adopt any legislation in this connection. The factories should, however, consider the advisability of allowing sick leave with full pay at the rate of one day per month, leave to accrue in proportion to the length of service of the labourer during the season. As regards permanent workers most factories have leave rules.

Note: The above report is signed only by 3 members of the Committee out of six, and in forwarding the report to the Government, the Secretary to the Committee points out that "having regard to the differences in opinion over fundamental matters there should be two reports and, in as much as each will be signed by 3 members, neither of these be called the majority report".

(A copy of the Report of the Committee was forwarded to Geneva with this Office's minute D.1/566/40, dated 28th June, 1940.)

Reorganisation of Jail Industries and Prison Labour in Bengal: Government appoints Committee.

After considering the replies received to a questionnaire issued by it in August, 1938, with reference to the reorganisation of jail industries, prison labour and earnings, the Government of Bengal has decided to submit these questions to further investigation in the light of conditions obtaining in jails. Accordingly, the Government has set up a small Committee with Mr. A.R. Siddiqué, M.L.A. (Bengal) as Chairman and Mr. K.C. Sen Gupta, Manager, Jail Depot, Calcutta, as Secretary with directions to submit its report within three months. The terms of reference of the Committee inter

alia are:

(1) To consider and make recommendations on (a) extended instruction to prisoners in handicrafts with a view to imparting to them skill in a craft which they can exercise on release; (b) the institution of a system by which payment of gratuities may be awarded for work done by prisoners either as part of their punishment or as an addition to their tasks in order that they may leave jail on discharge with some money in hand; (c) the ~~employment~~ employment of prisoners on comparatively unremunerative work now used to provide hard labour for prisoners undergoing rigorous imprisonment; and (d) measures for achieving an increase in the outturn of work, and (e) revision of the minimum and maximum for all work done in jails both in the general and in the manufactory departments after examination of conditions of labour and working hours in jails.

(2) To examine the possibility of making the manufactory department of all jails self-supporting.

(3) In pursuance of (2) above, to consider and make recommendations upon - (a) the expansion and reorganisation of jail industries with a view to increase cash earnings; (b) the existing method of pricing and selling jail-made articles, having special regard to market conditions and the costing of production, so that jail products may be popularised without unfair competition with private enterprise and without detriment to nascent industries; and (c) the necessity or expediency of appointing an agency for the expert supervision of jail industries.

(4) To examine the possibility of reducing working hours as laid down in Jail Code, rule 783 so that time may be set apart for recreation and education.

(Communique dated 29-6-1940 issued by the Director of Public Information, Bengal).

Conditions of Work of Municipal Sweepers in C.P.

Government's Decision on Enquiry Committee's Recommendations.

At pages 20 to 22 of our January 1940 report was given a brief summary of the Report of the Enquiry Committee on the conditions of work of municipal sweepers in the Central Provinces. The Government of the Central Provinces has now completed a preliminary examination of the recommendations of the Committee, and has taken action which falls under three categories:

Action by Local Bodies.— There are certain recommendations which fall entirely within the jurisdiction of the local bodies and these have all now been specifically brought to the notice of the local bodies in the province. Such recommendations relate mostly to the improvement in the conditions of employment, rate of wages, housing of sweepers and the amelioration of their general social life. Government is watching with keen interest the action being taken by local bodies in regard to these recommendations.

Action entailing Expenditure.— There are certain other recommendations on such subjects as hours of work, holidays, leave and allowances, collection and transport of night-soil, privileges of provident fund, etc., which require revision of rules or the framing of byelaws by Government. As any decision on these subjects will affect the finances and the day to day administration of the local bodies, Government has decided to ascertain their views before the suggestions are taken into further consideration.

Action by Government.— Finally there are recommendations relating to such subjects as grant of compensation to disabled sweepers, their protection from the usurious activities of moneylenders, solution of the problem of credit and extension of prohibition to localities inhabited by sweepers which indicate action on the part of Government. These recommendations are now being examined in detail in the departments concerned.

(Press Note dated 18-6-1940: The C.P. and Berar Gazette, Part I, dated 21-6-1940, page 531).

Removal of Caste Handicaps from Recruitment to
Bombay Mills: Urged by Backward Class Board,
Bombay.

At present workers belonging to the depressed classes experience considerable difficulty because of untouchability in securing employment in the textile mills of Bombay. Mr. G. Jadhav, a member of the Backward Class Board, Bombay, has therefore tabled a resolution advocating removal of this handicap for the meeting of the Board to be held on 7-6-1940. Mr. J.A. Madan, Adviser to the Governor, presiding.

The resolution is to the effect that the Board recommends to the Government of Bombay to bring pressure upon the textile millowners of this province not to observe any distinction of caste and creed in the employment of labourers in the various department of the mill industries. No Scheduled Caste labourer should be prevented on the ground of his caste from employment in any department.

(The Bombay Chronicle, 8-6-1940).

Dak Edition

Industrial Health and Safety.

Scheme for establishing Central Hospital in Jharia Coal-
field Area.

According to a United Press message from Jharia, a scheme for establishing a central hospital for the Jharia coalfield area has been prepared at the suggestion of the local Mines Board of Health. The scheme involves a cost of Rs. 220,000 non-recurring and Rs. 350,000 recurring. To put the scheme in operation and run the hospital, the rates of cesses payable to the Board by the coal trade will be increased.

(The Hindustan Times, dated
29-6-1940).

Industrial Disputes.

Industrial Disputes in British India during the Quarter ending 31-12-1939.

According to a press note recently issued by the Department of Labour of the Government of India on industrial disputes in British India during the quarter ending 31-12-1939, the total number of strikes during the period was 110 and the total number of workers involved was 168,865, as compared with 112 strikes, involving 98,229 workers during the preceeding quarter. The total number of working days lost during the quarter was 823,968 as compared with 1,785,860 during the preceeding quarter. In all, cotton textile mills and jute mills accounted for 45.5 per cent of the strikes, 80.4 per cent of the workers involved and 77.1 per cent of the total loss of working days.

Provincial Distribution.— During the period under review, there were 52 disputes in Bengal involving 101,951 workers and entailing a loss of 390,938 working days. Next comes Bombay with 23 disputes involving 8,448 workers and entailing a loss of 18,255 working days; the United Provinces and the Central Provinces and Berar with 9 disputes each involving 40,615 and 3,588 workers and entailing losses of 270,080 and 30,613 working days respectively; Bihar with 8 disputes involving 11,701 workers and entailing a loss of 77,890 working days; Madras with 5 disputes involving 1,418 workers and entailing a loss of 28,568 working days; Sind with 3 disputes involving 544 workers and entailing a loss of 4,022 working days; and Punjab with 1 dispute involving 600 workers and entailing a loss of 3,600 working days.

Classification by Industries.— Classified according to industries, there were 27 disputes in jute mills involving 90,810 workers and entailing a loss of 318,011 working days; 23 in cotton and woollen industries involving 44,897 workers and entailing a loss of 317,222 working days; 6 in engineering workshops involving 2,756 workers and entailing a loss of 39,236 working days; 3 in mines involving 5,270 workers and entailing a loss of 17,810 working days. In all other industries together there were 51 disputes involving 25,132 workers and entailing a loss of 131,687 working days. There were no disputes in railways (including railway workshops) during the period under review.

Causes and Results of Strikes.— Of the 110 disputes, 83 were due to questions of wages, 13 to those of personnel, 3 to those of leave and hours of work, 1 to that of bonus, and 10 to other causes. In 13 cases the workers were fully successful, in 23 partially successful and in 60 unsuccessful; 14 disputes were in progress on 31-12-1939.

Industrial Disputes in British India during 1939.

According to a communique dated 23-5-1940 on industrial disputes in British India during 1939, issued by the Department of Labour of the Government of India, the total number of strikes during the year was 406 (including 14 strikes in progress on 31-12-1938), 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 409,189 as compared with 399 strikes involving 401,075 workers in 1938. The total number of working days lost during the year was 4,932,795 as compared with 9,198,708 during 1938. In all, cotton textile mills and jute mills accounted for 43.5 per cent. of the strikes, 68.8 per cent. of the workers involved and 49.2 per cent. of the loss of working days. In 234 disputes, or 57.6 per cent. the chief demand related to wages or bonuses. The number of strikes in which the workmen were successful in gaining any concessions was 207 or approximately 52.8 per cent. of the total number of strikes ended during the year.

Provincial Distribution.- During the year under review, there were 157 disputes in the Province of Bengal involving 202,610 workers and entailing a loss of 1,388,480 working days. Next come Bombay with 89 disputes involving 34,036 workers and entailing a loss of 199,981 working days; the United Provinces with 34 disputes involving 58,462 workers and entailing a loss of 909,971 working days; Madras with 33 disputes involving 23,118 workers and entailing a loss of 630,664 working days; the Punjab with 26 disputes involving 9,387 workers and entailing a loss of 25,038 working days; Bihar with 23 disputes involving 29,066 workers and entailing a loss of 267,218 working days; the Central Provinces and Berar with 21 disputes involving 30,000 workers and entailing a loss of 217,634 working days; Assam with 15 disputes involving 20,187 workers and entailing a loss of 1,346,740 working days; and Sind with 8 disputes involving 2,325 workers and entailing a loss of 7,069 working days.

Causes and Results of Strikes.- Of the 406 disputes during the year, 232 were due to questions to wages, 74 to those of personnel, 12 to those of leave and hours of work, 2 to those of bonus and 86 to other causes. In 63 cases the workers were fully successful, in 144 partially successful, and in 188 unsuccessful; 14 disputes were in progress at the close of the year.

Classification by Industries.- Classified according to industries, there were 126 disputes in cotton and woollen industries involving 126,780 workers and entailing a loss of 1,409,385 working days; 51 in jute mills involving 154,935 workers involving 154,935 workers and entailing a loss of 991,676 working days; 30 in engineering workshops involving 16,499 workers and entailing a loss of 198,437 working days; 7 in mines involving 14,538 workers and entailing a loss of 88,788 working days; 2 in railways (including railway workshops) involving 360 workers and entailing a loss of 240 working days. In all other industries together there were 190 disputes involving 90,091 workers and entailing a loss of 2,264,275 working days.

(The Communique on Industrial Disputes in British India during 1938 was reviewed at pages 18 -19 of our May 1939 report).

Annual Report on the Working of the Trade
Disputes Act, in Bombay 1939.*

According to the annual report on the working of the Trade Disputes Act, 1929, in the Province of Bombay for 1939, no application for the appointment of a Board of Conciliation or a Court of Inquiry under section 3 of the Act was received during the year. As regards the application of the Government Central Press Industrial Employees' Union, Bombay, for the appointment of a Board of Conciliation, which was pending at the close of the previous year, Government did not consider it necessary to appoint a Board of Conciliation as almost all the grievances of the employees were settled by negotiation.

During the year no prosecutions were launched under sections 15 and 17 of the Act.

* Annual Report on the Working of the Trade Disputes Act, 1929, for the year ending 31-12-1939. No. L.O. 3870, dated 23-5-1940, issued by the Commissioner of Labour, Labour Office, Secretariat, Bombay. Price Rs.-/-/6 or 1d.

Economic Conditions.

Working Class Cost of Living Index Numbers for various
Centres in India during March, 1940.

The cost of living index number for working classes in various centres of India registered the following changes during March 1940 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 1940 declined by 2 points to 110. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during March 1940 decreased by 1 point to 78. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during March 1940 fell by 4 points to 75. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in March 1940 remained stationary at 67. The average for 1939 was 63 against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in March 1940 advanced by 1 point to 65. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during March 1940 increased by 1 point to 105. The average for 1939 was 100; average for the preceding year was not available.

(Extracted from the March 1940 issue of the
Monthly Survey of Business Conditions in
India).

Revision of the Nagpur Index Number of Cost of Living:
Note by Professor Mahalanobis.

Reference was made at pages 46-47 of our May 1940 Report to the recommendations of the Mahalanobis Committee which went into the question of the grant of a dearness allowance for Nagpur textile workers. While submitting the report, Professor Mahalanobis, the Chairman of the Committee, submitted a note to the Government making suggestions for the revision of the Nagpur index numbers of the cost of living. A brief summary of these suggestions is given below.

Need for Revision of Index Number.— The Nagpur index number is based on the enquiry into family budgets which was carried out in 1926-27; since then economic conditions as well as patterns of consumption have changed materially all over India; and a fresh enquiry into family budgets is, therefore, essential for reconstructing the index number. The existence of a state of war is in itself a strong reason for undertaking such an enquiry without any further delay.

Method of Revision.— In organising such an enquiry it will be desirable to cover, if possible, about two thousand working class families in Nagpur. In selecting the families included in the sample no special restriction should be imposed in regard to earnings, period of employment, occupation, community, residence or any other factor. It will be desirable to use the method of replicated random sub-samples for this purpose. In the replicated sub-sample method it is essential that information relating to each zone should be collected by more than one investigator. Each sub-sample should be allotted to different sets of investigators. Thus, ^{several} ~~four~~ independent estimates for each zone is obtained. By this method personal equation of the investigators and sampling errors can be very much minimised.

It may be desirable to tabulate the material separately, say, for textile workers or for families in different income groups. This will enable separate index numbers being constructed for textile workers or for families in different income groups; so that the adjustments of wage rates can be made with greater accuracy. After a revised index number is constructed it will be still necessary to keep it up-to-date. This can be done by ~~a~~ periodic revision at intervals of, say, five or ten years.

Alternative Method.— A more flexible and scientific procedure is also available. A comparatively small number of families being surveyed each year may be arranged on a random replicated basis. In this case the relative expenditure on different commodities may be calculated and how far the relative weights change from year to year may be watched. Sudden changes and discontinuities in the index numbers can be completely eliminated in this method. Auxiliary index numbers also become available which enable valid comparisons being made over long intervals of time. Apart from the gradual revision of the index number such an annual survey of family budgets enables a very clear picture being obtained of actual living conditions of industrial workers which is bound to be of great value in handling various labour problems. The most convenient way of organising a continuous sample survey is to employ a small number of permanent investigators who will carry out this work along with other work in the Labour Office. As the actual survey will proceed at a slow rate, the work of inspection and supervision will be more thorough than that in an ad hoc enquiry.

In case a fresh enquiry into family budgets is undertaken it should be emphasised, the need of doing the work on a standardised basis so that valid comparisons may be made between the level of living and of changes in the cost of living at different centres in the country. ^{should be emphasised} For this purpose it is necessary to adopt standard definitions, and standard methods of collection and analysis of the primary material relating to family budgets.

(The C.P. and Berar Gazette, Part I,
dated 7-6-1940, pages 473 to 475).

Import Restrictions Imposed by Government of India:
Conserving Foreign Exchange and Stimulating
Indian Industries - the Objectives.

In exercise of the powers conferred by Rule 84 of the Defence of India Rules, the Government of India has, under Notification No. 1-I.T.C/40 dated 20-5-1940 of the Department of Commerce prohibited the import into British India of some 68 import commodities, including such important items as sugar, raw cotton, fruit, soap, clothing, earthenware, glass, cycles, fire arms, toys and games. (Gazette of India Extraordinary, dated 20-5-1940). The main purpose of the restriction is to conserve the foreign exchange resources of the country; incidentally, it will also stimulate Indian industries.

Industrial Research: 12 Research Committees set up
by Board of Scientific and Industrial Research.

The Board of Scientific and Industrial Research (vide page 13 of our March 1940 Report) at its meetings held at Simla on 8 and 10-6-1940, Sir A. Ramaswami Mudaliar, Commerce Member, presiding, considered the various schemes of research sent up by individuals and institutions and appointed a Committee to arrange the order of priority in which the schemes may be undertaken, the conditions under which grants may be given and the amount of grants that may be allotted for each research scheme. The Committee considered the schemes and made certain recommendations to the Board, which the Board at its last meeting took into consideration. The Board has appointed 12 committees to deal with various research schemes and has given to each a lump sum to be used for the purchase of equipment and chemicals for contingencies and scholarships. The Committees deal with oil, cellulose, fertilisers, drugs, scientific instruments, millasses, etc.

The grants would be placed at the disposal, generally of institutions, such as Universities, with instructions to distribute them to the research scholars working the schemes of research. It was reported that half-yearly reports on the progress of the schemes of research should be submitted to the Chairman of each of the research committees, who will circulate it to the other members and generally keep in touch with the progress of research.

The next meeting of the Board will take place at Bombay in the first week of September 1940.

(The Hindustan Times, 11-6-1940
(and the Hindu, 17-6-1940).

4th Session of National Planning Committee -
Bombay, 21 to 30-6-1940.

The 4th Session of the National Planning Committee was held at Bombay from 21 to 30-6-1940; In the absence of Pandit Jawaharlal Nehru, the Chairman, Professor K.T. Shah presided over some of the earlier sittings, while Pandit Nehru presided over the later sittings. (For a summary of the proceedings of the 3rd session of the Committee see pages 17 to 22 of this Office's May 1940 report).

Agenda.- The first day of the session was devoted to a general discussion, and the later sittings were devoted to consideration of the reports of the following Sub-Committees: Public Finance; Transport; Soil Conservation; Communications; Mining and Metallurgy; General Education; Women's Role in Planned Economy; Trade; Cottage Industries; Land Policy.

Future Programme of Work.- Pandit Nehru, the Chairman, in a statement issued on the closing day of the session reviewed the work hitherto accomplished and outlined the future programme of work of the Committee. It was pointed out that up till then reports from 20 out of 29 Sub-Committees were received and considered. After receipt of the remaining Sub-Committees' reports, the National Planning Committee would proceed to lay down the principles which should govern its final report, but many of these principles have already been laid down in the resolutions adopted on reports of sub-committees. The fifth session of the Committee will meet in Bombay during the last week of August 1940. The draft of the final report will be then prepared, and a further meeting of the Committee towards the end of 1940 to consider the draft of the final report. (The Bombay Chronicle, 2-7-1940).

Resolutions.- Some of the more important resolutions on subjects of interest to this Office adopted by the Committee are briefly noticed below.-

Public Expenditure.- Regarding public expenditure the Committee passed the following resolutions:- In the present system of Public Expenditure there is considerable room for retrenchment by means of:

- (a) Reconsideration of the governing policy regarding nature and object, strength, and equipment of certain services like Defence ~~or charge in connection with public debt~~;
- (b) Reduction in the scales of rates of pay, pensions and allowances to Public Servants, in all departments, in the higher ranks. In conformity with the basic principle of the Plan, and in fairness to the large army of lower paid public servant a minimum living wage will also have to be fixed in all departments and ranks of the Public Service.
- (c) Revision of the basis for fixing the strength and requirements of Public Service and in improving its efficiency in each department, and for leave rules, particularly in higher services.

(The Bombay Chronicle, 29-6)

Transport Services.-

Locomotives and Automobile Manufacture.- The view that the planning authority must attend to the establishment as soon as possible of the necessary industries for manufacturing locomotives, automobiles, wagons and coaches and their parts and accessories within this country is expressed by the National Planning Committee, after considering the report of the Transport Services Sub-Committee.

Reservation of Coastal Traffic.- The Committee also recommends that all coastal traffic should be reserved for national shipping and that an Indian national mercantile marine should be developed. According to the Committee, the apportionment of the traffic between roads, railways, waterways, inland and coastal and airways will have to be determined by the national planning authority.

(The Hindustan Times, 27-6-1940).

Exploitation of Mineral Resources.- Nationalisation of

Mineral Wealth.- The Committee was of opinion that the mineral wealth of the country belonged to the community collectively and that the exploitation of minerals and development of mining and mineral industries should be reserved exclusively to be carried on as public enterprise. The Committee deplored that no attempts had been made so far to exploit the resources to the fullest advantage.

Fuller Exploitation in Nation's Interest.- India has large deposits of iron ore, manganese, chrome, bauxite and other metals. Except in the case of iron and steel, these resources have not been developed. These industries are essential for the general industrialisation of the country, as well as for defence. Other metals, except copper and gold to some extent, are not being produced in India. Both copper and gold are being exploited by non-Indian concerns. An organised search for deposits of all such metals, which are so far lacking in India, should be made.

Restriction should be imposed on the export of ores of national importance, such as manganese, mica, ilmenite, etc. A definite policy should be laid down in respect of minerals of which India has a virtual monopoly, or of which she has a supply in excess of her requirements.

Safety of Miners: More Stringent Inspection: Improvement of Working Conditions.- The existing rules and regulations regarding mining and prospecting are highly unsatisfactory, and should be revised, especially in regard to inspection of mining plant and working practices, so as to ensure the safety of workers, adequacy of plant, and efficiency of production. Indian nationals should be trained in sufficient numbers for all types of work, so as to be able to replace the foreign personnel, now employed, within a short time.

(The Bombay Chronicle, 1-7-1940).

Social Insurance.

Sickness Insurance for Workers: Government of India consults Provincial Governments.

Details were given at pages 6 to 8 of our January 1940 Report ~~to~~ the First Labour Ministers' Conference held at Delhi on 22 and 23-1-1940 at which one of the decisions arrived at was that Government of India should enquire from workers' and employers' organisations as to how far workers and employers were willing to contribute to a scheme of sickness insurance.. In pursuance of this decision, the Government of India, it is understood, has recently asked the provincial Governments to consult important associations of employers and workers to find out whether they are willing to accept the principle of compulsory contributions to the proposed sickness insurance fund. The opinions received together with the comments of the provincial Governments are required to be forwarded to the Government of India before September 1940. It is pointed out that contributions from the employees who would benefit by such schemes and from the employers who have a responsibility in the matter of welfare of their workmen are a necessary prerequisite to the formation of any scheme of sickness benefit. In what proportion the two parties should contribute and what the contribution should be are matters of detail which can be gone into once the parties concerned accept the principle of compulsory contribution.

Shops Legislation.- Opinions of provincial Governments and important industrial organisations have also been invited on the proposals of the Labour Ministers' Conference relating to the extension of labour legislation to those employed in commercial establishments and shops, collection of certain statistics with reference to industries and labour, amendment of Payment of Wages Act, amendment of Section 5 of the Factories Act and recognition of trade unions.

(The Statesman, dated 13-8-1940).

Working of the Bombay Maternity Benefit
Act during 1939.*

Returns were received from 552 of the 574 factories employing women to which the Act was applicable. The average number of women employed daily was 47,381. The number of women who claimed maternity benefits was 4,829, of whom 4,382 were paid benefits for actual births. The total amount of benefit paid during the year was Rs. 111,380-7-11. The number of claims paid in 1939 per 100 women employed was 7.47 as against 7.41 in 1938. The number of cases in which pre-maternity benefits were paid was 2,159.

* Annual Factory Report, Bombay Province, 1939 (including Notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Bombay: Superintendent, Government Printing and Stationery, 1940. Price As. 4 or 5d. pp. 14.

Employment, Unemployment and Vocational Training.

Enumeration of India's Employed and Unemployed:
Information to be collected by 1941 Census.

Attempts to determine the supporting power of the country's various industries and the extent of unemployment among the educated classes will be made in the eighth All-India Census, to be conducted under the supervision of Mr. ^MW.M. Yeatts, Census Commissioner, in the spring of 1941.

Present Practice.— Industrial information was in past years secured by a separate schedule of considerable complexity. For reasons of economy and facility this was given up in 1931 and its place taken by a question bearing on organised industry. The difficulties occasioned by this question, particularly in its many translated forms weakened the value of the answers received; which, ~~in any case,~~ for reasons of economy were not tabulated. The form of question now to be put ("If you are employed by some one else, what is his business?") has been chosen so as to ensure the maximum degree of understanding on the part of the enumerator.

Reproduction Rates.— The determination of the number of children born to a married woman and her age at the birth of her first child represents an approach to the important matter of reproduction rates. An attempt was made at the last census to achieve this information by a purely optional inquiry.

Nature of Questions.— Among the questions that have been framed are the following:— Married, unmarried, widowed or divorced. Number of children born to a married woman. Mother's age at birth of first child. Are you wholly or partly dependent on any one else? If so, means of livelihood of person on whom dependent. Do you employ (a) paid assistants (b) members of household? If so, how many? Are you in employment now? If the reply is in the negative: Are you in search of employment? To those who reply in the affirmative the further question will be put:— How long have you been in search of it? (Means of livelihood in order of importance. (To be asked in regard to means of livelihood of a person shown as partly dependent or any subsidiary means of livelihood returned by other persons): Does this means of livelihood exist throughout the year? If not, for what part of the year? If you are employed by some one else, what is his business?

(The Statesman, dated 14-6-1940).

Migration.Working of the Indian Emigration Act, during 1939.*

Emigration to Malaya.- There was no assisted emigration of unskilled workers to Malaya during the year as the orders of the Government of India prohibiting assisted emigration to Malaya from 15-6-1938 continued to be in force during the year. Assistance to proceed ^{to Malaya was refused} only to non-working dependents, i.e., wives and children joining husbands and fathers in Malaya. It is reported that although there is no actual classification, about 3 percent of the total number of deck passengers who went through Negapatnam would be unskilled workers. Unskilled workers were not permitted to proceed even at their own expense if they belong to the category of emigrants under section 2 (c) (1) of the Indian Emigration Act. Only 59 non-working dependents proceeded through the port of Madras and 159 through the port of Negapatnam.

Wages in Malaya.- The wages offered during the year in Malaya were 45 and 35 Straits cents (equivalent to 11¼ and 9 annas respectively) per diem for adult able-bodied men and women workers respectively. According to Press reports, these rates were raised unofficially to 50 cents and 40 cents (12 annas and 10½ annas) from 1-10-1939 per diem.

Emigration to Ceylon.- There was no recruitment of labour by ~~means of the Act~~ during the year. Up to the end of July 1939, non-emigrants and non-recruited emigrants were permitted to be admitted into the depot and assisted to emigrate to Ceylon. It was found that this system resulted in unlicensed recruitment by ex-labourers from the estates. To prevent this kind of recruitment, certificates from village headmen that the intending emigrant was not induced to emigrate, were introduced. In view of the uncertainty regarding the employment of unskilled workers, the Central Government issued a notification prohibiting the departure of all persons by sea out of British India to Ceylon for the purpose of unskilled work with effect from 1-8-1939. 4,812 emigrants and 23,387 non-emigrants proceeded to Ceylon during the year. After the imposition of the ban 1,060 non-working dependents of male workers in Ceylon were exempted by the Commissioner of Labour under the powers vested in him.

Repatriation.- 11,169 emigrants from Malaya as against 28,496 in 1938 were repatriated or assisted to return to India. Repatriation during the year from Malaya, thus, showed a marked decrease and in the latter half of the year the numbers assisted to return, were fewer. This is probably attributable to the fact that repatriation was confined to labourers who were actually unfit for work, while in 1938 Malaya sent away its surplus Indian labour by way of repatriation.

2,976 emigrants were repatriated from Ceylon as against 3,004 in 1938.

* Annual Report on the working of the Indian Emigration Act, 1939 for the year 1939. Bangalore: Printed at the Mysore Residency Press, and published by the Manager of Publications, Delhi. 1940. pp. 25.

Migration.

Indian Emigrants Abroad: Review of Developments during 1939-40.

A review recently published by the Government of India gives details of important events relating to or affecting Indians settled in different parts of the British Empire during 1939-40. The review is briefly summarised below:

A. Zanzibar.-- The Zanzibar Clove Agreement is working smoothly and as a direct outcome of the Agreement, Indians have now recovered their full share in the trade, which they had in 1934. Also, the Bill to place the alienation of land on equitable and non-racial lines has been passed into law.

B. Kenya.-- In Kenya, the Immigration Restriction Bill, to certain provisions of which local Indians had taken objection, was revised so as to divide all immigrants into two classes, the law being left unchanged for one class, including Indians. The revised Bill has received Royal assent. An Indian has also been appointed to the Immigration Advisory Board. The questions, therefore, which agitated Indians in Kenya have, according to the review, been satisfactorily settled.

C. South Africa.-- (1) The Asiatics (Transvaal Land and Trading) Act. In South Africa, pending the formulation of final proposals, in spite of repeated representations from the local Indian community and the Government of India, the Asiatics (Transvaal Land and Trading) Act was passed and brought into force in June 1939. This Act prohibits the hiring or occupation by Asiatics of any land or premises not in occupation of Non-Europeans on April 30, 1939, and also the issue of trading licenses except with the permission of the Minister, unless it is proved that the applicant and the person in control of the business are not Asiatics. The Act maintains the status quo for a further period of two years in respect of land in illegal occupation of Asiatics in the area under the Gold Law, as has been given protection since May, 1930.

(2) Segregation of Indians.-- The Union Government has now appointed a Commission to investigate whether penetration by Asiatics into European areas has, in fact, taken place and has declared that no fresh statutory measures involving segregation will be introduced during the war.

(3) Mixed Marriages.-- That the Union Government did not propose to embark upon legislation on the lines of the recommendations of the Mixed Marriages Commission, the country being in a state of war, was another announcement made in the Union Parliament in the course of a debate, initiated by Dr. Malan, asking for such legislation. The Commission had by a majority recommended that mixed marriages should be prohibited by law and measures adopted to prevent illicit miscegenation.

D. Ceylon.- (1) Restriction on Immigration.- In Ceylon, on the Government of India making increase in wages a condition precedent to the reopening of recruitment, the wages of labourers on mid and low country estates were restored in June 1939, to the levels which prevailed before February, 1932. On the other hand, despite the finding of the Immigration Commission that Indian immigration, far from causing any economic injury has been beneficial to the island, the Board of Ministers is reported to have under consideration certain proposals for the restriction of immigration. On requests made, the Government of India have, however, been given an assurance that they will be consulted on any definite proposals for restricting immigration. The Governor of Ceylon has also declared that any legislation to restrict immigration or to limit employment of immigrants will have to be reserved for His Majesty's pleasure.

(2) Ban on Indian Emigration to Ceylon.- An action of the Ceylon Government which caused prolonged controversy and ultimately led to the ban on Indian emigration to Ceylon, was the dismissal of Indian daily-paid staff in different Government Departments. Under the Ceylon Government's scheme, persons not born in Ceylon who were employed after April 1, 1934, were to be discharged, to give employment to Ceylonese or persons born in Ceylon, and if, as they anticipated, some retrenchment became necessary in 1940, non-Ceylonese will be retrenched before Ceylonese. The Government of India took strong objection to the proposals and suggested that the scheme be kept in abeyance pending discussion at the time of the proposed trade talks; ~~but the suggestion was not acceptable to the Ceylon Government,~~ but the suggestion was not acceptable to the Ceylon Government, though the Government of India drew attention to the impossibility of entering into trade talks with any hope of success in the atmosphere which would be created if the services of Indian employees were to be immediately terminated.

The prohibition of emigration to Ceylon was notified at this juncture. Further discussions to keep the scheme in abeyance pending the trade talks proved fruitless, and the scheme was brought into force by the Ceylon Government. Of 1,354 persons, with less than five years' service, 1,225 have been discharged. Of persons with more than five years' service 1,323 have expressed their willingness to retire under the "voluntary" scheme.

At the time the Ceylon Government announced ^{it} their scheme, signs of unrest were noticed among the labourers. The ferment has led to formation of many labour associations, and the organisational movement amongst the labourers appears to have come to stay.

E. Malaya.- The outstanding question in Malaya, which has been the subject of correspondence between the two Governments, was the wages of Indian labourers, but meanwhile the war came, and with the enhancement of production quota of rubber, employers voluntarily raised wages to the level prevailing before April 1937. The Malayan Governments have also sanctioned a graduated scale of war bonus to the labourers and artisans in their employ in view of the increased cost of living. Nine days' leave with pay in a year has also been sanctioned to all daily-paid employees under public authorities.

P. Burma.- (1) Feeling against Indian Immigration.- To ascertain the facts with regard to the alleged penetration of Indian labour into Burma, on which considerable uneasiness appears to have been felt, the Government of Burma have appointed a Commission, with two assessors, one Indian and the other Burmese, to enquire into, among other matters, the volume and nature of Indian immigration, the extent and availability of local labour for the kinds of work for which Indians are in demand, and the need to regulate the immigration of Indian unskilled workers. The Commission has not yet reported.

(2) Legislation affecting Indians.- The Land Purchase Bill, the Rangoon Municipal (Amendment) Bill and the administration of the Tenancy Act were other matters of importance affecting Indian interests in Burma.

(a) Land Purchase Bill.- The Land Purchase Bill required modification in certain respects to satisfy Indian opinion, and the Government of India's representations appear to have been appreciated by the Select Committee, as the changes recommended by them show. The additional compensation for the disturbance of possession caused by the compulsory nature of acquisition recommended by the Select Committee at 5 per cent of the market value and the question of making further representations to secure an increase in the amount are under consideration of the Government of India.

(b) Rangoon Municipal (Amendment) Bill.- The Rangoon Municipal (Amendment) Bill, a private Bill which seeks to increase the total number of seats in the Rangoon Municipal Council from 34 to 50 and to raise Burman representation to 50 per cent of the total strength, has been passed by the House of Representatives and has now been referred to a Select Committee of the House of Senate. The Indian community contends that the Bill will have the effect of reducing Indian representation far below the level justified by their numerical strength and revenue contribution to the Municipality. The Government of India have made representations in the matter.

(c) Cases under Tenancy Act.- On a representation from the Nattukottai Chettyars' Association to the effect that some 50,000 orders had been passed on the basis of certain instructions repugnant to the Tenancy Act, 1938, and that their request to the Burma Government to cancel those orders in the light of the judgment of the High Court in six test cases was not acceded to, the Government of India took up the matter with the Burma Government. A Committee of the Legislature, with representation thereon of experienced Settlement and Revenue Officers, was appointed to go into the question, and as a result of their interim report an Ordinance has been promulgated with a view to restoring cordial relations between landlords and tenants. The final report of the Commission is awaited.

G. Fiji.- (a) In Fiji, to place the system of leasing of Fijian land to non-Fijians on a basis of greater security to the lessees, a proposal has been made in the Fiji Native Land Trust Bill to vest the control of all native lands in a Board, certain lands being allocated for exclusive Fijian use and the remainder being made available by the Board to non-Fijians (including Indians) on lease. To safeguard legitimate Indian interests, suitable representations were made by the Government of India.

The other matter of importance, imposition of a quota for Indians, recommended by the Committee which enquired into the question of Indian immigration into the colony, has been held over, at the suggestion of the Government of India, for discussion after the war.

H. West Indies.- In West Indies, particularly all the demands to which Indians themselves attach importance, except the appointment of an Agent to look after Indian interests, have been conceded by the Royal Commission appointed to go into social and economic conditions in the West Indies.

(Note.- The above review is included in the report as it gives a comprehensive summary of the main events relating to Indian emigrants during 1938-40; references have been made to several of these events in previous reports).

developments relating to
(A summary of the review of Indian emigrants abroad during 1938-39 is given at pages 44 - 47 of our August 1939 report).

Agriculture.

The U.P. Debt Redemption Bill, 1940.

The Governor of the United Provinces proposes to enact a Debt Redemption Bill shortly. The statement of objects and reasons appended to the Bill points out that the provisions of the 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.

The Bill seeks to reduce agricultural debt; under the Bill debt is reduced by the application of low rates of interest - $4\frac{1}{2}$ per cent. per annum simple interest in the case of secured debt and 6 per cent. per annum simple interest in the case of unsecured debt, where the contractual rate is greater than these rates. The Bill also provides for the application of the law of damdapat (that interest in toto should not exceed the principal) in the form in which it applies to unpaid interest. The Bill does not provide for the application of the principle of damdapat to paid interest as this in many cases amounts to a reduction not only of accumulated interest but even of the principal of the loan, and would mean the extinction of a large number of usufructuary mortgages without any payment by the mortgagor. Decrees passed under the provisions of the Bill will be executable under the ordinary law except as regards execution against land and agricultural produce. If such decrees are sought to be executed by sale of land the Court will, if the debtor so desires, transfer the necessary amount of land at a valuation to the decree-holder and will not sell any land. Furthermore a portion of the debtor's land, the local rate payable in respect of which does not exceed Rs.25, will be altogether protected from sale or transfer in execution of a decree for debt. A decree can however be executed against this protected land by the grant of a self-liquidating mortgage for a period not exceeding twenty years. As regards execution against agricultural produce only or quarter of the agricultural produce of the debtor will be liable to attachment at any one time and the period of limitation for the execution of decrees against such produce is reduced to four years.

The provisions of the Bill relating to transfer of land at and the protection of a portion of the debtor's land from transfer in execution of a decree for debt, apply to all agriculturists. The provisions of the Bill apply to agriculturists who pay an annual land revenue which combined does not exceed Rs.1,000 and who pay a tax. The Bill also applies to workmen employed on wages of Rs.60 per month.

Criticisms and suggestions regarding the Bill were discussed in the Government before 31-7-1940.

The U.P. Regulation of Agricultural Credit Bill, 1939.

The Governor of the United Provinces has decided to enact legislation to prevent excessive borrowing by agriculturists and for the purpose to limit the amount that can be obtained by execution of decrees against agricultural produce and land. The U.P. Regulation of Agricultural Credit Bill provides that no decree can be executed against agricultural produce after four years have expired from the date of the passing of the decree and that no more than one-quarter of an agriculturist's crops can be attached at any one time in satisfaction of any decree or any number of decrees. The effect of these provisions is that the amount that will be lent to a borrower, whose only security is his crop, will be limited to an amount that he can pay without undue hardship. At the same time any credit that he may have by virtue of any other security which he may be able to offer will not be interfered with. In the case of proprietors, the Bill is based on the principle that it is necessary to restrict the amount that can be borrowed on the security of land. If this is not done, proprietors are inclined to over-borrow and lenders, influenced in many cases by the desire to become proprietors, are inclined to over-lend. The Bill therefore provides that the land of a proprietor, who does not pay more than two hundred and fifty rupees land revenue, is protected and cannot be sold in execution of a decree for debt unless the court is satisfied that sale would not be adverse to the interest of the judgment-debtor, and his heirs, and that the judgment-debtor has other sufficient means of livelihood. All that the creditor can obtain is a self-extinguishing usufructuary mortgage for twenty years. At the expiry of that period the land reverts to the judgment-debtor, without any payment by him.

Criticisms and suggestions regarding the Bill are to be sent to Government before 31-7-1940.

(The U.P. Gazette Extraordinary, dated 26-6-1940, pages 13 to 22).

Navigation.

Amendments to Rules re. Granting of Certificates
of Competency to Masters and Mates.

Attention is directed to page 797 of Part I of the Gazette of India, dated 1-6-1940 where are published certain amendments to the rules regulating the granting of certificates of competency to masters and mates in the mercantile marine. The rules relate to subjects for examination of candidates.

Proposed Home for Indian Seamen in Calcutta:
Scheme under Consideration of Government.

For some time past the Government of India have been considering the question of the measures to be adopted for the welfare of Indian seamen in Calcutta. They now propose that a committee consisting of representatives of the Government of India, the Bengal Government and other interests concerned, should be appointed with as little delay as possible to consider the question of establishing a home and suggest ways and means of raising the necessary funds for the purpose.

(The Statesman, dated 7-6-1940).

Public Health.Opium Smoking in Assam: Government orders
Closure of Shops.

According to a Communique issued by the Government of Assam, the Government has decided to continue the policy of accelerated reduction of opium rations in the included areas of the province with a view to stopping completely all issues by the Government of raw opium to the opium shops from March 1, 1941. Necessary arrangements are being made in district and sub-divisional headquarters for the treatment of such opium addicts as may offer themselves voluntarily for treatment to get rid of the opium habit. The Government, while fully alive to the fact that this stoppage of licit supply of opium involves the danger of an increase in the illicit supply, are determined to take vigorous steps to prevent smuggling.

(The Statesman, dated 26-6-1940).

Sind Opium Smoking Bill, 1940.

The text of a Bill which the Government of Sind intends introducing shortly to put an end to opium smoking in the province is published at pages 499 to 509 of Part IV of the Sind Government Gazette, dated 20-6-1940. The object of the Bill is to stop opium smoking except in the case of addicts who will be exempted subject to certain conditions to be prescribed by rules. The Bill provides penalties for smoking opium and for keeping opium "dens".

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Social Policy in War Time.

Wages.

Dearness Allowance for Nagpur Textile Workers: Workers reject

Recommendations of Mahalanobis Committee:

Threat of General Strike.

Reference was made at pages 42 to 43 of our May 1940 report to the recommendations of the Mahalanobis Committee in regard to payment of dearness allowance on 6-6-1940 to Nagpur textile workers. ^{Aug-1940} The Nagpur Textile Labour Union rejected the recommendations as inadequate. The Union maintained that the rate of dearness allowance recommended by the Committee - one pie per day per one per cent average rise in the cost of living for the previous three months - was insufficient, and that the rate should be raised to three pies per day per one per cent average rise. (The Hitavada, 7-6-1940). The C.P. Government considered the Report of the Committee and the representations thereon received from the mill-owners and the Nagpur Textile Union, and came to the conclusion that the Committee's recommendations are reasonable and fair. (The C.P. and Berar Gazette Extraordinary, dated 12-6-1940, page 247 - 248). The Council of Representatives of the Union expressed disapproval of the Government's decisions. (The Hitavada, dated 14-6-1940) and on 26-6-1940, the Union gave notice of its intention to declare a general strike on 3-7-1940. (The Hindustan Times, dated 26-6-1940).

The Government of the Central Provinces issued a statement on 23-6-1940 explaining that the quantum of relief recommended by the Mahalanobis Committee was worked out scientifically and it has been found adequate to neutralise the rise in the cost of living since the outbreak of the war. (The Statesman, dated 24-6-1940).

Demand for Dearness Allowance by Indore Workers:

Prime Minister's Award.

Rai Bahadur Col. Dinanath, Prime Minister of Indore, sole arbitrator in the dispute relating to wages in Indore mills, in giving his award has held that in the interest of both employers and employed, the wages of labour should be increased. He has declared that with effect from 1-11-1939, the dearness allowance per rupee in case of the Valwa, Rukunchand and Kalyanmal, and Rajkumar Mills should be 5 annas, 3 annas and 1 anna 3 pies, respectively. In the basic wages of the Bhandari and Swadeshi Mills, an increase of 1 anna 3 pies and 1 anna per rupee respectively has been granted.

Restoration of old Dearness Allowance.- In the case of operatives whose dearness allowance, or total wage was partially cut in 1936, the arbitrator has declared that the actual cut made in the case of Valwa Mills, Rukunchand Mills and Kalyanmal Mills should be fully restored with a view not to reduce their total consolidated wage to less than Rs. 15. In the case of Rajkumar Mills and Swadeshi Mills it should be restored by half.

Rise in Cost of Living and Dearness Allowance in War Time.— It is directed that a four-monthly review should be made of the cost of living of the textile workers and that a war dearness allowance should be granted from the date of the award to those operatives who receive Rs. 25 per month or less.

Special Allowance for Night Shift Refused.— As regards the operatives' demand for a special allowance of 5 per cent for the night-shift workers, the arbitrator states that no special case has been made out for doing so.

(The Statesman, dated 25-6-1940).

Demand of War Allowance by Railway Workers:

Government agrees to set up Court of Enquiry.

Representatives of the All-India Railwaymen's Federation, led by Mr. Jammadas Mehta, met the officials of the Labour Department of the Government of India on 24 and 25-6-1940 to discuss the workers' demand for dearness allowance. It is understood that the deputationists urged the setting up of a machinery under the Trades Disputes' Act for the purpose, despite the official contention that the case for enquiry has been greatly weakened by the recent fall in prices.

As a result of the discussions, the Government of India has provisionally agreed to constitute a Court of Enquiry to go into the question of dearness allowance for railway workers.

(The Hindustan Times, dated 26-6-1940).

Cost of Living.

Variations in Cost of Living of Cawnpore

Mill Workers: Increase of 8 per
cent since August 1940.

According to details published in the Leader, Allahabad, dated 12-6-1940, indices based on a sample of 300 family budgets and worked out with a view to obtaining an approximate measure of the variations in the cost of living of mill-workers at Cawnpore since the outbreak of the war indicate that as compared to August 6, 1939, cost of living had increased by 8 per cent. on May 19, 1940. The fortnightly variations in the cost of living since the beginning of this year are, on the same basis, as shown below:

1940.	August, 6, 1939.	...	100
	January, 14	...	112
	28	...	112
	February 11	...	112
	25	...	109
	March, 10	...	110
	24	110
	April, 7	...	109
	21	...	110
	May, 5	...	109
	19	...	108

During the fortnights in the months of April and May, 1940, the rise in the prices of foodstuffs, as a whole, did not exceed 7 per cent; the rise in the prices of non-food articles, as a whole, varied from 15 per cent. to 18 per cent.

(The Leader, dated 12-6-1940).

Employment.

National Service (Technical Personnel) Ordinance, 1940.

The Governor General issued on 29-6-1940 the National Service (Technical Personnel) Ordinance, 1940, investing the Governor General with power to control the employment and distribution of technical personnel in British India. The reason for the Ordinance is the war emergency "which renders it necessary to take power to require industrial undertakings to release technical personnel for employment in factories under the Crown or declared to be engaged on work of national importance, and to require technical personnel to undertake employment in any such factory". The ordinance came into force from the date of its promulgation.

The following is a brief summary of the main provisions of the Ordinance:-

All technical personnel above 18 years of age, and under 60 who are British subjects, with certain exceptions (persons in the fighting services, etc) are liable under the Ordinance to undertake employment in the national service. According to the schedule appended to the Ordinance, technical personnel include (a) Managerial staff (civil and mechanical engineers, works and production managers, etc) (b) supervisory staff (foremen, inspectors, chargemen, etc) and (c) skilled and semi-skilled employees classified under 64 heads (brick-layers, carpenters, crane drivers, electricians, fitters, masons, plumbers, turners, vulcanisers, etc). Notified factories, namely factories notified by the Government as engaged in the production of munitions or other war supplies or in work which, is likely to assist the efficient prosecution of the war are eligible to apply to the National Service Labour Tribunals (set up under the Ordinance) for technical personnel. The Tribunals may^(a) require the owner or manager of any industrial undertaking other than a notified factory to release such technical personnel as it may specify for employment in the national service in notified factories, and (b) direct technical personnel, who are either unemployed or are not already employed in a notified factory, to undertake employment in the national service in any notified factory.

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Employers are required to reinstate in their former employment technical personnel released from national service.

- *Gazette*
(The ~~Government~~ of India Extra-ordinary, dated 29-6-1940, pages 267 - 274).

The National Service (Technical Personnel)

Rules, 1940.

The National Service (Technical Personnel) Rules, 1940, issued under section 19 of the National Service (Technical Personnel) Ordinance, 1940, are published at pages 275 to 287 of the Gazette of India Extraordinary, dated 29-6-1940.

Training of Skilled workers for Munitions and
other War Industries: Government
Orders Enquiry.

The question of securing and maintaining an adequate supply of skilled personnel for ordnance factories in India as well as for firms engaged in the production of munitions and other supplies essential for the prosecution of war has been engaging the attention of the Government of India. The demand for skilled workmen for ordnance and other factories is growing and in view of the necessity for increased production of war materials in ~~INDIA~~ India this demand is likely to grow still more. Government are taking certain measures to meet in this regard the immediate needs of munitions and other factories engaged in essential war work but they feel that they must also take prompt action to adapt the present system of technical education in the country so as to ensure an increased supply of trained men of the required skill. The Government of India have accordingly decided to set up a Committee with the Educational Commissioner with the Government as chairman with the following terms of reference:-

(1) To examine the training at present imparted in the technical institutions in India and to report (a) in what respects this training is defective for the needs of war time industry, and for what reasons; (b) how the training can be brought up to such a standard as will fit the student for employment as skilled artisans as quickly as possible, and

(2) To consider and report - (a) what institutions could most usefully be assisted and whether particular institutions should be asked to train for particular industries. (b) what form the assistance should take, e.g., financial or advisory or both, and (c) what requirements if any should be fulfilled as a condition for the grant of such assistance.

The object of the enquiry is not to review technical education generally but to ascertain to what extent technical institutions can be used or adapted for training skilled men for industrial purposes.

The Committee is required to submit its report to the Department of Labour in one month.

(The Gazette of India Extraordinary,
dated 29-3-1940, pages 265 to 266).

List of more important Publications received in this Office
during June, 1940.

Conditions of Labour.

1. Annual Report on the Working of the Workmen's Compensation Act, 1923, in the Province of Sind, for the year 1939. Printed at the Government Press, Karachi. 1940. Price Rs. 0-2-0 or 3d.
2. Report of the Committee appointed to enquire into the working of the Sugarcane Rules and Labour Conditions in Sugar Factories, Volume I. Printed by the Assistant Superintendent-in-Charge, Government Press, Lucknow. 1940. Price Rs. 0-2-0.
3. Annual Factory Report of the Bombay Province for 1939. (Including Notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Printed at the Government Central Press, Bombay. Obtainable from the Superintendent, Government Printing and Stationery, Bombay, or through the High Commissioner for India, India House, Aldwych, London, W.C.2, or through any recognised bookseller. Price Rs. 0-4-0 or 5d.

Economic Conditions.

1. The Proceedings of the Meeting of the Standing Finance Committee for Railways, 9th April, 1940. Volume XVII No.1. Published by the Manager of Publications, Delhi. 1940.
2. Report on the working of the Department of Industries in the Central Provinces and Berar for the year ending 31st March 1939. Government Printing, C.P. and Berar. 1939. Price 1-4-0.
3. Statistical Tables relating to Banks in India. 24th issue. 1937. Published by order of the Governor-General in Council. Published by Manager of Publications, Delhi. Printed by the Manager, Government of India Press, Calcutta. 1940. Price Rs. 4-0-0 or 6s. 6d.

Migration.

1. Annual Report on the Working of the Indian Emigration Act, 1922 for the year 1939. Printed at the Mysore Residency Press. Published by the Manager of Publications, Delhi. 1940. Price Rs. 0-10-0 or 18s. 6d.
2. Annual Report of the Agent-General for India in the Union of South Africa for the year ending 31st December, 1938. Published by the Manager of Publications, Delhi. 1940. Price Rs. 1-0-0 or 1s. 6d.

Agriculture.

1. Proceedings of the Third Meeting of the Animal Husbandry wing of the Board of Agriculture and Animal Husbandry in India, held at New Delhi from the 20th to the 23rd February, 1939 (with appendix) Printed by the Manager, Government of India Press, Simla. 1940.
2. Agriculture and Animal Husbandry in India, 1937-38, Issued under the authority of the Imperial Council of Agricultural Research, published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, Calcutta. 1940.
3. Agricultural Statistics of India, 1936-37. Volume II. Eighty-third issue. Area, classification of area, area under irrigation, area under crops, live-stocks, and land revenue.

assessment in certain Indian States. Published by order of the Governor-General in Council. Published by Manager of Publication Delhi. Printed by Manager, Government of India Press, Calcutta, 1940. Price Rs. 4-12-0.

4. Report on the Land Revenue Administration and on the operations of the Land Records and Settlements Departments in the Central Provinces for the year ending the 30th September, 1938. Government Printing, Central Provinces and Bihar, Nagpur, 1940.

Co-operation.

1. Annual Report on the Working of Co-operative Societies and Rural Development in the Province of Bombay for the year 1938-39. Printed at the Government Central Press, Bombay. Obtainable from the Superintendent, Government Printing and Stationery, Bombay, or through the High Commissioner for India, India House Aldwych, London, W.C.2, or through any recognised bookseller. Price Rs. 0-7-0. or 9d.
2. Report of the Superintendent of Cottage Industries, Burma, for the year ending the 30th June, 1939. Superintendent, Government Printing and Stationery, Burma, 1940. ~~XXXXXXXXXX~~ Price Rs. 0-8-0 or 9d.

Organisations, Congresses, etc.

1. The Employers' Federation of India. Summary of the Conclusions of the First Conference of Provincial Labour Ministers held in January, 1940. Patel House, Churchgate Street, Fort, Bombay.
2. Report of the Committee of the Bengal Chamber of Commerce for the year 1939. Volume I. Printed at the Criterion Printing Works, 8- Jackson Lane, Calcutta. 1940.
3. Indian Jute Mills Association, Calcutta: Report of the Committee for the year ended 31-12-1939. Printed at the Star Printing Works, 30-Shibnarain Das Lane, Calcutta.

Miscellaneous.

1. Administration Report of 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. 1940. Price Rs. 5-0-0 or £ 0-8-3.
2. A Hand Book of Information of the School of Economics and Sociology, University of Bombay. 1940-41.

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for July 1940.

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17. List of more important publications received in this Office during July 1940.

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National Labour Legislation.

Government of India.

Payment of Wages (Amendment) Ordinance, 1940.

The Governor General has promulgated an Ordinance to amend the Payment of Wages Act, 1936, so as to enable an employer to deduct from the wage of a person employed by him sums intended for investment in furtherance of approved War Savings Schemes.

(The Gazette of India, Extraordinary, dated 2-7-1940, page 291).

The British War Savings Movement has, in respect of Federal railways, mines and oil-fields, been declared by the Government of India, an approved War Savings Scheme.

(Notification No. 2.3068 dated 4-7-1940: The Gazette of India, Part I, dated 6-7-1940, page 983).

Government of India.

The Draft Explosives Rules, 1940.

The Government of India has published the draft of the Explosives Rules, 1940, which it proposes to issue. The rules relate to the general administration of the Indian Explosives Act, 1884. The draft is to be taken into consideration by 17-9-1940.

(Notification No. M-1217 dated 17-7-1940: The Gazette of India Extraordinary, dated 17-7-1940, pages 351 & 425).

Government of India.

Authorisation of Deductions from Wages for Amenities and Services.

The Government of India has authorised the deduction from wages of persons employed by federal railway administrations, for certain specified amenities and services.

(Notification No. L.3070, dated 4.7.1940: The Gazette of India, Part I, dated 6.7.1940, page 983.)

2

Government of India.

Scale of Provisions for Lascars in Home-Trade Ships.

The Government of India has amended the daily scale of provisions in the case of lascars and other native seamen engaged for service on home-trade ships, and has fixed new scales.

(Notification No. 31-M.II(4)/40,
dated 13-7-1940: The Gazette of India, *Part I*,
dated 13-7-1940, pages 998).

Bengal.

The Bengal Payment of Wages (Procedure) Rules, 1940.

The Bengal Government has published the Bengal Payment of Wages (Procedure) Rules, 1940.

(Notification No. 2180 Com. dated
2-7-1940: The Calcutta Gazette,
Part I, dated 11-7-1940, pages
1905 to 1914).

Bengal.

Draft Amendment to Payment of Wages, Rules, 1937.

The Bengal Government proposes to amend the Payment of Wages Rules, 1937, in regard to deposits of amounts involved in claims arising out of deductions from wages or delay in payment of wages or penalty for malicious or vexatious claims. The draft is to be taken into consideration by 31-10-1940.

(Notification No. 2379 Com. dated
16-7-1940: The Calcutta Gazette,
Part I, dated 25-7-1940, page 2049
to 2050).

Bombay.

Amendment to Hazardous Occupations (Rubber) Rules, 1939.

The Government of Bombay has amended the Hazardous Occupations (Rubber) Rules, 1939, so as to authorise the Chief Inspector to relax the protective measures enumerated in clause 4(1) of the Rules (vide page 5 of our October 1939 report) in the case of any factory the arrangements provided in which are in his opinion sufficient to protect the persons employed.

(Notification No. 1539/34 dated
18-7-1940: The Bombay Government
Gazette, Part IV-A, dated 25-7-1940,
page 915).

Madras.

The Madras Agency Debt Bondage Abolition Regulation, 1940.

A system of debt bondage called "gothi" is practised in certain parts of the "partially excluded areas" in the districts of Vinnagapaten and East Godavari in the Province of Madras. Under this system, a labourer contracts debts which he agrees to pay off by working for the creditor. The debts accumulate and are never entirely repaid, with the result that the debtor will ordinarily be in bondage to his creditor for life. In some cases the bondage extends to the debtors' children. The Madras Agency Debt Bondage Abolition Regulation, 1940 (Madras Regulation III of 1940), abolishes this system and renders void all gothi agreements entered into after the commencement of the Regulation.

The Regulation provides for written labour agreements under which advances intended to be repaid by labour can be regulated in an equitable manner. Any labour agreement entered into after the commencement of the Regulation by which a labourer agrees to repay the advance with interest thereon by rendering service to the employer cannot be enforced if a copy thereof has not been filed in the office of the Agency Divisional Officer or other authority appointed by the Government, or if the period for which the labourer is to perform service exceeds or is likely to exceed one year. The Government is given power to fix the standard of wages from time to time. If the standard of wages is not fixed, the wages of a labourer should not be less than Rs. 7 per mensem where he is not fed by the employer, and Rs. 4 per mensem where he is fed by the employer. Agreements under the old gothi system subsisting on the date of the commencement of the Regulation cannot be enforced, unless they are settled in accordance with the principles laid down in the Regulation. A labourer can free himself from the obligation to perform labour under an agreement at any time by paying off the balance of the advance left after deducting the value of labour already performed. The agreement will lapse on the death of the labourer and cannot be enforced against his heirs or his estate. If the labourer withholds the stipulated labour or does not perform it with reasonable assiduity, the employer can terminate the agreement on one month's notice and apply to the Agency Divisional Officer to recover the money value of labour not performed.

(Notification No. 16: G.O. No. 111
Legal, dated 27-6-1940: Fort St.
George Gazette, Part I, dated 9-7-1940,
pages 891 to 893.)

4

Punjab.

Rice-Husking Factories declared Seasonal

The Punjab Government has declared all rice-husking factories in the province to be seasonal factories for the purposes of the Factories Act, provided that in the case of factories in which rice-husking is combined with other operations, only those of them will be treated as seasonal factories in which the combined operations are of a 'seasonal' nature. Those in which rice-husking is combined with operations of a 'perennial' nature, will be treated as perennial factories.

(Notification No. 5091-I. & L. 40/28924 dated 9-7-1940: The Government Gazette, Punjab, Part I, dated 12-7-1940, page 1268.)

Punjab.

Rules re. Persons exempted from Restrictive Provisions of
the Factories Act.

The Punjab Government has promulgated certain Rules under Section 45 of the Factories Act. The Rules define the classes of persons deemed to hold positions of supervision or management and persons working in confidential capacity, the nature of work which may be claimed to be urgent repairs, and the classes of workers who are deemed to be employed on preparatory and complementary work, intermittent work, continuous processes, etc.

(Notification No. 4952 - I. & L. 40/28944 dated 9-7-1940: The Government Gazette, Punjab, Part I, dated 12-7-1940, pages 1268 to 1271.)

Sind.

Draft Amendment of Payment of Wages Rules, 1936.

The Sind Government proposes to amend the Sind Payment of Wages Rules, 1936; the amendments proposed relate to the form in which returns under the Act are to be made.

(Notification No. 154-M/38 dated 10-7-1940: The Sind Government Gazette, Part IV-A, dated 18-7-1940, pages 1230 to 1234).

United Provinces.

Provision of Shelters during Periods of Rest.

The Government of the United Provinces had amended Rule 93 of the U.P. Factories Rules, so as to provide in factories employing more than 150 persons adequate shelter facilities for workmen during periods of rest. (Notification No. 829/XVIII - 1044-38 dated 26-3-1940: The U.P. Gazette, Part I-A, dated 30-3-1940, page 210).

The Government has recently issued a further notification detailing the classes of factories to which the amended Rule 93 will apply. Such factories are: (1) tanneries; (2) clothing factories; (3) harness, saddlery and boot factories; (4) railway workshops and factories; (5) water works pumping stations; (6) all textile factories (including woollen, cotton, cotton waste, and jute factories); (7) electricity generating and transforming stations; (8) iron and steel smelting and rolling mills; (9) flour mills; (10) all general engineering works; (11) perennial sugar factories and distilleries; (12) chemical works; (13) bone mills; (14) match factories; (15) oil mills; (16) vegetable ghee factories; (17) turpentine and resin factories; (18) woodworks and wood-product factories; (19) paper mills; (20) strawboard and paper-board factories; (21) glass factories; (22) brushware factories; and (23) ginning, pressing and baling factories.

(Notification No. 1640/XVIII - 1044 dated 29-6-1940: The U.P. Gazette, Part I, dated 6-7-1940, page 548).

6

Social Policy.

Immediate Labour Legislation Proposals: Joint Conference
of Industrial Employers proposed by All India
Organisation of Industrial Employers
to consider Proposals.

A meeting of the Committee of the All-India Organisation of Industrial Employers was held at Calcutta on 21-7-1940 under the chairmanship of Lala Shri Ram to consider the proposals for labour legislation put forward by the Government of India in pursuance of the decisions of the First Labour Ministers' Conference held at New Delhi in January 1940 (vide pages 6 to 8 of our January 1940 Report)

With regard to the various proposals as regards sickness insurance, recognition of trade unions, etc, circulated to all Provincial Governments by the Central Government, the Committee decided that a Conference of all industrial employers in India should be held under the joint auspices of the All-India Organisation of Industrial Employers and the Employers' Federation of India to decide upon the line of action which they should adopt with regard to these proposals. The Committee further decided that such a Conference should be attended by a representative each of the major industries which are affiliated to the Organisation, such as, cotton textiles, sugar, mining, tea planting, jute baling, salt, glass and shipping. The attitude of the organisation and its views on the question of sickness insurance to be submitted to the Joint Conference were also discussed. As regards the question of recognition of trade unions, the Committee has decided to consult its affiliated industrial associations in all the Provinces, before formulating its opinion.

It is expected that the proposed Conference would be held in September 1940 in Bombay under the joint auspices of the Employers' Federation of India and the All-India Organisation of Industrial Employers.

(The Amrita Bazar Patrika, dated
23-7-1940).

Labour Advisory Board: Set up by Sind Government.

The Government of Sind has constituted an Advisory Board of persons interested in labour matters for promoting better relations between employers and employees and to advise Government on labour matters in general. The functions of the Advisory Board are:

(a) to offer expert opinion and advice on all important matters concerning labour, (b) to conduct surveys of labour, (c) to examine comprehensively problems of labour in all their aspects, (d) to devise schemes for the development of better relations between employers and employees, (e) to call for information and advice regarding labour developments of special value or interest to Sind, and (f) to examine any other question on the subject considered suitable by the Board.

The Minister for Education is Chairman, and the Commissioner of Labour, the Secretary of the Board. The personnel of the Board, which consists of twenty members, includes men selected to represent both employers and employees.

(Notification No. 540 M/40 dated 24-7-1940, Sind Government Gazette dated 1-8-1940, Part I, page 1908).

Conditions of Work

Hours of Work

Demand of Shop Employees in Bengal for Sunday Closing: Government postpones Action.

The Bengal Legislature has under consideration the Bengal Shops and Establishments Bill to regulate hours of work, leave and payment of wages to persons employed in shops and commercial establishments and establishments for public entertainment or amusement (vide pages 1 to 2 of December 1939 and pages 1 to 2 of June 1940 reports of this Office). According to a press-note issued by the Director of Public Information, Bengal, on 12-7-1940, a request was recently made to the Bengal Government by a large body of employees in shops and commercial establishments that even before the Bill is enacted into law Government should, by an Ordinance, close all shops on Sundays and thus give them some relief. Government invited opinion of different organisations in the Province on this suggestion, but protests have been made against compulsory closing on Sundays as it has been represented that the fixing of the day of the weekly holiday must be left to the employers. The Bill comes up for consideration in the Bengal Council on 30-7-1940; Government has, therefore, decided that no Ordinance need be promulgated now.

(Press Note issued on 12-7-1940
by the Director of Public Information,
Bengal.)

Reduction of Hours of Work in Jute Mills from 54 to 45.

The Indian Jute Mills Association at its meeting on 16-7-1940 has decided to reduce the weekly hours of work in jute mills from 54 to 45 from 12-8-1940. The reduction will not however affect mills with 220 looms or less.

In explaining the reasons for this decision, it is pointed out that since the reduction of hours from 60 to 54 on 8-4-1940 there has been a reduction in Hessian stock, amounting to 120 millions of yards, but the stocks of heavy goods have shown an increase of 25 millions yards. Against this, however, the large sandbag orders will be completed by mills at the end of July 1940, and it is known that at present about one sixth of the total looms in the Association are engaged in the manufacture of sandbags. The Controller of Purchase (Jute) has been informed that orders for sandbags of the same magnitude as those previously given cannot reasonably be expected, although orders for other materials are forthcoming. Another factor which influenced the decision is the decreasing shipments abroad of jute products.

(The Amrita Bazar Patrika, 18-7-40)

9

Industrial Health and Safety.

Progress of Safety First Association of India, Bombay, in 1939*.

Industrial Safety Service.— During the year, 11 communiques were issued bringing the total, since this service was instituted in 1935, to 49. The Association took steps to bring the communiques to the notice of workmen through their Safety First Committees.

Factory Safety Committees.— Industrial members of the Association were advised that their plan of campaign should be directed towards the elimination of the causes of accidents which are typical and that the best course would be to institute Factory Safety Committees and delegate to them the important function of improving efficiency through accident prevention. It is reported that not only were several new committees formed but the committees organised in previous years continued to work successfully. Reports from several industrial concerns showed that through these committees accidents had been reduced by as much as 50 per cent.

Propaganda Posters.— To meet the requirements in regard to instruction for the restoration of persons suffering from electric shock, the Association had issued a chart illustrating the two common methods of artificial respiration, viz., Prone and Sylvester methods. The value of this poster was quickly recognised and over, 1000 copies were distributed during the year. To meet the requirements of organisations whose employees could not understand English, the poster was reprinted in Marathi.

The Association also reprinted 5,000 copies of the caution board for use in connection with medium pressure electrical installations. Unfortunately many industrialists who had posted this poster on the walls of their workshops expected that alone to prevent accidents. This failed to attract the workers and teach them to observe the precautions. The Association has suggested that workers' attention should be drawn through Factory Safety Committees. It is also suggested that it would be an advantage if the Red Triangle were painted on all machines and approaches which require caution in handling and passing.

Safety Codes.— Alarmed at the increase in the rate of accidents in the sugar industry, the Association obtained from the Javanese Government a copy of their safety regulations governing sugar factories. This was translated into English (through the courtesy of the International Labour Office, Geneva) and published. The regulations consist of three parts, viz., (1) general provisions, (2) protection of mechanical prime movers, machines, appliances and installations, (3) safety arrangements for electrical power plant, machines, apparatus and installations. Over 50 sugar factories have been benefitted by this service.

* The Safety First Association of India. Report of the Council, Income and Expenditure Account and Balance Sheet for the year ended 31st December 1939.

The Association took up the question of lift legislation with the Chamber of Commerce and the Government of Bombay as far back as 1934. Its efforts resulted in the Bombay Lift Act, 1936. A Technical Committee consisting of representatives of the Bombay Electric Supply and Tramways Company and all known representatives or agents in Bombay of lift manufacturers was subsequently appointed to draw up an agreed set of Draft Rules which may suitably form the basis of what was required under this Act. This Committee finished its labours during the year and a set of Draft Rules for passenger lifts was submitted to Government.

Film Service.- The Association's film service was availed of by police departments, educational institutions and several industrial and social organisations. These were shown in Moradabad, Calcutta, Madras, Bombay, Surat, Ahmedabad, Hubli, Dharwar and other centres. Reports indicate that these exhibitions have awakened public consciousness to the gravity of the accident peril and the need of preventing it by organised safety measures.

Appointment of Committee of Enquiry under Coal Mines Safety Stowing Act.

Under section 11 of the Coal Mines Safety Stowing Act a Committee of Enquiry has been set up from among the members of the Indian Mining Association, the Indian Colliery Owners' Association, and the Indian Mining Federation, to enquire into references arising out of orders passed by Inspectors of Mines to mine-owners in respect of protective measures, including stowing, in mines.

(The Amrita Bazar Patrika, 24-7-1940)

Wages.

Wages in Textile Industry of Bombay and Ahmedabad.

There has of late been a controversy between Bombay and Ahmedabad over the question of the textile wage-levels in the two centres. Representatives of the Ahmedabad industry have been categorically asserting that the level of wages obtaining in that centre is 15 per cent. to 20 per cent. higher than that in Bombay. These assertions have affected adversely the industry in Bombay, and the Bombay mill-owners have, therefore, issued a Note explaining the wage position in Bombay.

Basis of Calculation of Wages wrong.-- The Note states that a recent statement of the President of the Millowners' Association of Ahmedabad that their wages were higher than those in Bombay seems to have been based on certain wage statistics contained in the interim report of the Textile Labour Inquiry Committee. But the figures of average earnings set out in that report are in no way comparable. The occupations on which the Bombay average was calculated were not all numerically important, nor were they representative. If the average wage in each centre had been struck, taking into consideration the earnings of all workers, the results would have been very different.

Comparison of Wage Rates:-- It was established in the conciliation proceedings that the average wage in Ahmedabad was Rs. 35 per month. The corresponding figure for Bombay was Rs. 32-1-6 per month, which is about 9 per cent. less than the average wage in Ahmedabad. The average wage in Bombay, however, is lower than it should be owing to the fact that the mills in Bombay employ a large surplus of women labour in reeling and winding. There is very little reeling in Ahmedabad as most of the yarn is used up in weaving.

Greater Number of Women Workers in Bombay.-- On the other hand, a considerable quantity of saleable yarn is produced in Bombay and this entails the employment of a large number of women workers. The piecework rates in both reeling and winding in Bombay are high, but owing to the surplus numbers employed, these women operatives do not get full work and their average earnings per month are around Rs. 18. The low monthly earnings of this very large complement of women workers, who are not kept fully employed obviously reduces considerably the general average wage level in Bombay.

In Ahmedabad, on the other hand, surplus labour is not employed in the reeling and winding departments, and the average wage level is not adversely affected on this account.

Difference in Character of Production.-- Apart from this factor, other important contributory causes for the wage differences are that there is considerable difference in the character of production; and that the Government Labour Office in compiling the official wage statistics for the Ahmedabad industry has not taken into consideration the wages paid to

contract labour. Another point is that in occupations such as reeling and winding, where the earnings are relatively low, Ahmedabad mills engage fewer hands than in Bombay. Moreover, the average count in Ahmedabad being finer and the machines being longer than in Bombay, the number of doffers employed, say, per 10,000 yards, is much less than in Bombay. This larger number of low-paid workers in Bombay tends to lower the average earnings for Bombay. Another factor which contributes to the higher average earning in Ahmedabad is the newness of the machinery and the larger number of spindles on each frame.

As regards the relative wage levels at the two centres at present, the Bombay cotton mill worker has been receiving a dearness allowance of Rs. 3-4 per month since 1st December, 1939, against a dearness allowance per worker in Ahmedabad mill of Rs. 3-8 for February; Rs. 2-8-9 for March; and Rs. 1-14-7 for April and May, ¹⁹⁴⁰. The total dearness allowance paid to those mill workers in Bombay who worked continuously from 1st December to 31st May, would, therefore, amount to Rs. 19-8 per worker, against a payment in Ahmedabad in the same period of Rs. 9-13-11 per worker.

(The Indian Textile Journal, July 1940
Issue 1. Also Excerpt from the Proceedings
of the Committee of the Millowners'
Association, Bombay, for June 1940).

Does Bonus form Part of Wages? Bombay High Court
Decision in the Negative.

Reference was made at pages 16 to 17 of our May 1939 report to a test case instituted in Bombay to get a court ruling whether bonus formed part of "wages" as defined in the Payment of Wages Act. The City Sub-Divisional Magistrate and the District Judge of Ahmedabad gave judgments to the effect that bonus did form part of "wages". The Arvind Mills, Ahmedabad, the party adversely affected by the decision, appealed to the Bombay High Court against the District Judge's decision and it has recently pronounced judgment reversing the lower courts' decision.

Respondent's Case.- Counsel for the Respondent contended that the term "Wages" has been defined in the Act so as to include all payments of money to employees which "would be payable" subject to certain authorized deductions. It is not restricted in meaning to the amount actually paid. The section expressly includes "bonus" in the term "wages". It was further argued that it was not open to a workman to contract himself out of the Act and to subject himself to a condition - e.g., that he would not be entitled to any part of the bonus at all if he did not attend 6 full days in a week. If he actually happened to attend only 4 out of the 6 days in a particular week he would be entitled under the Act to 3/4 of the bonus, in spite of any such condition attached to the bonus. Such condition would be invalid, and the employee could claim a proportionate part of the bonus.

Applicant's Case.- On the other hand, Counsel for the Applicant argued that the term "wages" in the Act applied only to such wages as had been earned according to the terms of the contract of employment. He further stated that in the present case, the workmen in question had

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not fulfilled the condition attached to the bonus, and that therefore they had not earned it, and it did not fall within the definition of "wages" in Sec.2 (vi) of the Act. The Act was intended to help the workmen and the interpretation sought to be put by the Respondent and accepted by both the lower courts would not benefit them, for, in ~~farther~~ future no employer would declare any such bonus at all.

High Court's Decision.- The Chief Justice delivering the judgment of the High Court, Bombay, accepted the arguments advanced by Counsel for the Applicant and expressed the opinion that the word "wages" in Sec. 2(vi) had to be read subject to anything repugnant in the context and that Sec. 7 of that Act which deals with payment could not possibly apply to wages which had not been earned. He therefore held that the bonus in the present case, not having been earned by fulfilment of the conditions by the workers in question, was not within the term "wages" in the Act and the employers were right in not paying any part of it at all. The Revision Application was therefore granted with costs throughout.

(Summarised from Circular No.131 dated
17-7-1940 issued by the Employers'
Association of Northern India,
Cawnpore.)

Industrial Disputes

Settlement of Industrial Disputes in U.P. Government to undertake Legislation.

According to the Associated Press of India, the adoption of an Industrial Disputes Act for U.P. is now under examination ~~and~~ by the U.P. Government. The Bill, it is learnt, is intended to stabilize conditions of labour and settlement of industrial disputes in the province. It may be pointed out that the last Congress Government ^{of the Province} had drawn up an Industrial Disputes Bill and had invited opinions thereon, among others, of the Cawnpore Masdoor Sabha and the Employers' Association of Northern India (vide page 7 of the July 1939 report of this Office). The Government, it is learnt, is now examining the views of these organizations on the Bill.

(The Leader, 15-7-1940.)

Nagpur Textile Strike.

Reference was made at page 31 of our June 1940 report to the dispute in the Nagpur textile mills on the question of the grant of a dearness allowance and to the notice given by the Nagpur Textile Labour Union to declare a general strike on 3-7-1940. The strike was declared on 3-7-1940, the number of workers affected being 17,000 (The Hindu, 7-7-1940). On the same date the Model Mills declared a lock-out (The Statesman, 5-7-1940). The management of the Express Mills, accepted on 3-7-1940 the recommendations of the Textile Enquiry Committee (for details of the Committee's recommendations, vide pages 42-43 of our May 1940 report), and the Union therefore decided to call off the strike in the Express Mills (The Hindu, 5-7-1940), but it was not until 15-7-1940 that the management was prepared to re-open the Express Mills. The workers of the Express Mills returned to work on 15-7-1940; the strike in the Model Mills, however, is continuing. On 26-7-1940 the workers started peaceful picketing of the mills. The C.P. Government is trying to bring about a settlement.

Forced Labour.

Abolition of Gothi System of Debt Bondage in
Madras.

The Government of Madras has issued a Regulation to abolish the system of debt bondage, called Gothi, existing in the "partially excluded" areas in the Madras Province. A summary of the main provisions of the Regulation is given in the section: "National Labour Legislation" of this report.

16

General

Assam Tea Garden Labour Enquiry Committee:
Government Orders Discontinuance of Enquiry.

Reference was made at pages 20-21 of our May 1939 and pages 14-15 of our July 1939 reports to the appointment of a Committee to enquire into and report on the existing conditions of labour in the tea plantations in Assam and to the hostile attitude of the Indian Tea Association, Assam, towards the Committee.

Replying to an interpellation in the Assam Legislative Assembly on 9-3-1940, the Hon'ble Mr. Abdul Matin Chaudhury, Minister for Labour, stated that the Government has decided not to continue the enquiry as the whole question of labour legislation has been reviewed at the First Labour Ministers' Conference held at New Delhi on 22 and 23-1-1940 (vide pages 6-10 of January 1940 report). It was also pointed out that consideration of labour legislation for the province will be taken up when the proceedings of the Labour Ministers' Conference become available.

(Assam Legislative Assembly Debates
of 9 and 11-3-1940; Vol. I, No.8,
pages 609-611.)

Industrial and Labour Statistics Bill:
Proposed Legislation by Central Government.

In order to collect certain statistics concerning labour and industries in the country, the Government of India, it is learned, proposes to introduce in the Central Assembly a Bill called "The Industrial and Labour Statistics Bill".

Provisions of the Bill.- The proposed Bill will authorize the provincial Governments to direct the collection of statistics relating to all or any of the following: (a) factories or any class of factories; (b) welfare and conditions of labour; and (c) industrial and labour disputes. It will make provisions for the issue of notices by prescribed authority to employers to furnish returns and empower such authority to have access to documents in the custody of the employer and to enter, at any reasonable time, the factory, shop or place of business of the employer. The Bill will confer rule-making powers upon provincial Governments subject to directions issued from time to time in this behalf by the Central Government. Rule-making powers of the provincial Governments will cover particulars in regard to the following matters: particulars to be furnished in relation to any matter in respect of which statistics can be collected; the manner in which notices calling upon employers to submit returns may be issued; and the time within which such returns shall be furnished.

The Government of India, it is reported, is now consulting the provincial Governments regarding the provisions of the draft Bill.

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It may be pointed out that the Bill is the outcome of one of the decisions of the Labour Ministers' Conference held at New Delhi in January 1940 (vide pages 6 to 8 of our January 1940 report).

(The Statesman, 15-7-1940)

Economic Conditions.

Depression in Cotton Textile Industry:

Curtailment of Production effected.

Since the war began, the cotton textile industry of India has been experiencing a depression and in several centres steps have been taken to curtail production.

The mills in the Central Provinces were the first to act, and now these cotton textile mills in Bombay intend stopping work totally and six others intend discontinuing their night shifts during July. As a result, nearly 9,000 men will be thrown out of employment in Bombay. The cotton textile industry in the United Provinces is also feeling the effect of the depression. One mill in Cawnpore is stopping the manufacture of certain lines and another will reduce its spinning section's working hours by discontinuing the night shift. Here, however, only a small number of workers, will be rendered unemployed.

War orders have no doubt given work to cotton textile mills in the U.P. and Bombay, but the industry in both centres is largely dependent on India's domestic demands, which have been dwindling steadily. In spite of repeated price reductions by local mills, the demand has been far from satisfactory.

Stocks are reported to be mounting, and manufacturing costs are higher than the bazar selling prices. A further curtailment of production may be necessitated soon.

(The Statesman, dated 14-7-1940).

Bengal Working Class Cost of Living: Plan

for collection of Data by Board of

Economic Inquiry, Bengal.

In order to prepare scientifically dependable cost of living index number for the labour population in the province, the Board of Economic Enquiry, Bengal, has, at the instance of the Bengal Government, drawn up a programme to collect family budgets and other relevant information in respect of industrial labourers.

Details of Scheme.-- To begin with, five important industrial areas will be selected. In each area, or "zone", the localities in which the labourers reside will be ascertained and, where necessary, a list of labourers and labour holdings prepared from the registrars of the industrial concerns and of Municipalities or Union Boards. From these maps and lists the Indian Statistical Institute will select at random about 1,000 labour families or two per cent. of the total number of labourers in the area, whichever is greater. A paid staff, trained both in the statistical and in the

practical side of the work, will then visit the selected labour families and collect the fullest possible information about the family budget of each family. The investigators will at the same time collect the price statistics and other relevant data about housing conditions and health of the labourers. Advantage will be taken of the experience gained in such enquiries already conducted in Madras, Bombay, Cawnpore, and other places to make the technique as perfect and results as accurate as possible.

The Government and the Board are anxious that the data collected and the index numbers prepared should be as dependable and authoritative as possible. To ensure success in the work, the active support and co-operation of the owners of industrial concerns, labourers and local bodies and leaders is sought by Government.

The enquiry is proposed to be made by replicated statistical random sample survey and the Board will obtain the assistance of Professor P.C. Mahalanobis of the Indian Statistical Institute, as its Statistical Adviser. The Sub-Committee conducting the enquiry will consist of the Labour Commissioner (Chairman), and Professor P.C. Mahalanobis, Dr. A.M. Mali, Professor J.C. Sinha, and the Secretary of the Board of Economic Enquiry as members.

(The Amrita Bazar Patrika, dated 12-7-1940)

Credit Facilities for Medium-sized Industries in Bengal:
Schemes examined by Bengal Industrial Survey Committee.

A scheme for organising a new credit machinery with necessary resources and equipment for undertaking responsibilities for long term finance, is under the consideration of the Finance Sub-Committee of the Bengal Industrial Survey Committee. The sub-committee is at present engaged in examining the details of a scheme for meeting the credit requirements of the medium-sized industries of the province.

Work of Industrial and Technical Education Sub-Committee.- The Industrial and Technical Education Sub-Committee has been making a comprehensive enquiry into the problem of technical training available in the province in order to meet in a more effective and satisfactory manner the requirements of different kinds of industries — large, medium-sized and cottage — with special reference to the present organisation and equipment of different types of technical institutions now working in Bengal. At present the question of providing wider facilities for training in apprenticeship through a suitable scheme for bringing some of the existing higher technical institutions into closer touch with industrial employers, or organising new ones for some of the major industries, is under consideration of the sub-committee. It is expected that the enquiry will be completed by the end of August, 1940.

The Secretary of the Survey Committee has addressed a circular letter to important industrial firms in the province, requesting them to supply him with necessary information so that he may appraise the

position in regard to opportunities hitherto available for apprenticeship training to the young men of the province.

(The Amrita Bazar Patrika,
dated 19-7-1940).

Economic Survey of U.P. Government's Plans
to conduct Survey along with 1941
Census.

Along with the population census enumeration due to take place in 1941, it is understood that a number of provinces and States propose to carry out special statistical inquiries of their own. The United Provinces, for instance, is thinking of having an economic survey.

(The Leader, dated 17-7-1940).

Proposed War Risk Insurance for India:
Outline of Government Scheme.

According to a Communique recently issued by the Government of India, at ^{the} instance of various associations in Bombay and Karachi, the Central Government has recently been considering the establishment of a Government scheme for war risk insurance on commodities on land in British India. A rough outline of the scheme which the Central Government has under consideration is given below. It follows generally the lines of the United Kingdom scheme modified to suit conditions in India.

Outline of Scheme.- Risks to be insured against, "King's enemy risks", is defined in the United Kingdom Act, generally speaking, as risk of loss or damage caused by the acts of an enemy or by acts done in repelling any enemy.

Commodities to which the scheme will apply:- All commodities, except those such as growing crops, coal, cement, certain metals and other ores which are exempted in the United Kingdom scheme and mineral oils of all descriptions. War risk insurance will be compulsory in the case of all stocks of commodities of a value of Rs. 20,000 or more which are insured against fire, and voluntary in the case of stocks of commodities which are not insured against fire or which are insured for a less sum than Rs. 20,000.

Rate of Premium.- The rate of premium will be fixed at three-monthly intervals, and will be adjusted (either by increase or decrease)

on the basis of experience. The rate proposed in the first instance is $\frac{1}{8}$ per cent per month which is $\frac{1}{4}$ of the original British rate. The scheme will be administered by fire insurance companies in India as agents of the Central Government. Premiums received will be paid into a fund. Claims will be met from the fund, but if the fund proves insufficient to meet claims the necessary contribution to the fund will be made from general revenues. If at the end of the war the balance in the fund is in excess of claims, that balance will be credited to general revenues.

Various associations in India are being consulted on these proposals and on receipt of their replies which have been asked for urgently, the matter will be further considered by the Central Government.

(The Statesman, dated 20-7-1940).

Crisis in Sugar Industry:
Production Quotas and Prices to be fixed by Government.

The Indian sugar industry, which is a protected industry, has been in the last few months passing through a crisis due mainly to over-production and maintenance of high prices.

It is estimated that at present the industry is burdened with a carry-over of 300 to 400 thousand tons of sugar, as against a normal seasonal carry-over of 150,000 tons. Further, the area sown with cane has increased considerably, and in the normal course of events the production of sugar in the next season (1940-41) will also be heavy and will exceed the consumption by another 300,000 tons, so that there might be a carry-over of between 500 to 700 thousand tons in November 1941. At the same time, the Indian Sugar Syndicate, a body accorded statutory recognition by the Governments of U.P. and Bihar (these two are the principal cane-growing provinces) and which practically controls the industry, insisted on keeping the price of sugar high and fixed a minimum price, and this led to further accumulation of stocks. In June 1940, as the result of differences between the two Governments and the Syndicate, the former withdrew the statutory recognition they had accorded to the Syndicate and freed sugar factories from the obligation of being members of the Syndicate.

The problems facing the industrialists and the authorities are threefold: First, the manufacturing interests which have given a good account of themselves during a period of nine years of protection, by making India virtually self-sufficient in sugar have to be assured that they will be given adequate protection by the Government until the industry is able to stand on its own feet; at the same time, the industrialists have to exert themselves to put the industry on a sound footing. Secondly, the agriculturist cane-grower needs to be assured that he will get a fair price and thus benefit by the development of the industry. Thirdly, the Central Government has to watch vigilantly the interests of the consumer and to see that he gets a fair deal.

In his opening speech at the Sugar Conference held at Simla on 14-6-1940, Sir Hanaswami Mudaliar, Commerce Member, Government of India, directed pointed attention to the obligations entailed on a protected industry in the matter of ensuring that other interests do not suffer through the protection accorded to it. Emphasising this aspect, he said:

As a protected industry, the Central Government has a direct responsibility with reference to the sugar industry. It cannot dissociate itself from the reactions that may be taking place, from time to time by the manner in which the industry is conducted either by the proprietors or by any authorities. Being a protected industry, the Government of India has a responsibility not merely to

see that the amount of protection is sufficient to enable the industry to keep on its own legs, but also to see that the other interests which are connected with it are not unduly prejudiced....

The sugar industry is a big industry. In more than one respect, it differs from the cement industry or the textile industry and from other industries, because the raw material can easily deteriorate if it is kept for a length of time. The Tariff Board which examined the question of protection of sugar took that into consideration when it laid down as a corollary to the protection of the sugar industry that there must be a certain amount of protection to the sugarcane grower. The Government in 1934 passed the Sugarcane Prices Bill and the Legislature fixed a minimum price for the sale of sugarcane and the working of the Act was left to the Local Governments concerned. The object of the Act was to prevent the exploitation of the agriculturists by the very much more powerful industrialists.....

The Indian Fiscal Commission had remarked about a protected industry, that a time will come when the burden on the consumer would be relieved by the growth of such internal competition as would necessarily bring down the prices for the manufactured article. How far is this principle violated by the organisation of trusts or combines which fix minimum prices for the sale of a commodity and by such combinations prevent under pains and penalties anybody selling below a certain figure? Normally, in the capitalistic system, it is not a crime if traders come into a combine, but with reference to a protected industry that is not quite so simple, and I am not all sure whether steps should not be taken to prevent it. I do not suggest that in all circumstances, with reference to a protected industry, the fixation of a minimum price by a combine is necessarily wrong, but I do venture to state that such a state of affairs requires to be justified before the Government of India.

(Commerce and Industry, 25-6-1940)

As the result of further negotiations, the recognition withdrawn from the Syndicate by the U.P. and Bihar Governments in June 1940, has since been restored. A joint communiqué on the subject issued in the first week of August 1940 by the two Governments states that the following decisions have also been reached:

The present prices of sugar are to be brought down and correlated with probable prices of the next crushing season in order to relieve factories of stocks and thereby to give the maximum relief to cane-growers.

Production in the year 1941-42 should be regulated according to demand by regulating cultivation, while the supply stocks of the current year should be carried over the following year.

A marketing organization should be set up under the full control of the Government in respect of its policy regarding price quote and production.

The constitution of the Syndicate is to be revised. The Syndicate will have its headquarters at Cawnpore and the body will be a selling organisation only for the purpose of regulating sales within the

limits of prices and quotas fixed by the Government, and will confine its activities exclusively to the marketing of sugar; the election of the chairman of the Syndicate will be subject to Government approval, and the executive officer of the Syndicate will be nominated by the Government.

A Sugar Commission will be set up by the two Governments which will be the final authority on the subject of Government control on all matters connected with the production and sale of sugar, and fixing of cane prices.

(The Statesman, 8-8-1940)

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Social Insurance.

Pension for Jute Workers of Bengal:
Scheme under Consideration.

The possibility of all jute mill workers in Bengal being granted pension in the near future was hinted at by the Labour Minister of Bengal, Mr. H.S. Suhrawardy, in reply to certain interpellations on the subject in the Bengal Legislative Assembly on 18-7-1940. He said that the matter had been engaging the attention of the Government for some time and that he had impressed upon the employers the desirability of granting pension to workers and that many of them were doing so at present. The Minister proposed to have further discussions on the matter with the Indian Jute Mills Association and hoped that he would be able to come to a satisfactory agreement with them. He, however, said the difficulty was the want of proper service record "in the compilation of which subversive elements are creating all kinds of obstacles".

(The Hindustan Times, dated 19-7-1940).

Sickness Insurance Scheme of Government of India:
Views of Textile Labour Association and Millowners' Association,
Ahmedabad.

The Textile Labour Association, Ahmedabad, has submitted to the Commissioner of Labour, Bombay, its views on the sickness insurance scheme proposed by the Government. The Association states that "any scheme of sickness insurance would necessarily require compulsory contribution by the employers, employees and Government if sickness insurance for the workers is to take effective and tangible form. It would not suffice to provide only for some cash relief during the periods of sickness. Though such cash relief is a necessity, it would have to be supplemented by free medical treatment to the workers through a panel of medical practitioners in different industrial cities." The medical expenses, the Association says, will be met from the Sickness Insurance Fund created by compulsory contribution from the employers, employees and Government. The contribution by Government should also form an integral part of the Fund. With regard to the amount of contribution by the employers, the Association feels that, with the present inadequate wages of most of the workers, it would be equitable if the employers are made liable to contribute two-thirds of the total contribution. The Association agrees that workers getting more than Rs.25 per month should be made to contribute compulsorily 1/3rd of the total contribution. Contribution by workers whose wages are below Rs.25 per month, the Association feels, would entail very great hardship on them and they should be exempt from it, though they should be entitled to receive the benefit equally with

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others.

Ahmedabad Millowners' Association opposes Scheme.- The Millowners' Association, on the other hand, is of opinion that the depressed condition of the industry and the additional heavy and extravagant burden it has been called upon to bear makes it impossible for the industry to contribute even the smallest portion towards the scheme. It contends that the responsibility for such a scheme rests with the State, but for the present, on account of the war, it may not be possible for the Government to consider the undertaking of any financial liability.

(The Times of India, dated 17-7-1940).

Sind Secondary School Teachers' Provident
Fund Rules.

The Government of Sind has published a Press Note announcing Rules to regulate Provident Fund facilities for teachers in non-pensionable service in recognised secondary schools in Sind. The question of establishing a State-Aided Provident Fund for such teachers was under the consideration of Government during the years 1923-27, but it was postponed on financial grounds. Government now thinks that the time has come when it should be taken up in the general interest of secondary education.

Scope.- All secondary schools, including secondary schools for Europeans and Anglo-Indians, which are not recognised permanently by the Educational Department on 1-4-1940, and all secondary schools receiving recognition or grant, for the first time after the aforesaid date, shall adopt the scheme of the Fund. Secondary schools already recognised before 1-4-1940 may join the Fund within the period stipulated by the Director of Public Instruction, Sind. Those schools which have already established provident funds are to adopt the present scheme. These rules shall apply to all teachers in non-pensionable employment who receive pay of not less than Rs. 30 per mensem.

Teachers' Subscription.- The maximum amount of a teacher's subscription shall be one anna for each complete rupee of the teacher's monthly pay. A part-time teacher serving in two or more secondary schools at least one of which has adopted the scheme of the Fund shall subscribe separately as a teacher in each such secondary school adopting the scheme of the Fund on the basis of the pay received by him in that secondary school. When a teacher is in receipt of board and lodging as remuneration in addition to his pay, he may at his option subscribe in addition to the subscription on his pay one anna for each complete rupee of the estimated value of the board and lodging with the consent of the Controlling Officer. A teacher may subscribe during leave with pay. A teacher on leave without pay shall not be permitted to subscribe during the period of such leave.

Contribution by Management.— The Management shall 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, provided that in the case of a newly employed teacher the Management shall have the option of contributing after the teacher has put in a year's service in the secondary school. Contribution in excess of this limit shall not be permitted. Failure to contribute shall involve forfeiture of the ~~Government grant~~ Government grant. The Management shall not contribute out of the school funds for any period during which a teacher does not or is not permitted to subscribe to the Fund.

Contribution by Provincial Government.— The contribution of the Provincial Government shall be paid when the final payment to a teacher becomes due, and shall be paid in lump sum, equal to one-third of the sum standing to the teacher's credit on that date. If any balance is outstanding of any advance paid, that balance shall be deemed for this purpose to be part of the sum standing to the teacher's credit.

The Fund shall be managed by means of the Post Office Savings Bank System.

Advance from the Fund.— A temporary advance not exceeding three months' pay or half the sum standing to his credit whichever is less may be granted to a teacher from the amount standing to his credit in the Fund with the approval of the Controlling Officer for any of the following or other similar purposes - (i) to pay expenses incurred in connection with the illness of the teacher or a member of his family, (ii) to pay for the passage over the sea for reasons of health or education of the teacher or any member of his family, (iii) to pay expenses in connection with marriages, funerals or ceremonies which, by the religion of the teacher it is incumbent upon him to perform and in connection with which it is obligatory that expenditure should be incurred: Provided that the amount standing to the credit of the teacher shall not be reduced below Rs. 300. ~~Advances~~ Advances shall be recovered at the discretion of the Management in not less than twelve instalments and in not more than twentyfour instalments. ~~After~~ After the principal of the advance has been fully repaid, interest shall be paid thereon at the rate of $\frac{1}{5}$ th per cent. of the principal for each month or broken portion of a month during the period between the drawal and complete repayment of the principal.

(The Sind Government Gazette, Part I, dated 25-7-1940, pages 1869 to 1876).

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Working of the Workmen's Compensation Act, 1923,
in Assam in 1939.

During 1939, the year under report, Rs.27,348-3-3 was paid as compensation to the dependants of deceased workmen and to workmen permanently and temporarily disabled. Out of this amount Rs.11,288-0-6 was paid through Commissioners and Rs.16,060-2-9 by employers direct. In addition, the Deputy Commissioner, Sylhet, received Rs.3,194-2-0 from Bengal, for payment to the dependants of certain deceased workmen and the payment was made during the year.

The Tea Industry paid Rs.10,718-4-9 as compensation to dependants of deceased workmen and to workmen permanently or temporarily disabled. of this amount Rs.4,446 was paid through Commissioners and Rs.6,272-4-9 by employers direct. The Assam Oil Company and the Assam Railways and Trading Company paid through Commissioners Rs.3,619-0-6 to the dependants of deceased workmen and to workmen permanently disabled. They also paid a sum of Rs.9,546-5-6 direct to workmen permanently or temporarily disabled. Other Industrial concerns paid Rs.3,179 through Commissioners to dependants of deceased workmen and Rs.285-8-6 direct to workmen permanently and temporarily disabled.

The average number of ^{workmen} adults employed per day was 48,711 adults and 2370 minors.

(Extracted from Report on the Working of the Workmen's Compensation Act for 1939, forwarded to this Office by the Chief Secretary to the Government of Assam.)

* Printed letter No.G.-1766- G.J. dated Shillong, the July 1940, from the Chief Secretary to the Government of Assam to the Secretary to the Government of India, Department of Labour, embodying the Report on the Working of the Workmen's Compensation Act, for the year 1939.

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Employment, Unemployment and Vocational Training.

Settling Educated Unemployed on Land:

Details of Mysore Government's Colonisation Scheme.

Reference was made at page 24 of our May 1940 report to a colonisation scheme recently sanctioned by the Mysore Government to settle educated unemployed on land. Further details of the scheme, now available, are given below:

Salient features of the Scheme.- Fifteen acres of land to each colonist on lease for six years, an advance by Government to each colonist Rs. 1,500 for capital expenditure, a house and a cattle shed, bullocks and ploughs, and Rs. 500 annually for meeting working expenses: these are the salient features of the scheme for ~~an~~ the agricultural colony in the Irwin Canal Area in the Mysore State to afford facilities to suitable educated young men to engage themselves in agriculture. The Director of Agriculture has been requested to select, in consultation with the Revenue Commissioner, suitable lands in a compact block, if possible, and give wide publicity to the scheme, and start the colony at an early date.

Details of Scheme.- Persons who have read up to the Secondary School Leaving Certificate standard and who are either graduates in agriculture or have passed out of an agricultural school may be taken as colonists, the selection being made by a Committee appointed for the purpose. To start with, 10 colonists are to be selected. The colony will be under the direct charge of the Manager of the Irwin Canal Farm and the general supervision over the colony would be vested in a Committee with the Director of Agriculture as Chairman.

If the colonists succeed, the land would be conveyed to them at the end of six years at a fair upset price which may be fixed at the present market value of the land, the price being recovered in 10 annual instalments from the date of sale. The amount required for cultivation would be advanced to the colonists on the security of crops to be grown on the land and recouped every year as soon as the crops are harvested. Each colonist will be asked to give a deposit of Rs. 1,000 in token of his earnestness and as security for the amount advanced by Government. The colonists would be encouraged to take to industries subsidiary to agriculture, such as poultry-farming, dairying, sheep-breeding, etc.

The advance made to the colonists will carry no interest for the first four years and will bear interest at four per cent. per annum thereafter. The balance of advance after adjustment of the deposit will be recovered in five equal annual instalments after the fourth year. But if the colonist selects to purchase the land, the purchase price will include the balance of advance that may be due by him.

Cost of Scheme.- The scheme is estimated to cost Rs. 20,000 which will be advanced to the colonists, free of interest. Under the triennial rotation of crops and with the growing of money crops in the colony, the income of each colonist, it is estimated, will be about Rs. 600 per annum.

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Committee to execute Scheme.- A Committee with the Director of Agriculture, Mysore, as Chairman has been appointed to work out further details and give effect to the scheme.

(Mysore Information Bulletin,
July 1940.)

Unemployment among Coir Factory Workers in Travancore:
Government appoints Committee to frame Relief Measures.

The Government of Travancore has appointed a Committee to investigate the question of starting public {relief} works to meet the immediate necessities of unemployed labourers in Alleppey who have been thrown out of employment due to coir factories in the area suspending work in the situation caused by the war. The Committee will include representatives of both employers and labourers. A representative of the Public Works Department Advisory Committee and an officer of the Public Works Department will also be on the Committee.

Meanwhile, to avert the starvation of unemployed labourers, the owners of the major factories at Alleppey have agreed to give doles of rice to the labourers. Half the cost of this will be met by Government. In regard to labourers in small factories thrown out of employment, the doles will be given entirely at the cost of Government.

(The Hindu, 17-7-1940)

Un-
Registration of Educated, Employed in Sind:
Government Scheme.

It is understood that the Sind Government is ~~announcing~~ considering a scheme for the registration of educated unemployed with a view to afford them facilities for getting adequate and timely information about prospective avenues of employment.

(The Hindustan Times, 26-7-1940)

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Migration

Restrictions on Indian Immigration into Ceylon.

The Government of India is understood to have addressed an inquiry to the Ceylon Government about the nature of the proposed legislation for the control and restriction of immigration into Ceylon. It is learned that the Board of Ministers, at a recent meeting, approved of a despatch on the subject to be forwarded to the Government of India. The main principles of the legislation are that visitors to Ceylon will be admitted on permits and will have to return to the countries from which they came within a stipulated period, while others coming to Ceylon for employment, including estate labour, will have to obtain permission for the purpose.

(The Times of India, 18-7-1940).

Agriculture.

Progress of Consolidation of Holdings in India.

Investigations into the fragmentation of holdings in India shows that in the Punjab, the United-Provinces, the Central Provinces, the North-West Frontier Province and in the States of Baroda and Jammu and Kashmir the need for action has been recognised and action taken.

The Punjab.- In the Punjab some of the areas which were hitherto lying uncultivated owing to their being either small or unwieldy have now been brought under cultivation. On account of the change brought about in the shape and size of the fields, the interest of cultivators, in their land has increased and this has resulted in more efficient management of the fields and better yield of crops. In the rain-fed areas, it has now become more convenient to make embankments round the fields to retain rain water. It has resulted in an increased use of improved implements and better conservation of manures. With the improvement in the level of fields there is greater economical use of the irrigation water. The system of cropping has changed and poor crops are generally giving place to better ones.

Central Provinces.- In the Central Provinces it has improved the general standard of agriculture in the rice-growing tract of the Chhattisgarh division. The removal of bunds between small fields and straightening of field boundaries have added about two per cent to the actual area under rice crop. The gross produce of crops in the consolidated villages (in the Central Provinces) is estimated to have increased by about five to ten per cent. In general, consolidation of holdings has saved a good deal of the time and energy of cultivators formerly wasted in going over to scattered plots. The outstanding example of consolidation through the revenue staff is in the Chhattisgarh division (Central Provinces) where up to April 1938, over 1,100,000 acres had been repartitioned in 1,172 villages of Drug and Raipur districts, the average size of a plot being raised from half an acre of three and one-fifth acres, and the total number of plots brought down from 2,370,000 to 384,000. The average size of a rice field in these consolidated villages is now six times the size of former rice dells. Intervening bunds are being demolished and compact holdings have now come into being. The average cost of consolidation is four annas an acre and the entire cost of consolidating a village is willingly deposited by the villagers in advance.

(Indian Information, New Delhi.
dated 1-7-1940).

The Bengal Agricultural Debtors (Second
Amendment) Bill, 1940.

The Bengal Government intends introducing shortly a Bill to amend the Bengal Agricultural Debtors Act, 1935.

According to the Statement of Objects and reasons appended to the Bill, apprehensions aroused among landlords and creditors by discussions of the terms of the Bengal Agricultural Debtors Act, 1935, at the time of its passage through the Legislature, prompted many of them to take hurried action towards obtaining decrees in pending suits and towards executing them before such action could be stayed. Consequently, a large number of debtors lost their holdings through sales in execution of decrees before they were able to have recourse to any Debt Settlement Board for relief; and in a number of cases Civil Courts held and confirmed sales in execution of decrees in spite of the issue of a notice under section 34 of the Act. The main object of this Bill is to provide a machinery for restoration of such holdings to as many as possible of their former possessors, subject to the payment of proper compensation to the decree-holder.

(The Calcutta Gazette, Part IV-A,
dated 11-7-1940, pages 137 to
140).

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Navigation.

Proposed Home for Indian Seamen in Calcutta:
Government appoints Committee to draw up Scheme.

Reference was made at page 29 of our June 1940 report to the decision of the Government of India to appoint a Committee to consider the question of the establishment of a home for Indian seamen at Calcutta. It is now announced that the Committee has been appointed with the following personnel: Sir Thomas Elderton (Chairman), Messrs. C.E.S. Fairweather, W.A.S. Lewis, K.R. Daddow, G.L. Mehta, J. Worshead, K.A. Mohamed, B.G. Mukerji, Aftabali, Major J.H. Gorman, Doctor A.W. Malik and Captain J. Forsyth.

The Committee will draw up and submit to the Government a scheme for the proposed home and for its control and management and will suggest at the same time ways and means for the collection of funds for the ~~xxx~~ purpose.

(The Hindustan Times, 7-7-1940)

Conditions of Service of Teachers in U.P. Non-
Government Schools: Recommendations
of Committee.

The Government of the United Provinces appointed in 1939 a committee to examine the administration and working of the non-Government aided Anglo-vernacular institutions and to suggest ways and means for their improvement. The report of the Committee has recently been published; a summary of those recommendations relating to the conditions of work of teachers is given below:-

Salaries Grades.- Grades instead of a time-scale should be introduced for salaries as follows: (a) For trained graduates - Rs. 70-90-110-140; per month; (b) For trained under-graduates Rs. 40-50-60-80-100; (c) Language teachers, art masters and Manual Training teachers - Rs. 30-40-55-70; (d) Headmasters should be on a time scale as follows:- Single section school - Rs. 150-7 $\frac{1}{2}$ -210; Double section school - Rs. 150-10-250.

The grades for teachers in intermediate colleges should be Rs. 90-110-130-165-200.

Service Conditions.- The present teachers' agreement should be terminated and a new agreement should be drawn up to be signed by every teacher old and new. The period of probation should be one year. Managers of aided schools should be reminded of their responsibilities in regulating the amount of private tuition. Heads of aided institutions should not be allowed to undertake private tuition. Adequate reasons for giving notice of termination of services, to be included in the agreement should be (a) inefficiency, (b) general retrenchment decided upon for reasons of financial stringency or (c) the abolition of a subject or (d) the abolition of section or class. In no case should notice be valid without previous reference to the inspector. Two months' notice referred to in paragraph 12 of the present standard agreement should not include vacations. Paragraph 15 of the agreement should omit the word "discharge" and add the following proviso after (3) "provided that the manager or teacher in cases of discharge may refer their cases to the Director of Public Instruction for review through the inspector". No teacher should be employed in a school who is within one remove of relationship to any member of the managing committee, of the principal or the head master.

Service Conditions of Head masters and Principals.- The form of agreement for heads of institutions should be amended in accordance with the decision arrived at in connection with the teachers' agreement form. In paragraph 10 "adequate reasons" for giving notice would be inefficiency as a head master or principal. The period of probation for a head master or principal should be one year extendable to two.

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Transfer Facilities.— The inspector of schools may keep a register of teachers desiring transfer and will exchange this with other inspectors who may circulate it to schools. Any teacher who as a result desires mutual transfer may be accommodated provided the respective managers are willing. All applications should be made through the managers concerned.

Provident Funds.— Teachers' salaries should be paid not later than the day after that on which the fees are realised in accordance with paragraph 109 of the Code. Salaries should be paid by cheque on a recognised bank where one exists.

When the management fails to lodge their share of provident fund in the Post Office Savings Bank, the inspector should be authorised to deduct a proportionate amount from the next instalment of the grant and lodge it in the Post Office on behalf of the management.

The clerical establishment of recognised institutions should also be eligible for Government contribution to their provident fund.

Increased rates for provident fund necessary as a result of reducing the age of retirement to 55 should be referred to a departmental committee.

(The Hindustan Times, dated
9-7-1940).

Nutrition

"Rice": Nutrition Bulletin issued by Government of India.

The Government of India has recently issued in the Health Bulletin Series, a new Bulletin prepared by the Nutrition Research Laboratories, Coonoor, and approved by the Nutrition Advisory Committee of the Indian Research Fund Association. The bulletin entitled "Rice," deals in detail with the nutritive value of rice and the defects of the poor rice-eater's diet.

Rice is the staple food of about half the human race. In India the area under rice exceeds that under all other cereals put together. Diet surveys have revealed the composition of the poor rice-eater's diet, showing that he consumes in addition to his staple cereal, only very small quantities of such food as pulses, vegetables, fruits and meat. Milk and milk-products are taken in negligible quantities. In the circumstances the nutritive value of the main ingredient in the diet is of primary importance.

The bulletin describes the effect of milling on rice. The outer layers of the grain are richer in vitamins than the inner starchy part. Hand-pounding removes some of the outer layers, but does not very greatly impoverish the nutritive value of the grain. But when raw rice is machine-milled, there is a serious loss of vitamins and particularly of vitamin B (1), which prevents and cures the disease of beri-beri. But parboiled rice, even when highly milled, retains most of the anti-beriberi vitamin originally present in the unmilled grain. The washing of rice removes a considerable amount of food material, including about 50 per cent. of vitamin B (1). Cooking with excess of water also reduces nutritive value. A section of the bulletin is devoted to beriberi and it is shown that this disease is a serious public health problem in only one part of the country - Northern Circars districts of the Madras Presidency. The reason for this is that in this area the poor prefer raw rice. Elsewhere in India parboiled rice is usually preferred and this contains enough vitamin B (1) to prevent beriberi. Ways and means of improving the poor rice-eater's diet are also considered in the bulletin. The nutritive value of the staple itself can very easily be increased by preventing the losses occurring in milling, washing and cooking.

Supplementary Foods.- Finally, "supplementary" foods are discussed. The actual diet of the poor rice-eater and a well-balanced diet are compared and it is shown that the former contains too little milk, pulses, vegetables, and other foods. Milk supplies many of the needs in which rice diets are deficient. Skimmed milk and butter milk of good quality are valuable supplements. The partial substitution of rice by one of the millets, particularly ragi, improves poor rice diets. The bulletin stresses the need for the increased production of vegetables, especially green leafy vegetables, and urges the development of the fishing industry.

(The Statesman, 14-7-1940).

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Living Conditions

Housing

Middle-Class Housing in Calcutta:

Improvement Trust's Scheme.

A scheme for providing building sites in the suburbs of Calcutta city at cheap rates for the middle class population of the city has, it is understood, been finally adopted by the Board of the Calcutta Improvement Trust. The scheme, which has been under consideration for the last few months, also provides for allocation of sites to accommodate the bustee (slum) dwellers dislodged through operations of the Trust in the neighbouring area. A large area of land will be acquired, half of which will be available for disposal as surplus lands and the other half will be required for improvement purpose—for providing open spaces and new and widened roadways. It is intended that the surplus lands which will be available for sale will be divided into several plots.

The entire scheme is expected to cost the Trust about Rs.80,000,000 of which the engineering works will entail a cost of about Rs.10,000,000. The land acquisition cost of the scheme will exceed Rs.7,000,000.

(The Amrita Bazar Patrika,
21-7-1940)

Trade Unions in Jharia Coal Fields:

Indian Mining Association's Effort to Form a Single Union for the Area

As it was felt by the Committee of the Indian Mining Association, Calcutta, that most of the trade unions in the Jharia coalfield were not truly representative of the workers but were merely tools in the hands of professional agitators for the furtherance of communistic propaganda and the promotion of class hatred, the Committee enquired of the Government of Bihar whether it had any suggestions to make with a view to the formation of a single trade union to take the place of the numerous trade unions which at present exist in the coalfields. It was the opinion of the Committee that it should be possible by collaboration between Government and the representatives of employers to bring about a considerable improvement in the present unsettled conditions in the Jharia coalfield, and in addressing Government it was made clear that members of the Association were not opposed to the formation of trade unions of workers as such and would be prepared to give recognition to a Union which was representative of the workers as a whole and was non-political and properly run.

The Government's Reply.- The Government of Bihar, in its reply dated 28-5-1940 to the Association stated that, while the Government would welcome the development of a healthy trade union movement, there were formidable difficulties in the way of achieving this result. After enumerating the various difficulties, the letter stated that the Provincial Government did not regard them as insurmountable and that, if the Association desired to take the initiative in the matter, Government would help to bring employers and labour together with a view to initiating discussions and settling negotiations in motion.

Committee urges Institution of Enquiry.- The Committee of the Association expressed the view that before discussions are initiated and negotiations set in motion, it would be of advantage to the coal trade and to Government to conduct an enquiry into the trade unions now in existence in the Jharia coalfield, their financial resources and their leaders. This would enable those concerned to gauge exactly the strength of the difficulty of liquidating such unions and their absorption into a comprehensive union recognised by the coal trade and having the support of Government in the early stages of development.

(Proceedings of meetings of the
Committee of the Indian Mining
Association during April and June
1940.)

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Meetings Announced.

12th Session of the Industries Conference:

To be held in Lucknow on 9 and 10-12-1940.

It is understood that the 12th session of the Industries Conference will be held at Lucknow on 9 and 10-12-1940. The Commerce Member, Sir Ramaswamy Mudaliar, will preside.

(The Hindustan Times, dated
19-7-1940).

4th Annual Conference of Indian Economic

Association: To be held at Mysore

in December 1940.

The 4th Annual Conference of the Indian Economic Association is to be held at Mysore during the last four days of December 1940 under the auspices of the Mysore University.

(The Statesman, dated 31-7-1940).

Next Session of the A.I.T.U.C. to be held in

Bombay in September 1940.

The first session of the All-India Trade Union Congress after the re-establishment of unity with the National Trades Union Federation is to be held in Bombay on 28 and 29-9-1940.

(The Times of India, dated
30-7-1940).

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Public Health.

Changes in the Prohibition Policy of the
Bombay Government.

In the course of a judgment delivered by the Bombay High Court on 1-7-1940, the Court held that the notification issued on 17th July 1939, under Section 14-B (2) of the Bombay Abkari Act 1878, prohibiting the possession of intoxicants in Bombay city, was not validated by Bombay Act VI of 1940 (the Governor's Act) and was ineffective. The High Court also stated that it was beyond the powers of the provincial legislature to enact an order prohibiting possession of intoxicants in such a way as to encroach upon the right to import and export across the customs frontiers.

Appeal to be preferred to Federal Court.— The Government of Bombay proposes to appeal to the Federal Court against the judgment of the High Court. But so long as the view taken by the High Court is not reversed or modified by a higher tribunal it has to be followed, and any notification issued under Section 1-B (2) of the Bombay Abkari Act prohibiting possession of intoxicants would have to exclude from its purview the possession of any intoxicant following upon, or incidental to, the import of such intoxicant across a customs frontier, or preceding or incidental to the export thereof across such frontier.

Alteration in Policy.— Under these limitations, the Government proposes to do what is possible to reduce to a minimum the consumption of country liquor and toddy in the prohibition areas, while relaxing to a considerable extent the conditions relating to foreign liquor. The following is the procedure which will now be adopted in the prohibition areas:— (1) No sale of country liquor or toddy will be permitted in any prohibited area, except as at present, for authorised sacramental purposes. (2) Though it will not be possible effectively to prohibit entirely the entry of country liquor or toddy in a prohibited area, its entry will be discouraged, by the imposition of a high excise duty on any transport into a prohibited area etc., from any area outside it, and no country liquor or toddy will be allowed to enter the area unless a receipt for such duty having been paid is produced.

The duty will, if possible, be so fixed as to raise the price of country liquor approximately to that of foreign of similar alcoholic content within the area, and of toddy to that of fermented foreign liquor.

(3) Arrangements for the sale and possession of opium and hemp drugs will be essentially as at present, as the import and export of these are controlled under the Dangerous Drugs Act.

(4) The sale of foreign liquor to the public will be permitted. A restricted number of retail vendors will sell at prices approximately as high as at present, if such prices can be made administratively effective in the face of possible import.

(5) The Government, while not contemplating the renewal of licenses to mere 'on' shops 'bars' and the like, considers that reasonable facilities should be given to those accustomed to foreign liquor for its consumption under proper conditions. The Government, therefore, proposes, within certain limitations, the further extension to clubs and to reputable hotels and restaurants of the privilege of serving foreign liquor.

Additional Revenue to go towards relief from Taxation.- The Government intends to devote any additional revenue from these changes to the relief of taxation under the property tax, but it should not be assumed that any large relief will be possible since the Government anticipates that these arrangements will mean the continued sacrifice of most of the revenue from the sale of country liquor and toddy.

(The Bombay Chronicle, dated 16-7-1940).

Meeting of the Central Advisory Board of Health, Poona, 22 to 24-7-40

The third session of the Central Advisory Board of Health was held at Poona from 22 to 24-7-1940 under the presidentship of the Hon. Sir Girja Shankar Bajpai, Member for Education, Health and Lands, Government of India. The meeting was attended by about forty people, consisting of representatives, with their advisers, from the Government of India, the Provincial Governments and from the States of Hyderabad, Mysore and Baroda. A brief summary of the proceedings is given below:

Inoculation of Pilgrims against Cholera.- A full discussion was initiated on the report submitted by a special committee appointed by the Board to examine the possibility of introducing a system of compulsory ~~immunity~~ inoculation of pilgrims against cholera. This committee was presided over by Dr. Rajan, the late Minister for Public Health, Government of Madras. The committee drew attention to the enormous number of persons who now willingly submit themselves annually to inoculation against cholera, even though the incidence of the disease is decreasing in the country, and suggested that it is unlikely that any system of compulsory inoculation would meet with serious opposition. Particular attention was drawn to the successful scheme of enforcing inoculation at the Pandharpur annual festival in Bombay presidency, and it was suggested that provincial and State Governments should for a start select suitable festival centres to try out the Pandharpur scheme. The necessity for using only genuine cholera vaccine prepared from the true strains of the organism was again emphasised.

Prohibition and Health of Population.- The Board discussed reports received from certain provinces on the effects of the new prohibition policy on the health of the people. The information collected so far was found to be of a limited nature, particularly owing to the short time during which the experiment has been in force.

Food Adulteration.- The report of the Food Adulteration Committee appointed by the Board to investigate the question of food adulteration

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in India, with particular reference to the legislation now in force in the different provinces and to the varying standards in force, was discussed. The report dealt with the technical aspect of the question and made some important recommendations, among which one related to the formation of a Central Committee for Food Standards, which will act in an advisory capacity, on the lines of the Society of Public Analysis in England and the British Standards Institution. The early task of this committee would be the preparation of a set of instructions for public analysis.

The Committee considered that in this way a big step would be taken towards removing the differences now existing between provincial standards for foodstuffs, which constitute a definite obstacle to free inter-provincial commerce in certain important articles of food. The report dealt with the question of standards for ghee and made important recommendations. It was also recommended that the controversial question of coloring edible hydrogenated vegetable oil is a suitable subject for investigation by the proposed Central Committee for Food Standards.

Teaching of Hygiene. - The Board then considered the subject of teaching hygiene in schools and medical inspection of schools and children. Various memoranda were submitted by the Governments of Madras and the Punjab and the Educational Commissioner with the Government of India. The Board recommended that the Chairman should appoint a special committee to report on the teaching of the hygiene in schools, primary, and secondary, rural as well as urban, and on the medical inspection of school children, their treatment and, in the primary stage, also their nutrition.

Bad Housing and Tuberculosis. - An important subject considered by the Board was the effect of bad housing and over-crowding on tuberculosis. It was agreed that, while rectification of the defects in the existing slum areas may be difficult, there can be no excuse when, after costly slum-clearance, cleared areas are permitted to be built over without due regard to the requirements of light, ventilation and sound hygiene construction. Strict enforcement of building by-laws, in these circumstances, is, therefore, an urgent necessity.

Other Subjects. - The Board also discussed questions relating to (a) prevalence of Fluorosis, (b) establishment of laboratories for the free examination of clinical material, (c) reduction of the cost of quinine, (d) public health publicity, and (e) control of opium addiction in Assam.

(The Times of India, 24 to 26-7-1940)

Education.

Reorganisation of Secondary Education in Madras: Government's Decisions.

In recent years there has been widespread demand for the reform of the present system of education in India, and the authorities have been making efforts to re-organise the educational system so as to make it more suited to present day conditions. The Government of Madras has recently formulated its decisions with regard to the reorganisation of secondary education; the following is a summary of the Government's decisions:

Vocational Bias in Secondary Education.-- The Secondary School course should be bifurcated at the end of the IV Form (VI Form is the matriculation class) into a pre-University side and a vocational side. The vocational side may in some cases extend to three years where the course is technical.

There should be at present no examination for deciding who is to go to the pre-University course and who to the vocational courses. If the voluntary diversion of pupils to the vocational side fails, the question of introducing a test examination for those who wish to take the pre-University course can be considered later. Voluntary diversion to the vocational side will be encouraged by making an avenue to Government employment.

School Leaving Examination.-- The examination for the S.S.L.C. or Government certificate will be confined to pupils on the vocational side, there being no Government examination for those who choose the pre-University side for which there will be only the University Matriculation, which the Universities have decided to revive. Those who do not wish to sit for the Matriculation and proceed to the University will merely receive the headmaster's certificate that they have completed the course.

General Education in Vocational Schools.-- The vocational side of the high school must continue to have a fair amount of general education included. Details of the curricula will be left to the Director of Public Instruction in consultation with the institutions. Such subjects as shorthand, precis-writing, letter-writing or drafting, type-writing, book-keeping, commercial geography and handwriting might form normal curriculum subjects for high schools which are unable to provide more technical subjects.

The Director of Public Instruction will fully exercise his powers in regard to grants-in-aid and recognition to compel high schools to fall into line with the new scheme.

Recruitment to Government Service.-- Lower division clerks and similar classes of Government servants will be recruited by competitive examination where the number of vacancies is large or by other methods.

of selection by the Madras Services Commission in the smaller cadres. The S.S.L.C. (vocational) will be the primary qualification for entrance to the selection by examination or otherwise. The passing of the Matriculation examination will not be a qualification for Government service.

A proportion of upper division clerks will be recruited from graduates by a similar but separate competitive examination, the remainder of the posts going to men from the lower division who prove themselves fit for promotion. What the proportion of the vacancies in upper division available to lower division clerks should be, will be settled after examination in each department having regard to its special requirements.

For recruitment to lower division, age-limit will be 18 to 20 with a corresponding upper limit for existing specially treated classes, of 22. The age-limit for direct recruitment to upper division will be 19 to 23, with again an extra two years for the "special" classes.

Apprenticeship.- On the vocational side, as regards the more technical subjects, the possibility will be examined of a system of half-time apprentices who either work for a particular period of the year in factories or workshops and the remainder of the year in the school or attend school for a part of the day and work as apprentices for the other part of the day throughout the year.

(Press Communiqué dated 2-7-1940 issued by the Education and Public Health Department, Madras Government).

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Social Policy in War Time.

Wages.

Dearness Relief to Calcutta Corporation Employees.

It is reported that proposals have been made by ^{the} Chief Executive Officer of the Calcutta Corporation to the special committee appointed by the Corporation to deal with the question of supply of foodstuffs at pre-war rates to the Corporation employees whose pay does not exceed Rs.30 per month. These proposals, which were formulated in collaboration with the Chief Engineer and District Engineers, are as follows:-

The Corporation should arrange with selected (including those in Municipal markets) well-established stores, that they should sell foodstuffs to the Corporation employees drawing less than Rs.30 per month at pre-war rates (i.e., rates prevailing on 31 August 1939) on production of identity cards with hatchittas; all purchases have to be for cash. Each employee would be entitled to purchase foodstuffs such as rice, pulse, atta, ghee, salt, and mustard oil up to the value of Rs.7/8/- per month. In the hatchittas, the quantity and value of goods supplied to each employee would be entered so that the same may be checked.

The difference in value between current prices and pre-war prices would be paid by the Corporation to the stores concerned after proper checking.

(The Amrita Bazar Patrika, dated
11-7-1940).

Grant of Dearness Allowance to Bengal Government Employees.

The Bengal Government has recently decided to grant a grain dearness allowance to its lower-paid employees. The following rules will govern the grant:-

1. A grain compensatory allowance at the rate of Re.1 per mensem will become payable to all Government servants in receipt of emoluments of Rs.30 or less a month on the issue of a special order of Government.
2. Such order will be issued when the price of the cheapest common rice in Calcutta rises to 8 standard seers (1 seer = 2lbs. nearly) per rupee and remains at or above that level for three months.
3. When the allowance admissible under this Resolution has once become payable, the position will be reviewed monthly, and the allowance will continue so long only as the average price during the preceding three months is 8 seers a rupee or dearer.
4. The words "Government Servants" in rule I include - (a) all persons who are in the whole-time employ of Government whether in a permanent or temporary capacity or paid at piece-work rates; (b) menials paid from contingencies; and (c) members of work-charged establishments.
5. The term "emoluments" in rule I includes the amount drawn monthly by a Government servant as pay, special pay, personal pay, overtime

allowance and pension. House rent allowance quarters in lieu thereof shall not be taken into account for the purpose of calculating emoluments. 6. Government servants on leave (other than extraordinary leave) will draw the allowance at the same rate as would have been admissible to them had they not been on leave, whether the leave is on average pay or half or quarter average pay.

(Resolution No. 1635F dated 8-7-1940:
The Calcutta Gazette, Part I, dated
11-7-1940, page 1892).

Employment.

Training of Skilled Workers for Munitions Manufacture and other War Industries: Enquiry Committee's Interim Report.

Reference was made at pages 34-35 of our June 1940 report to the appointment by the Government of India of a Committee to examine the training at present given in technical institutions in India and to recommend ways of making that training better suited to the wartime needs of industries. It is understood that in an interim report, which the Committee has recently submitted, a short intensive course of training to fit technical personnel for work in the Government's war industries has been suggested. A special syllabus for the proposed course of training is also believed to have been drawn up by the Committee.

Representatives of munitions and ordnance factories and civil aviation have now been asked to make a study of conditions of training in a number of institutions, and make a report to the committee. They will endeavour to ascertain the number of students who are willing to take up the new course. The committee will thereafter make its final report.

The men trained under the new course, together with the skilled personnel requisitioned from private industries under the powers of the recent Compulsory National Service Ordinance (pages 33-34 of the report of this Office for June 1940) would be used to fulfil the needs of the Government's war industries. Later, the needs both in war and peace time, of private enterprise are to be inquired into and arrangements made to meet them.

(The Statesman, dated 13-7-1940)

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War Savings.

New Provident Fund Scheme for Government Servants
to stimulate Defence Savings Movement.

It is understood that, in order to make it easier for Government servants who wish to take part in the defence savings movement, a special provident fund is being instituted to which all Government servants can subscribe.

There are no limits fixed to subscriptions to the fund, which are purely voluntary, but a Government servant who joins has to undertake not to vary or stop subscriptions except at the beginning of the financial year. Interest will be allowed at the rate of three per cent. Subscribers will be entitled to withdraw the whole amount at their credit twelve months after the close of the war or, if they prefer it, to retain the amounts already subscribed with Government on the same terms as regards interest. They will not be allowed to withdraw money from the fund in the interim. The fund will be governed by the Provident Funds Act and deposits will enjoy all the concessions applicable to provident funds in general, such as exemption from income-tax up to a specified limit, freedom from attachment, disposition by nomination, etc.

(The Statesman, 20-7-1940)

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General

Crisis in the Servants of India Society:

Mr. N.M. Joshi's Retirement.

Certain recent developments in the Servants of India Society have led in July 1940 to the voluntary retirement of Mr. N.M. Joshi, the Vice-President of the Society and the Senior Member of the Bombay Branch, and the expulsion from membership of Mr. S.V. Parulekar and Miss Godavari Gekhale.

According to the Hitavada (a paper published by the Society), Nagpur, dated 28-7-1940, Mr. Parulekar has for some time past been causing the Society anxiety as he was publicly espousing a political philosophy which was alien to the Society's spirit and traditions, and not authorized by it. The climax was reached when in January 1940 Mr. Parulekar delivered a speech in Dharwar on "India and the War" for which he was later prosecuted and convicted under Section 124-A to 18 months' imprisonment. According to the Hitavada, in his expression of views on the war, Mr. Parulekar acted in direct and flagrant contravention of an understanding reached in October 1939 at a session of the Society that no member shall do propaganda for opposition to the war till the Society had reached a decision on the subject, and Mr. Joshi, under whom Mr. Parulekar was working was, for his part, "content with an academic dissociation with the views expressed by Mr. Parulekar at Dharwar and in the court". Failing voluntary resignation on Mr. Parulekar's part, the Society removed him from membership.

Miss Godavari Gekhale, from her admission in June 1939, evinced an eagerness to initiate and pursue Mr. Parulekar's policies which she knew had not been discussed or approved by the Society and were contrary to its traditions. Further, she disobeyed the injunctions of the President of the Society in defying the ban on public speaking which the Government had imposed on her, and so she also has been expelled.

The Society felt that the Bombay branch had to be reorganised and was of opinion that Mr. Joshi's transfer to some other branch would render the task easier. Mr. Joshi, the major part of whose life has been spent in Bombay in labour work, could not agree to a transfer, but offered to resign his Senior Membership. The Society still insisted on a transfer and Mr. Joshi offered to resign. In view of the great and meritorious services that Mr. Joshi had rendered to the Society in the past, the Society felt that he should not resign, but should retire on a pension. Mr. Joshi has, therefore, retired from the Society, but is pursuing his work independently in Bombay. His new address is Relo Building, Parekh Street, Bombay 4, to which further communications should be addressed.

(The Hitavada, 28-9-1940)

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List of more important publications received in this Office during July 1940.

Conditions of Labour.-

Annual Report on the working of the Boilers Act in Burma for the year 1939. Superintendent, Government Printing and Stationery, Burma, Rangoon. 1940. Price Annas -/14/- or 1s.4d.

Economic Conditions.-

Department of Commercial Intelligence and Statistics, India. Statistical Abstract for British India with Statistics where available relating to certain Indian States, from 1928-29 to 1937-38. Published by the Manager of Publications, Delhi. 1940. Price Rs.6-2-0.

Migration.-

1. Review of Important Events relating to or affecting Indians in different parts of the British Empire during the year 1939-40 (Department of Education, Health and Lands, Government of India).
2. "Our Countrymen Abroad - A brief Survey of the Problems of Indians in Foreign Lands" by Dharam Yash Dev, Secretary, Department of Indians Overseas, All-India Congress Committee. Published by J.B. Kripalani, General Secretary, A.I.C.C., Swaraj Bhawan, Allahabdd. 1940.

Agriculture.-

1. Department of Commercial Intelligence and Statistics, India. Estimates of Area and Yield of Principal Crops in India, 1938-39. Forty-first Issue. Published by the Manager of Publications, Delhi. 1940. Price Rs.1-8-0 or 2s.3d.

2.

Professional Workers, Salaried Employees and Public Servants.-

University of the Punjab. Proceedings of the First Economics Teachers' Conference, Lahore. Lahore, April 2 and 3, 1940.

Co-operation.-

Report on the working of Co-operative Societies in Burma for the year ended the 30th June, 1939. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1940. Price Rs.1-8-0 or 2s.3d.

Organisations, Congress, etc.-

1. Proceedings of the Thirteenth Annual Meeting of the Federation of Indian Chambers of Commerce and Industry held in Delhi on 30th and 31st March 1940. Vol. III. 1940. Federation of Indian Chambers of Commerce and Industry, 28, Ferozshah Road, New Delhi.
2. Proceedings of the Eleventh Annual Meeting of the Indian National Committee of the International Chamber of Commerce, held in Delhi on 31st March 1940. 28, Ferozshah Road, New Delhi.
3. Proceedings of the Seventh Annual Meeting of the All-India Organization of Industrial Employers held in Delhi on 31st March, 1940. 28, Ferozshah Road, New Delhi.

Organisations, Congresses, etc. (continued)-

4. The Madras Kerosine Oil Workers' Union (103-D, Tiruvottiyur High Road, Tondiarpet, Madras). Second Annual Report, 1940. Presented at the Second Annual Conference of the Union held on 13-7-1940 in Sir Theagaraya Chettiar Secondary School, Washermanpet. (Tamil edition).
5. Report of the Millowners' Association, Bombay, for the year 1939, presented to the Annual General Meeting held on Monday, 11th March, 1940. Bombay: Printed by G. Claridge & Co., Ltd. 1940.

Public Health.-

Annual Public Health Report of the Province of Bihar for the year 1938, and the Annual Vaccination Report for the year 1938-39. By Lt.-Col. S.L.Mitra, D.P.H., I.M.S., Director of Public Health, Bihar. Superintendent, Government Printing, Bihar, Patna. 1940. Rs.2-7-0.

Education.-

Report on the Progress of Education in Orissa for the year 1937-38. Superintendent, Government Press, Orissa, Cuttack. 1940. Price Rs.2/-.

Miscellaneous.-

1. The Safety First Association of India. Report of the Council, Income and Expenditure Account and Balance Sheet for the year ended 31-12-1939.
2. Bombay - 1938-39.- A Review of the Administration of the Province. 1940. Printed at the Government Central Press, Bombay.
3. Annual Administration Report of the Delhi Province for 1938-39. Published by the Manager of Publications, Delhi. 1940. Price Rs.3-4-0 or 5s.3d.

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for August 1940.

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Development of Empire's Resources for War: *Eastern Group* Empire Conference to be held at New Delhi in October 1940.

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Government of India.-

Wireless Operators and Watches (Merchant Ships) Order, 1940. ✓

The Government of India has issued an Order specifying the number of wireless operators a merchant ship must carry and details of wireless watches.

(Order No. 1169 dated 10-8-1940;
The Gazette of India, Part I,
dated 10-8-1940, pages 1173 to 1174).

Government of India.-

Central Civil Services (Posts and Telegraphs Department)
Marriage Gratuity Rules, 1940.

The Government of India has issued Rules to regulate the grant of gratuity to female Government servants in the Posts and Telegraphs Department who are required to resign on marriage.

(Notification No.D/2071-P.T./40 dated
6-8-1940; The Gazette of India, Part I,
dated 10-8-1940, pages 1127 to 1128.)

Bengal.-

The Bengal Domestic Servants' Relief Bill, 1940.

The text of the above Bill introduced in the Bengal Legislative Council by Mr. Humayun Kabir on 2-8-1940 is published at pages 75-77 of Part IV-B of the Calcutta Gazette dated 22-8-1940.

According to the Statement of Objects and Reasons, the Bill proposes to offer domestic servants some of the rudimentary rights which other classes of workers in society have already secured. For the purpose, some limitation of working hours, provision of daily and weekly rest and the recognition of right to leave, and notice before dismissal are provided in the Bill. It is recognised that it would be difficult to extend these rights to rural areas, and the Bill therefore contemplates the case of domestic servants in municipal areas alone.

Principal Provisions: Minimum Age.- No person below the age of ten years shall be employed as a domestic servant.

Hours: 78-Hour Week.- No adult domestic servant shall be employed in any work or capacity for more than 12 hours per day or 78 hours per week; the hours of work for young persons (ages 10-15) engaged as domestic servants shall not exceed 8 hours per day or 52 hours per week.

Weekly Holiday and Rest Period.- All domestic servants shall enjoy a half-day's complete holiday on every Sunday beginning at 2 o'clock p.m.; they shall also enjoy a daily rest of one hour in the afternoon between the hours of 12 noon and 3 p.m.

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Leave.- All domestic servants shall be entitled to one month's leave on full pay on completion of one year's continuous service.

Minimum Wages.- The wages of a domestic servant shall not be below Rs.10 where meals are supplied free of cost by the employer, and where meals are not supplied, such wages shall not be less than Rs.15, provided that for young persons employed as domestic servants the minimum wages shall not be below Rs.5 and free meals or Rs.10 where meals are not so supplied.

Hours of Young Persons.- No young person employed as a domestic servant shall be employed after 9 p.m.

Notice.- All domestic servants who have served under an employer for six consecutive months or more shall be entitled before dismissal to 15 days' notice or wages in lieu thereof. +

Bengal.-

The Bengal Bus Drivers and Conductors Bill, 1940.

The text of the above Bill, introduced by Mr. Humayun Kabir in the Bengal Legislative Council on 2-3-1940, is published at pages 72-74 of Part IV-B of the Calcutta Gazette dated 22-3-1940.

The Statement of Objects and Reasons points out that the bus service in Bengal has been growing in importance for a decade and a half. In order to maintain profits in the face of growing competition, owners of buses have been imposing progressive cuts in the wages of drivers and conductors, while working hours have been forced up. This Bill seeks to regulate the condition of employment of bus drivers and conductors and to secure their interests as also those of the trade itself.

Main Provisions: Hours.- (1) No driver or conductor shall be employed in any bus for (a) more than five hours before he has had an interval of rest of at least half an hour, or (b) for more than nine hours in one day, or (c) for more than fifty-four hours in the week. (2) No driver or conductor shall be allowed or made to sleep in the garage or the bus during the night.

Minimum Wages.- (a) No driver shall be paid less than Rs.80 and no conductor shall be paid less than Rs.40 per mensem. (b) The minimum wages fixed in this section shall not be subject to any abatement by individual or collective agreement. (c) Employers shall pay net wages to employees at not less than the minimum wages clear of all deductions. All wages are to be paid by the 10th of the following month.

Sick and Privilege Leave.- Any driver or conductor who has been engaged to serve for a period of one year or over or has been in continuous service for the same period shall be entitled to privilege leave for one month on full pay for each year of his service.

Bengal.-

The Bengal Urban Poor Relief Bill, 1940.

Attention is directed to the above Bill introduced in the Bengal Legislative Council by Mr. S.M. Hosain on 2-3-1940; the text of the

Bill is published at pages 84-85 of Part IV-B of the Calcutta Gazette 4 / dated 22-8-1940.

The Bill provides for the relief of the deserving poor in urban areas. Lists of indigents requiring relief have been proposed to be prepared in two parts. The first part will contain names of disabled persons suffering from leprosy or other contagious diseases; the second part will show names of other disabled persons, who cannot earn their livelihood because of disease, infirmities, old age or minority. It will be compulsory on every Municipality to provide funds for the segregation and maintenance of all indigents of the first list suffering from contagious diseases. As regards relief to indigents of the second list, the Municipalities shall try their best to render as much relief as possible. So long as the Municipalities are not able to provide for relief, they shall arrange to collect voluntary contributions, but shall render help to indigents of this class only in urgent cases. They shall however arrange for regular inspection of indigents incapable of moving about without others' help and shall see that they do not starve in silence. It is expected that, in the light of the experience gained by the working out of these provisions, the Municipalities and the Government will be in a position to enact further laws for the relief of the poor.

Bengal.-

Bengal Shops and Establishments Bill, 1939: Measure passed by Legislative Council.

The Bengal Shops and Establishments Bill, 1939, introduced in the local Legislative Council on 6-12-1939, was taken up for consideration by the Council on 12-8-1940. An important change made in the course of discussion was the deletion, on the initiative of the Government and the ~~Employers~~ group, of Section 8 which laid down that hours of work in commercial establishments should be restricted to 208 per month.

In explaining the need for deleting the Section, the Hon. Mr. H.S. Suhrawardy, Minister for Labour, stated that the Government had not sufficient ~~the~~ information regarding the mode of work in commercial establishments which would justify the passing of such a clause. There were commercial establishments of various kinds. Commercial establishments conducted by Europeans would not be affected by this bill because so far as the Government was aware large numbers of employees in these establishments worked 208 hours per month. There were however other classes of companies or commercial establishments about which Government had only insufficient information. These establishments or companies started their work at odd hours and closed at odd hours. Under the circumstances, Mr. Suhrawardy proposed to conduct an enquiry into the hours of work of various kinds of commercial establishments and then to come up with some proposal in the form of a new Bill before the House which would enable the Government to control such establishments satisfactorily. He, however, agreed that commercial establishments required control and declared that proper legislation will be introduced in March 1941.

Mr. Humayun Kabir moved that provision should be made in the Bill that "a person employed in a shop, commercial establishment for public entertainment or amusement who has been engaged to serve or has been in continuous service for a period of not less than six months shall be 4

entitled to a month's notice or a month's wages in lieu thereof before dismissal, discharge or retrenchment."

The Hon. Mr. H.S. Suhrawardy said that the amendment was far too one-sided. The employers, in the opinion of Mr. Suhrawardy, also required some security against their dishonest servants and they would be taking away that security from the employers if they made a provision like this in the Bill. The amendment of Mr. Kabir was lost.

Section 11 prohibiting establishments for public entertainment or amusement from selling certain articles after the closing hour for shops, was also deleted. Section 13 providing privilege leave for one month in the year was amended to 14 days' leave.

Mr. K.C. Roy Chowdhury suggested that Government should bring in legislation on minimum wages after due enquiry, because the apprehension was gradually gaining ground among shop-assistants that their wages would be reduced by employers on the plea that a larger number of staff would have to be employed by them in view of the passing of this Bill.

The Bill was passed by the Legislative Council on 14-8-1940.

(The Amrita Bazar Patrika, 14, 15 and 16-8-40).+

Bengal.-

Fixation of Minimum Rates of Wages Bill, 1940: Motion for Select Committee defeated.

On 16-8-1940, Mr. Shibnath Bannerjee moved in the Bengal Legislative Assembly that the Fixation of Minimum Rates of Wages Bill, 1940, introduced by him recently in the Assembly be referred to a Select Committee. The Bill applied to establishments coming under the purview of the Factories and the Indian Mines Acts and proposed that the minimum wages rates of wages in them be fixed at Rs.30 per month. It was pointed out that in several provinces which had Congress Ministries, a minimum wage of Rs.15 was fixed by executive action. Mr. Bannerjee was content to let the Select Committee fix a lower amount than Rs.30 if they deemed it necessary.

Dr. Suresh Chandra Banerjee, in supporting the motion, directed attention to the Draft Convention and Recommendation on the subject adopted by the I.L. Conference.

The Hon'ble Mr. H.S. Suhrawardy, Minister for Labour, opposed the motion for reference of the bill to a Select Committee. He said that if any legislation had to be undertaken for the fixation of minimum wages, that should be done on an all-India basis, because, if a particular province passed such legislation the effect would be to drive out industrial enterprise from the province to other provinces. For this reason, Mr. Suhrawardy said that legislation of this character should not be undertaken by any province singly. An Enquiry Board, he said, had been appointed to investigate the cost of living, average wages of workers, etc. On the recommendation of the Enquiry Board action would be taken. He had already circulated a questionnaire in this connection to all labour organisations, and hoped by this means to estimate correctly the average cost and standard of living. Steps will then be taken to concert measures, if possible, on an all-India basis. Unless that is possible, the local Government cannot hope to sponsor or support a bill of the type under discussion.

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The motion when put to vote was defeated by 58 votes against 43. +
(The Amrita Bazar Patrika, 18-8-1940.)

Bihar.-

Application of Labour Laws to Santal Parganas.- The Bihar Government has notified that the Workmen's Compensation Amendment Acts of 1939 (Acts XIII and XLII of 1939) and the Coal Mines Safety (Stowing) Act, 1939 (Act XIX of 1939) have been extended to the Santal Parganas.

(Notification No.675-VII M-21-R.R. dated 29-7-1940; The Bihar Gazette, Part II, dated 7-8-1940, page 268.)

Bihar.-

Rules for the Management of Provident Funds of Employees of Luathaha Notified Area Committee.

In exercise of the powers conferred by clause (a) of section 389 of the Bihar and Orissa Municipal Act, 1922 (Bihar and Orissa Act VII of 1922), the Governor of Bihar has issued rules for the management of provident fund of employees of the Notified Area Committee of Luathaha. The persons covered are non-pensionable employees holding a substantive appointment under the Committee whose pay exceeds Rs.10 per mensem.

(Notification No.1028-L.S.-G.R. dated 31-7-1940; The Bihar Gazette, Part II, dated 7-8-1940, pages 270 to 280.)

Madras.-

Proposed Restrictions on Employment of Women in Fish-Curing Industry.

The Government of Madras proposes issuing a rule under Section 45 (2) (relating to the relaxation of the prohibition of night work for women employed in fish-curing work) of the Factories Act. The proposed rule however stipulates the following conditions in granting the exemption: (1) No woman shall be employed before 6 a.m. or after 7 p.m. for more than three days in any one week. The number of days on which a woman may be so employed shall not exceed 50 in a year. (2) No woman shall be employed after 11 p.m. (3) A period of uninterrupted rest of at least nine hours shall intervene between the cessation of a period of work after 7 p.m. on any day and the beginning of a fresh period of work on the following day.

(Notification No. 640; G.O. No. 1780 dated 1-8-1940 : The Fort St. George Gazette, Part I, dated 27-8-1940, page 1120.)

Orissa.-

Extension of the Factories (Amendment) Act, 1940, to "Partially Excluded Areas" in Orissa.- The Orissa Government has notified the extension of the Factories Amendment Act, 1940, to certain "partially excluded areas" in Orissa.

(Notification No. 5070-I.F.18/40-Com. dated 26-7-1940; the Orissa Gazette: Part III, dated 2-8-1940, page 450.) +

6

Social Policy.

Tripartite Conference to consider Labour Legislation
Proposals: To be held under auspices of Government of India in Dec. 1940 ✓
+

It is learned that a conference of representatives of workers and employers is being convened by the Labour Department, Government of India, to meet towards the end of 1940, to consider a number of labour Bills, the drafts of which have been circulated to the Provincial Governments for opinion. These Bills embody the recommendations of the first Labour Ministers' Conference held in January 1940 (vide pages 6 to 8 of our January 1940 report), and deal with sickness insurance, extension of labour legislation to labour employed in commercial establishments and shops, collection of certain statistics with reference to industries and labour, amendment of the Payment of Wages Act, amendment of Section 5 of the Factories Act and recognition of trade unions.

The present plan is to bring these Bills up before the Budget session of the Central Legislature after they are discussed by the Conference of representatives of capital and labour and by the second Labour Ministers' Conference.

(The Statesman, 11-8-1940) ✓
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Establishment of Labour Department in Bihar. ✓
+

With a view to promote harmonious relations between labour and capital and ^{to} keep closer contact with them, the Government of Bihar, it is understood, is considering a proposal sponsored originally by the Congress Ministry of the province for creating a Labour Department in the Bihar Secretariat.

(The Amrita Bazar Patrika, 10-8-1940) ✓
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7

General Legislation re. Employees in Shops and Commercial Establishments: Weekly Holidays Bill Proposed. ✓ +

One of the subjects discussed at the first Conference of Labour Ministers held in January 1940 (vide pages 6 to 8 of our January 1940 report) was the extension of legislation to labour employed in commercial establishments and shops. Even before the Conference, the Province of Bombay had passed an Act (vide page 2 of our November 1939 report) to regulate conditions of labour in this field, and some other provinces were actively considering similar proposals for legislation; since then an Act has been passed in the Punjab (vide page 3 of our June 1940 report). The discussion at the Conference showed that, while some Provinces were willing to proceed with legislation to regulate conditions of labour in shops and commercial establishments, others were of opinion that the experiment ought to be carefully watched in the Provinces which already had such legislation and that the time was not yet ripe for them to take up legislation. It was decided therefore that the subject should be reviewed again at the next Conference.

During the course of the discussion, however, a specific suggestion was made that the Central Government should consider the question of passing an enabling measure for the compulsory closing of shops and commercial establishments for a minimum period of one day in the week, leaving it to the Provincial Governments to provide an extra half holiday, if they considered it necessary. In pursuance of this suggestion, a Bill has been drafted by the Central Government to provide for the grant of weekly holidays to persons employed in shops, commercial establishments, restaurants and theatres. It is a comparatively simple measure & in which no attempt has been made to cover many of the points included in the Bombay and Punjab Acts. As a more elaborate measure would mean greater financial expenditure for purposes of inspection and enforcement, and as many Provincial representatives at the Labour Ministers' Conference were not in favour of any immediate legislation of an elaborate type, it is considered that a simple measure will be more generally acceptable. The Bill leaves it to Provincial Governments to apply it to any area they like within their jurisdiction, by notification.

Copies of the Bill have been circulated to Provincial Governments (Letter No. L.3079 dated 12-7-1940 of the Labour Department, Government of India); ^{they have also been requested} ~~requesting them~~ to ascertain the views of employers' and workers' organisations on the proposals. The information collected is to be forwarded to the Government of India before 1-11-1940.

(Circular No. L.3079 dated 12-7-1940 of the Department of Labour, Government of India, copy of which was forwarded to this Office.) ✓

Delegation of Powers to Provincial Governments. re. Trade Unions
re. Trade Unions whose objects are not confined to one
Province: Government of India's Enquiry. ✓

One of the subjects discussed at the First Session of the Labour Ministers' Conference held at New Delhi in January 1940 was the delegation by the Central Government to Provincial Governments of powers regarding trade unions whose objects are not confined to one Province. It was generally agreed by the Conference that such delegation was necessary. The Government of India has now invited the Provincial Governments to ~~submit~~ consent to such delegation and has pointed out that in that case, in each Province, all trade unions whose head or registered office is situated within it, whether their objects are confined to that Province or not, would be subject to the same Regulations and the same Registrar and appellate authority.

(Letter No. L 3006 dated 14-5-1940 from the Department of Labour to Provincial Governments, a copy of which was supplied to this Office.) ✓

Amendment of Section 5 of Factories Act:
Government of India invites Views of Provincial Governments. ✓

A proposal was made by the Government of the Central Provinces before the First Session of the Labour Ministers' Conference held at New Delhi in January 1940, for amending Section 5 of the Factories Act, 1934, so as to empower Provincial Governments to notify once for all that establishments using power and employing 10 or more persons should be considered to be factories within the meaning of the Act. At the Conference opinion as to the necessity for the proposed amendment was divided, and the President of the Conference summed up the discussion in the following words: "I see that opinion has not crystallised as far as many delegates are concerned, on the question of the amendment of the Factories Act, and I suggest that this question may be considered by Provincial Governments and brought for further consideration at the next Conference".

9

In accordance with that decision, the Government of India has invited Provincial Governments (except the Central Provinces) to consider the proposal further and to forward their views to the Central Government by 1-9-1940.

(Letter No. L 3071 dated 14-5-1940 from the Department of Labour, Government of India to all Provincial Governments (except the Central Provinces), copy of which was supplied to this Office.) ✓

Amendment of the Payment of Wages Act:

Government of India invites Proposals from Provincial Governments. ✓

The Payment of Wages Act, 1936, which came into force with effect from the 28th March 1937, is a new measure with no corresponding legislation in other countries, and it was realised that it may have to be amended from time to time as experience was gained of its working. Some of the difficulties which, as a result of the working of the Act during the first two and a half years, came to the notice of the Government of India were set out in the Memorandum prepared for discussion at the First Conference of Labour Ministers held in January 1940. A Supplementary Memorandum on the same subject was also prepared by the Government of Bombay. (These Memoranda are reproduced on pages 63-70 of Bulletin No. 70 of the Bulletin of Indian Industries and Labour.) The several points raised in the Memoranda were not considered in detail at the Conference, but the discussion on the subject revealed that some Provincial Governments would like to make further proposals for amendment of the Act. The general opinion of the Conference was that Provincial Governments should be asked for suggestions to amend the Act and the President of the Conference summed up the discussions as follows:- "More comprehensive amendments of the Act may be called for than is indicated in the notes prepared by the Government of India. Provincial Governments may suggest the amendments they wish to see embodied in the Act. After receipt of these amendments the question of a comprehensive piece of legislation will have to be taken up."

Accordingly, the Government of India has invited Provincial Governments to forward by 1-10-1940 proposals for amending the Act.

(Letter No. L 3079 dated 16-5-1940 from the Department of Labour, Government of India to Provincial Governments, a copy of which was supplied to this Office.) ✓

Recognition of Trade Unions:

Government of India invites Views of Provincial Governments. ✓

The question of recognition of trade unions was brought before the First Session of the Labour Ministers' Conference, at the instance of the Government of the Central Provinces.

The whole question of recognition of trade unions was discussed by the Royal Commission on Labour on pages 323-6 of their Report. They

observed that "recognition in the letter must be followed by recognition in spirit, by a readiness to discuss sympathetically points put forward by the union, by accessibility to its officers and by willingness to let them have credit where credit is due". The Commission also observed that no law can secure that genuine and full recognition which they desired to see. It is clear that this is not a matter that can be satisfactorily solved by merely resorting to legislation. As far as the Central Government was concerned it had, in pursuance of the recommendation of the Royal Commission on Labour, evolved a set of rules for the recognition of associations of its industrial (including railway) employees. Supplementing these rules, the Railway Board has recently drawn up a set of conditions precedent to the recognition of unions for the guidance of Railway Administrations.

The Labour Ministers' Conference felt however that there was not sufficient material before it to enable any useful conclusion to be reached and decided that the question should be left over to be considered by the various Governments and that further discussion should be taken up at the next Conference, which it is proposed to hold in January 1941. In pursuance of this decision, the Government of India has suggested to Provincial Governments that the question may be examined and that their views communicated to the Government of India by 1-9-1940.

(Letter No. L3079 dated 16-5-1940 from the Department of Labour, Government of India, to the Provincial Governments, copy of which was supplied to this Office.)

11

Conditions of Work

Hours of Work.

Further Reduction in Working Hours of Bengal Jute Mills:
Three Weeks of 45 hours each to be worked from September 1940. ✓

Reference was made at page 8 of our July 1940 report to the decision of the Indian Jute Mills' Association, Calcutta, to reduce the weekly hours of work in Jute mills from 54 to 45 from 19-8-1940. In view of the lack of shipping facilities and the consequent increase in local stocks, the Indian Jute Mills' Association, on the recommendation of its Committee, has decided on 21-8-1940 to work jute mills for three weeks of 45 hours each and to keep them closed for one week in a month. This decision will come into force from the second week of September 1940.

Explaining the reason which led them to take this decision, the Committee in a Press Note observes that Government's orders for sand-bags have now been completed and that the productive capacity previously engaged on war work has been obliged to revert to the manufacture of goods on private account. Another consideration influencing the Association in its decision was the labour position, with a view to avoid the necessity of reducing the hours of work and sealing looms. Further, in respect of the closed weeks, the mills will pay to all existing personnel an allowance which in the case of the lower paid workers, amounts to half of the wages they would normally earn, were the mills to work, and slightly less in the case of the more highly paid workers. The net result of this will be that the workers will be receiving during a month almost the same amount of money as would be the case were they to work for 40 hours every week and this sum is distributed to a greater number of workers and prevents many being denied the opportunity of earning anything at all.

(The Times of India, 23-8-1940, and the
Hindustan Times of 23-8-1940.) ✓

Women's WorkCentral Civil Service (Posts and Telegraphs Department)Marriage Gratuity Rules, 1940. ✓

The Government of India has issued Rules to regulate the grant of gratuity to female Government servants in the Posts and Telegraphs Department who are required to resign on marriage.

(Notification No. D/2071-P.T./40 dated 6-8-1940 : The Gazette of India, Part I, dated 10-8-1940, pages 1127 to 1128.) ✓

Industrial Disputes

Industrial Disputes in British India during the quarter
ending 31-3-1940. ✓

According to a press note on industrial disputes in British India during the quarter ending 31-3-1940, recently issued by the Department of Labour, Government of India, the total number of strikes during the period was 126 and the total number of workers involved was 273,990, as compared with 110 strikes, involving 169,888 workers during the preceding quarter. The total number of working days lost during the quarter was 4,003,016 as compared with 323,966 during the preceding quarter.

Provincial Distribution. - During the period under review, there were 45 disputes in Bombay involving 202,189 workers and entailing a loss of 3,248,350 working days. Next comes Bengal with 43 disputes involving 49,171 workers and entailing a loss of 419,612 working days; Bihar and Sind with 8 disputes each involving 10,953 and 811 workers and entailing losses of 175,021 and 3,236 working days respectively; Madras and the Punjab with 7 disputes each involving 5,349 and 142 workers and entailing losses of 45,008 and 423 working days respectively; the C.P. and Berar with 6 disputes involving 2,784 workers and entailing a loss of 38,280 working days, the U.P. with 3 disputes involving 2,100 workers and entailing a loss of 73,348 working days; and ~~United Provinces~~ with 1 dispute involving 800 workers and entailing a loss of 4,780 working days.

Classification by Industries. - Classified according to industries, there were 27 disputes in the cotton and woollen mills involving 208,070 workers and entailing a loss of 3,485,042 working days; 10 in engineering workshops involving 3,390 workers and entailing a loss of 44,128 working days; 5 in Jute mills involving 13,627 workers and entailing a loss of 48,817 working days; 3 in mines involving 4,367 workers and entailing a loss of 57,274 working days; and 1 in railways, including railway workshops, involving 5,800 workers and entailing a loss of 5,200 working days. In all other industries together, there were 62 disputes involving 39,327 workers and entailing a loss of 362,555 working days.

Causes and Results of Strikes. - Of the ~~1222~~ 126 disputes, 84 were due to questions of wages, 18 to those of personnel, 8 to those of ~~bonus~~ bonus, 1 to that of leave and hours and 17 to other causes. In 23 cases the workers were fully successful, in 39 cases partially successful and in 55 cases unsuccessful; 11 disputes were in progress on 31-3-1940. ✓

Indian Mining Association's Representations to Bihar Government
to declare Stay-in-Strikes Illegal: Government's Refusal. ✓

In April 1940, the Indian Mining Association approached the Government of Bihar through the Additional Deputy Commissioner, Dhanbad, to declare stay-in-strikes illegal in the province. It was pointed out that the Bengal Government had declared stay-in-strikes illegal. The Bihar Government, in reply, has stated that "circumstances may arise when a stay-in-strike may be illegal, but Government do not consider it advisable to make any declaration like the one asked for by the Indian Mining Association."

(Proceedings of the Meeting of
the Committee of the Indian
Mining Association, Calcutta,
held on 25-7-1940). ✓

Railway Industrial Advisory Board:

Two Assessors to be Appointed. ✓

Reference was made at pages 13 to 14 of our November 1938 report to the setting up of the Industrial Advisory Board for Railways. It has now been decided to include in the Board two assessors representing the views of railway employers and employees respectively. The assessors will be selected by the parties to a dispute. The assessor representing employers will be nominated by the railway administration concerned and the assessor representing the employees by the Labour Union, if it is a party to the dispute, or by the body of men concerned. If difficulties arise where workers are not organised, the Advisory Board may choose the workers' representative in consultation with the Conciliation Officer.

The functions of the assessors will be to advise the Board and to give it the benefit of their expert knowledge. They may, with the permission of the Chairman of the Board, put questions to witnesses. They are not, however, to have any part in the drafting of the Board's reports.

(The Hindu, 19-8-1940). ✓

15

Conditions of Work

General

Labour Conditions in Jharia Coal Fields:

Report submitted by A. Hughes. ✓

The Government of India appointed some time back Mr. A. Hughes, I.C.S., to enquire and report on labour conditions in the Jharia Coal fields. It is understood that Mr. Hughes submitted his report recently and that it is now under consideration of the Government.

(The Statesman, 11-8-1940) ✓

Working of the Indian Mines Act in C. P. in 1939. ✓

Supply of Labour.- The rates for manganese ore underwent sharp fluctuations during 1939, a sudden slump about the middle of the year being followed by a partial revival towards its close. The number of manganese mines, therefore, remained almost unchanged. ~~In the coal industry, conditions continued to be satisfactory and two new mines were opened.~~ The number of limestone quarries in the Jubbulpore district, however, decreased, and due to lack of demand ~~from outside the output of bauxite was also reduced.~~ Labour was generally local and was adequate except in the Chindwara district where the usual shortage during sowing and harvesting seasons and also on occasions of important festivals was experienced.

The total number of working mines was 140, the same as in the previous year, but five manganese mines in the Balaghat district were closed down towards the end of the year.

Wages.- The wages of the employees remained practically unchanged. The average daily earnings of male labourers employed in coal mines ranged from Re.0-5-0 to Rs.1-10-0 for underground work and from Re.0-4-0 to Rs.1-9-0 for surface work, while women labourers earned on an average from Re.0-3-0 to Re.0-5-6. In manganese and other mines the wages of unskilled male labourers varied from Re.0-3-0 to Re.0-6-0 while skilled male labourers varied from Re.0-5-6 to Re.1-8-0. Female labourers were paid daily wages ranging from Re.0-2-0 to Re.0-4-0.

Relations between labourers and employers.- It is reported that the relations between labourers and the employers continued to be cordial and that there were no strikes or industrial disputes during the year.

General Health of the labourers.- A welcome feature of the year was the comparative freedom of mining camps from virulent epidemics, and, consequently, a decrease in mortality over ^{the} previous year.

The sanitary condition of the mining camps was fairly good and arrangements for water-supply were generally satisfactory. As a further step in prohibition, the shopless zone of five miles about the Murwara town was extended to 10 miles with effect from the 1st January 1939.

Accidents.- There was a decrease in the number of accidents in all the districts except Balaghat where the number increased to 25 as against 14 in the previous year. The total number of accidents reported during the year was 150 as against 153 in 1939, out of which 25 were fatal.

41 (as against 43 in 1939) cases were instituted under the Workmen's Compensation Act in the Chhindwara district and Rs.7,172 were paid to the victims of the accidents or to the dependants of the deceased.

Prosecution for offences.- There were 5 prosecutions under the Act in the Jabulpore district. In two of these cases, the owners of mines were fined Rs.35 each for failure to submit annual returns in proper time and three cases were pending at the close of the year. In Chhindwara, 18 cases were instituted against 22 persons of whom 17 were convicted, four acquitted or discharged and the case against the remaining one was pending at the close of the year. There were no prosecutions in other districts.

Inspection.- The Deputy Commissioners and the mining officers inspected most of the mines in their respective districts. The Civil Surgeons, Bhandara, Balaghat, Chhindwara, Chanda and Nagpur or their assistants also visited some of the mines in their capacity as ex officio Inspectors of Mines.

(Resolution No.2356-1185-XII-7 dated 27-7-1940; The C.P. and Berar Gazette, Part I, dated 2-8-1940, pages 651 to 654.) ✓

Labour Conditions of Factory Operatives in Baroda in 1937-38.* ✓

Number of Factories.- The total number of factories on the register on 31-7-1938, the closing of the year under report, was 148 as against 143 in the previous year. The number of factories in actual operation under the Factories Act, was 137 as against 125 in the previous year. Out of these 31 were perennial and 106 seasonal as compared with 27 perennial and 99 seasonal in 1936-37. 16 factories out of the perennial class and 101 out of the seasonal class were connected with the Cotton Industry. 7 factories were added to and 2 were removed from the Register of Factories during the year.

Number of operatives.- The total number of operatives employed in all factories during the year increased to 34,208 as against 27,537 in the previous year. The increase is mainly due to the night shift working of many textile mills. Of the 34,208 operatives, 30,162 were

* Annual Report of the Department of Commerce, Industries and Labour, Baroda State, for the year 1937-38 ending 31st July 1938. Baroda State Press. 1939. Price Re.1-4-0. pp.vi + 112.

engaged in the cotton industry and 4,046 in other industries. Of the total number of workers, 5,311 (15.5 per cent.) were women and 220 (0.7 per cent.) children as against 4,677 (17.0 per cent.) and 207 (0.7 per cent.) respectively in 1936-37.

Shifts.- Out of the 31 working perennial factories, 18 worked on night shift also either for part of or whole of the year. 12 factories worked on night shift throughout the year as compared with 8 factories last year. Several of the seasonal factories also worked on night shift during part of their period of operation.

Inspection.- 65 factories were inspected once, 24 twice, 6 thrice and 16 more than three times, while 37 were not inspected at all. The visits led to detection of offences in case of 10 perennial factories and 5 seasonal factories.

Wages.- The average monthly rates of wages of higher paid skilled labour increased in two cases, remained stationary in three cases and decreased in other cases. The average wages of daily paid labour was, for men Rs.0-8-6 and women Rs.0-7-0.

Strikes.- Labour strikes of short duration in various textile mills have been comparatively free from prolonged and severe hardship ^{recorded} on the labour and industry as compared with last year, the total working days lost being 119,373 as compared with 253,310 last year. The loss of wages to workers is approximately about 100,000. The recent appointment of a Labour Officer, with the application of the Indian Trade Disputes Act to this State, it is hoped, may be expected to improve labour relations to a certain extent.

Labour Welfare; Housing.- Housing accommodation was provided for 2,328 workers. The health of operatives was found to be generally satisfactory. Out of the 17 mills, two mills have provided Allopathic and Ayurvedic medical facilities, 9 mills only Allopathic and the remaining six mills have not provided any medical help.

The employers have also organised other welfare activities in their mills. 13 out of the 17 mills have provided creches for the children of women workers. 8 mills have provided cheap cloth shops and three mills have cheap grain shops. Almost all the mills have kept safety posters in various departments of the mills.

Safety.- Tight clothing is now generally supplied to all workers engaged in hazardous work on machinery. Personal prejudice of the workers themselves in the matter of putting on tight clothing supplied by their employers is still noticed, there being several occasions when on visits to the factories, workers were found in loose dhoti.

Accidents and Compensation.- 210 accidents were reported to have occurred in factories as compared with 156 in the previous year. 2 accidents of these were reported from Cotton Ginning and Pressing factories, both of which were minor. Out of the remaining 208 accidents in all other factories, 5 were fatal, 16 serious and 187 minor as against 5 fatal, 24 serious and 124 minor last year.

During the year under report compensation amounting to Rs.7,410 was paid to workers in respect of injuries received by them on account of industrial accidents as against Rs.7,386 last year.

Prosecutions.- 5 detections of serious breaches of the Act in matter of observance of specified working hours and notified holidays were made in respect of which 4 prosecutions were instituted as against

3 last year. Convictions were obtained this year with respect to three cases of prosecutions pending disposal at the end of the last year. Out of the four prosecutions instituted this year two have resulted in convictions, two remaining pending disposal at the close of the year.

Revision of the Factories Act.- Proposals in respect of the application of British Indian Factories Act as drawn out by the Committee appointed by the Government in the year 1935-36 were sanctioned by the Government under C.O. No.104/70 dated 14-2-38. The Legal Remembrancer has been asked to take further necessary steps in the matter.

Maternity Benefits.- Rs.863-8-0 ^{were} ~~being~~ paid ^{as maternity benefits} during the year under report as compared with Rs.219-2-0 paid last year. 83 women claimed benefits during the year. Persistent efforts of the Inspector are resulting year after year in due fulfilment of the provisions of the Act. In the year under report, it is pointed out, there is a satisfactory increase in the amount of maternity benefit given to operatives as compared with that in the previous year.

Appointment of Labour Officer.- Mr. B.S. Desai was appointed as Labour Officer for one year from 1-7-1938 and was designated as Assistant Director of Labour. He has to attend to the following: (a) Introduction of new labour legislation like Payment of Wages Act and Rules, unemployment insurance, etc., and suggest amendments to the existing labour legislation with a view to ameliorate the conditions of labour in the State; (b) Survey of the labour conditions in different industries in the State; and (c) To organise co-operative societies, reading rooms and other institutions for the benefit of labour with the help of employers.

Trade Unions and Trade Disputes Acts.- The Trade Unions and Trade Disputes Acts have been introduced in the State from 7th July 1938.

Payment of Wages Act.- Legislation for Baroda State on the lines of ^{the} Payment of Wages Act, 1936, in force in British India is under consideration. Two meetings were arranged with the representatives of the Federation of Baroda State Mills and Industries for discussing the various provisions of the Act. ✓

Conditions of Labour in U.P. Government Presses: Report of Enquiry Committee.* ✓

Reference was made at page 25 of our August 1938 report to the appointment of an Enquiry Committee to go into the working conditions in the Government presses of the Province. The Committee, which was presided over by Professor S.K. Rudra, has recently submitted its report; a brief summary of the more important recommendations is given below

* Report of the Government Presses Enquiry Committee, United Provinces (appointed by the Government of the United Provinces). Allahabad: Superintendent, Printing and Stationery, United Provinces, India. 1940. pp.186.

(The principal Government presses in the U.P. are the Central Government Press at Allahabad, and branch presses at Lucknow and Roorkee. They employ between them 1433 clerical and industrial workers, of which 1052 are temporary and 381 are permanent hands. Though the temporary staff form 276 per cent. of the permanent, yet the number of temporary men discharged or dismissed during the last five years has been only 18; the dismissal rate is thus exceedingly small.)

Qualifications of Personnel, System of Recruitment and Promotion.-

All members of the clerical staff should be Matriculates at least. All those selected for the Reading department should have passed the Intermediate or possess equivalent European school or other academic qualifications. All clerical appointments should be made through the Public Service Commission. All industrial appointments should be made by the Superintendent, assisted by his officers. All candidates, whether for the clerical or the industrial side should pass a medical test. Other things being equal, preference in making appointments should be shown to sons and near relatives of Government press employees.

After a period of three years' probation, if apprentices have proved efficient, and there are vacancies, they should be made permanent. This is to apply to the clerical staff as well. Present employees who have worked for over 10 years and cannot be made permanent, for one reason or another, should be discharged, with suitable compensation. Promotion should be governed by merit; seniority should be given due weight. The Superintendent is to have the power of promotion or demotion; the workers are to continue to enjoy the right of appeal. Vacancies should be filled in by men from within the Press. If suitable candidates are not available, the post should be filled in from recruits from outside the Press. Women candidates should be allowed to apply, and if found suitable, should be appointed.

Hours of Work.- The present hours of work in U.P. Government presses for industrial workers come up to 45 in the week (work on six days from 8 a.m. to 4-30 p.m., with a half-an-hour interval from 12-30 p.m.). There should be no change in the working hours of the clerical or industrial staff; but if much overtime is experienced, then a full 8 hours' day should be adopted. The present attendance rules are fair and equitable. Men who are physically feeble or old should be allowed to change into the general shift from the morning and afternoon shifts, if they so wish, and if it is possible to accommodate them. Except for abnormal reasons, work on weekly day of rest and holidays should not be performed. Overtime should be energetically curtailed. "No work hours" should be deducted when fixing grades.

Working Conditions.- Extensive modernisation of several departments should be taken in hand without delay. More fans, air-exhaust arrangements, air-conditioning and khus-khus tattis should be provided. Lighting conditions should be improved where indicated. Separate tables or desks should be provided to a pair of reader and copyholder and clerks; they should be provided with cane seat chairs, with arms.

Flush system for sanitary service should be introduced. In the meanwhile the number of sweepers should be increased. Washing facilities should be provided.

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Leave.- The staff when called upon to work on a Sunday should be given leave in lieu for a day. The same should be for other holidays. The leave rules for the piece-workers should be liberalised. All "scab" labour should be placed to Establishment and should be accorded the same privilege as peons and others in that category.

Wages.- The principle of a minimum wage should be recognised, and Rs.15 per mensem be given to an adult male worker. Uncontrolled stoppage of work should be paid for at recognised rates. Sunday work should be paid for at double rates; work on other holidays should be paid at 50 per cent. of the normal rates. Overtime earnings should be paid to the workers by the month succeeding the one in which they earn them.

Pensions and Provident Fund.- No pension should be of less than Rs.10 per mensem. All those who have put in less than 10 years' service should be required to contribute to a provident fund scheme. All those who have put in more than 10 years' service and cannot be made permanent or have to be retired, should be given a proportionate pension. All those who have put in more than three years' but less than 10 years' service should be given a retiring gratuity on retrenchment. All those who are regarded as "inferior" servants should be granted a pension.

Nationalisation.- Extensive mechanisation of the Bindery, Composing and Printing departments should be undertaken. A five years' programme should be laid down for the purchase of suitable machinery for all these departments. Workers thrown out of employment by mechanisation should be dealt with in accordance with detailed proposals made by the Committee. Internal transport within Press should be mechanised and suitable lifting and stacking machinery be installed. A few calculating machines should be purchased for the office.

Welfare Work.- A dining hall with a recreation room should be erected in the Central Government Press, Allahabad. The triangular plot in front of the Press should be leased to the Press for use as sports field. Facilities for outdoor sports should be provided and financial grant should be made by the Press towards athletic and other activities. A seat for an elected worker should be reserved upon the Executive Committee of the Co-operative Society. An attempt should be made to start a Co-operative Stores.

Health Provision.- A Press Medical Officer should be appointed. Systematic tests for lead-poisoning should be carried out and facilities be given to private presses to take advantage of these provisions. Eye-tests and other suggestions are also proposed. A Maternity Centre specially directed to attend to Press workers' wives and children should be arranged.

Housing.- So far as the Lucknow Branch press is concerned a small beginning towards housing should be made. Employees who have peculiar duties to perform should be provided with rent free quarters, but others, who draw a salary up to Rs.60 per mensem should be charged 5 per cent., and those drawing more than Rs.60 should be charged 10 per cent. of their salaries as rent.

Social Insurance.- A small committee should be appointed to make a survey and offer suggestions for instituting a scheme of social insurance against old age, sickness and unemployment. ✓

Trade Unions.- The importance of well-led, well-disciplined and well-informed trade unions is stressed. Workers should enjoy the right of representation by their officials in serious matters, after first attempting the usual methods of redress. + ✓

Factory Administration in Burma in 1939. * ✓

statistics of Factories.- The number of establishments in Burma recorded as coming within the scope of the Factories Act at the close of the year 1939 was 1,086 as against 1,077 in 1938. Of these factories, 1,031 were working during some part of the year, and of them 974 were classed as perennial and 57 as seasonal for the purposes of the Act. Altogether 34 factories of various kinds were newly opened and 25 closed down or otherwise ceased to come within the scope of the Act during the year.

Number of Workers.- Returns submitted by factory occupiers indicated a total daily average of 87,946 (as against 86,383 in 1938) workers employed in factories. Of these 83,040 were employed in perennial factories and 4,906 in seasonal. The slight increase in the total number employed appears to have been distributed fairly well over most industries and no marked changes occurred.

Hours of Work.- Following up the increased attention given to the enforcement of hours of work restrictions last year and the careful explanation of the requirements and due warnings then given in the course of inspections, a number of prosecutions were instituted in cases where irregular working or illegal overtime still came to light. It is pointed out that in the heavier industries there is some tendency to come down to a 48-hour week, but in the majority of perennial factories the full 54 hours allowed by the Act are worked. In cotton-ginneries, which form the majority of the seasonal factories, the 60 hours allowed by the Act are generally worked.

Employment of Women and Children.- The average daily number of women employed in factories was returned at 11,709 as against 12,017 in 1938. Women find more or less permanent employment in match factories, hosiery works, and rubber shoe factories, which absorb a large number. Many are also employed as rice-mill coolies and in cotton-ginneries. Some cases of illegal employment at night were detected in rice mills and prosecutions instituted.

Returns show a total of 1,038 (as against 564 in 1938) adolescents and 94 (as against 94 in 1938) children as employed. The majority of these young persons are employed on light coolie work in rice and saw mills or on kappas sorting in cotton ginneries during the season.

Prosecutions and Conviction.- The bulk of the prosecutions instituted concerned rice mills, where neglect of safety precautions and irregularities in hours of employment are most frequent. Incidentally, rice mills also ~~now~~ comprise nearly 70 per cent. of the total of all factories. Convictions were obtained on 82 charges involving 67 persons. One case was withdrawn as the accused absconded and could not be traced. Fines total (-16)

* Annual Report on the working of the Factories Act (XXV of 1934) in Burma for the year 1939. Rangoon: Supdt., Government Printing and Stationery, Burma. 1940. Price Re.1-8- = 2s.3d. pp.30.

Rs.3,005. The highest fine was Rs.150 and the lowest Rs.10 in respect of any one offence. The average fine per charge was Rs.37. Fines inflicted by the Courts for infringement of the Act are still regarded as inadequate in most cases.

Inspection.- The number of factories inspected was 918 (as against ~~786~~ 786 in 1938), the increase over the previous year being accounted for by the fact that the two new Inspectors appointed in 1938 were on duty throughout the whole of 1939. A total of 1,009 visits included 991 made by departmental inspectors and the remainder by District Officers or Officers of the Public Health Department in their capacity as ex-officio or Additional Inspectors. 837 factories were inspected once, 73 twice, 6 thrice and 2 more than three times; 113 factories were not inspected at all.

General.- A considerable amount of the time of the Inspectors was taken up with matters arising out of the Payment of Wages Act. Proposals for the appointment of a further Inspector are still under consideration by Government. ✓

Factory Administration in Orissa in 1939.* ✓

Number of Factories.- The total number of factories standing on the Register at the end of the year under report was 92, of which 89 were perennial and 3 seasonal.

Number of Workers.- The number of workers employed in factories during the year was 5,371 as against 4,545 in the previous year, which is an increase of 18 per cent. This increase was principally due to new registrations. There was a small increase in employment in the printing and glass industries. ~~Sixteen factories~~ The number of women workers was 1416 (1368 in the previous year), of adolescent workers 93 (53 in previous year), and of child workers 11 (16 in previous year).

Inspections.- Of the 88 factories which worked during the year, 83 were inspected and 5 remained uninspected. There was an increase in the number of inspections made by the Local Inspectors as compared to the previous year.

Sanitation and Health.- There has been continued improvement in conditions in respect of cleanliness and limewashing of factory premises. The standard of compliance with the provisions in regard to latrines and urinals for workers has continued to improve. Both the quality and the quantity of the water supplied to workers for drinking purposes have steadily improved and they were generally in compliance with the prescribed standard. The health of workers in factories during the year appears to have been normal.

Accidents.- The total number of accidents in factories reported during the year was 26 as against 41 in the previous year, being a reduction of 36 per cent. on the previous year. Of the accidents 4 were fatal, 11 serious and 11 minor. Of the total number of accidents 42 per cent. were caused by machinery and 58 per cent. by agents other than machinery.

* Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1939. Superintendent, Government Press, Orissa, Cuttack. 1940. Price As.15. pp.27.

Prosecutions. - 42 charges were framed against 22 persons, and 28 convictions obtained against 14 persons. ✓

Recommendations of the Bihar Labour Enquiry Committee.* ✓

A brief summary of the forecast of the recommendations of the Bihar Labour Enquiry Committee was given at pages 12 to 14 of our April 1940 Report. The Report has now been published and below are given the more important recommendations of the Committee.

Recruitment. - All establishments should give their ex-employees the first claim on employment. The principle of giving preference in employment to the relations of the employees should be recognised; preference should be confined to near relations of employees who have put in not less than five years of service. Rules about recruitment should be framed by the management in consultation with the workers and registered with the Labour Commissioner. In all establishments which employ not more than 1,000 persons the appointment should be made personally by the Manager or by the next senior officer in his absence. Recruitment of labour through contractors should be discontinued as early as possible. Where contractors or similar agents are for some time indispensable, they should be licenced by the State. Where workers have been imported by an employer or his agent, they should have the right to be repatriated at the cost of the employer, if they should find themselves without work on adequate wages for more than a month. An Employment Exchange under State control should be established in the Jharia Coalfields.

The Government should assume power to prohibit contract labour except for work where the special conditions make it necessary. Where contract labour is employed certain regulation of working conditions should be provided by statute.

Conditions of Work: (i) Service Rules. - Every establishment should have service rules. These rules should be framed in consultation with the labour unions where they exist or representatives of workers and submitted to the Labour Commissioner for approval and registration. The Labour Commissioner shall endeavour to adjust the differences between the parties. In the event of his failure to do so, the issue in dispute may be carried to the Industrial Court for final settlement.

(ii) Punishments; Promotion. - No authority below the rank of General Manager shall have the power to discharge or dismiss a worker. Reduction of wage-rate as a form of punishment should be abolished by law. All apprentices should receive an appropriate allowance during training and full wage-rate of the job on employment. Every large establishment should reserve a good proportion of vacancies in any grade to be filled by promotion from the grade next below it.

(iii) Provident Fund. - A scheme of provident fund should be compulsory for every establishment but the Government shall have the right to grant exemption. (The Committee is divided equally on the question whether retiring gratuity in addition to the provident fund should be made compulsory for certain industries.)

*Report of the Bihar Labour Enquiry Committee, Vol. I - Recommendations, Superintendent, Government Printing, Bihar, Patna. 1940. Price Re.1. pp. xiii + 378.

(iv) Holidays with Pay.-- Holidays with pay should be provided by law for these workers who have rendered a minimum actual service of 265 days in a period of 12 months. For the miners and leaders the qualifying period shall be 230 days. In the case of metallurgical and engineering industries the period for holidays shall be 22 days and in the case of other perennial industries 15 days in a year.

(v) Sickness Insurance.-- An enquiry is suggested into the practicability of introducing by law a scheme of sickness insurance on contributory basis. Pending the introduction of such a scheme, sick leave should be provided on the following scale:-

<u>Period of Service</u>	<u>Period of Leave.</u>
(1) Not less than 3 years but less than 5 years.	One week on full pay and one week on half pay.
(2) 5 years but less than 10 years.	10 days on full pay and 10 days on half pay.
(3) 10 years and over.	15 days on full pay and 15 days on half pay.

(vi) Maternity Benefit.-- Legislation for maternity benefit should be enacted without delay. It should follow the lines of the Act in force in the United Provinces.

(vii) Security of Tenure.-- Where the work of is of a permanent character and the worker has been employed on such work in a temporary capacity for a continuous period for one year he shall be considered to be a permanent worker. Breaks of service not exceeding 30 days in a year shall not be taken into account. In a seasonal factory the qualifying period for a permanent worker shall be the length of the working season instead of a year and condonation for breaks of service shall be calculated on a proportionate basis.

The employees of the Government factories shall have the same benefits and privileges as have been suggested for those in private establishments.

Conditions in Factories.-- The Factories Act should be extended to all manufacturing establishments not using power provided they employ at least 40 persons. The Government should assume power to treat as one establishment different departments or branches of the same establishment which are nominally separate to prevent evasion of the Factories Act. The plan of a factory should be submitted to the Chief Inspector of Factories and the Director of Public Health for approval before building is commenced. The Factories Act should include a provision for supplying protective equipment to the workers. All big factories must have a safety committee which must include at least one representative of labour. Washing facilities under section 19(3) of the Factories Act should be provided on a wider basis. The Local Government should require employers to provide shelters for rest wherever necessary. The Government in exercise of the powers conferred upon them by section 33 (2) of the Factories Act should insist on the maintenance of creches for the care of children.

The number of Factory Inspectors needs to be increased. At least one of the Inspectors should be an officer with medical and public health qualifications and one of them should be a woman.

The Inspectors of Factories should be asked to resort to prosecution in appropriate cases without hesitation. The Inspectors of Factories should explain the provisions about overtime in the Factories Act and see that they are strictly followed. It is desirable for the Inspectors to make direct enquiries from the workers and the labour unions and about the infringement of the provisions of the Factories Act and the Payment of Wages Act.

Institute of Industrial Psychology. - The Local Government should urge the Government of India to found an Indian Institute of Industrial Psychology and Fatigue.

Rationalisation. - Where a scheme of rationalization is likely to lead to the retrenchment of 10 per cent. of the labour force or 100 workers in any establishment, the workers should be given a three months' notice and an attempt should be made to find suitable employment for them in the same establishment as far as possible and training should be provided for them, if necessary. Gains of rationalization should be equitably shared with labour. Every large establishment should maintain an adequate relief gang.

Housing. - The Government should assume power to enquire into the incidence and basis of the rents for workers' quarters wherever any serious grievance exists and to fix reasonable rents. Provision of housing on an adequate scale should be a statutory obligation of the industry. But the extent to which an industry can be required to carry out the obligation will depend on its financial position. The workers should be encouraged to build their own houses and for this purpose loans on reasonable terms should be advanced to them. Where an employer owns land, plots should be leased out on reasonable terms. The Government will have the power to revise these terms, if they are reasonable. The Government should lay down minimum standards of industrial housing.

Health. - Every establishment which employs at least 500 workers should maintain at least one qualified whole-time doctor.

The Government should require liquor shops to be closed on pay days and holidays and forbid their location near the factories or the workers' quarters, regulate hours of sale and increase the retail selling price. Outstill system should be discontinued in all industrial centres.

Indebtedness. - A Debt Conciliation Act applicable to industrial workers should be passed. The employers should examine the practicability of creating a Debt Redemption Fund. Demand or solicitation by the money-lenders or their agents in any public place for the recovery of money should be made a criminal and cognizable offence. The Government should have power to take penal action against an undesirable money-lender. The amended section 60 and section 55 of the Civil Procedure Code need amendment to ensure to the workers the full benefit of their provisions.

Co-operative stores may be established in those places where there is a settled labour population and the workers have steady employment with regular earnings. Credit societies on co-operative basis should be tried on a larger scale and in more places.

Minimum Wages. - The Payment of Wages Act should be extended to mines and quarries. All wage contracts should be reduced to writing and details of payment should be supplied to each worker.

The scale of minimum wages shall be as follows:-

- (1) For Jamshedpur .. Rs. 18 a month
- (2) For Collieries:-

For miners and loaders the minimum wage should be secured by fixing a tub rate which will enable a miner and loader of average efficiency working under average mining conditions, and full number of days and hours allowed by law to earn Rs. 20 and Rs. 15 per month respectively or Rs. 35 jointly between the two.

For other workers in collieries Rs. 13 a month,

- (3) For limestone and Iron-Ore Quarries Rs. 13 a month or equivalent piece-work rate.
- (4) For metallurgical, engineering, railway workshops (outside Jamshedpur), paper, tobacco and cement industries Rs. 15 a month.
- (5) For Sugar Rs. 12 a month.

Minimum wage for workers in mica mines should be fixed after an enquiry. Minimum wage legislation should be extended to other industries, if it has been found to work satisfactorily.

The scale of minimum wages for an adult woman should be 25 per cent. and of a child 40 per cent. below that of an adult male worker. If any large variation in the cost of living should take place in future, the scale of minimum wages prescribed by the Committee should be adjusted to it. An adequate wage for the workers must be always taken into account in determining the quantum of protection for an industry. The Government of Bihar should make an endeavour to persuade the Governments of the other provinces, particularly Bengal and the Indian States to adopt the same scale of minimum wages for the miners and loaders and other colliery workers as in Bihar.

Trade Union Movement.- Outsiders under present condition are indispensable for organising and conducting trade unions. It is not always possible or desirable for the membership of ~~the~~ trade union to be restricted to the workers in a given factory. Co-ordination of trade unions through affiliation and federation is necessary. Multiplicity of unions in the same industry organised on the occupational basis is undesirable. All unions which are registered and have been in existence for at least six months and command a minimum membership of 5 per cent. of the total labour force in any establishment should be recognised by that establishment for purposes of negotiation. Provisions similar to those of the National Labour Dispute Act of the United States of America should be incorporated in the Indian Trade Unions Act in order to allow trade unionism to follow its development without unjust interference by the employers. Every establishment should afford proper facilities for the collection of trade union subscriptions. In all industrial centres suitable and convenient places should be set apart by the management in consultation with the labour union for the meetings of the workers. The trade unions should try to create a political fund so as to make full use of political representation granted to them.

Industrial Peace ; (1) Victimisation.- Cases of victimisation arising out of strikes should be decided by the Labour Commissioner or

any other officer authorised by him. In cases arising within three months of the termination of a strike or a lockout, an appeal should lie to the Industrial Court whose decision should be final and binding.

(ii) Cconciliation and Arbitration Machinery.- There should be no strike or lockout without notice. The minimum period for the notice should be 14 days. A copy of the notice should be sent to the Labour Commissioner. The Labour Commissioner will endeavour to secure a peaceful settlement. If the Government considers that the issue is of sufficient importance, a Board of Conciliation should be appointed without delay and the proceedings of the board should be required to be completed within 14 days from the date of the expiry of the notice. The time may be extended with the consent of both the parties. No strike or lockout shall be permitted during the pendency of the conciliation proceedings. Even while strike or lockout is in progress attempt should be made by the Labour Commissioner or any other suitable officer to get the parties together as often as possible. At any stage the parties may resort to voluntary arbitration the award of which is binding on both.

(iii) Strikes.- Stay-in-strikes should be prohibited by law. Peaceful picketing should be permitted and defined as in the British Act. The employers should not interfere with or discontinue such essential services as the supply of water or light and sewage disposal in the workers' quarters in a strike or a lockout. The majority holds the view that the recruitment of fresh labour in a strike is a source of much evil and therefore should be avoided as much as possible. An employee should not be dismissed or discharged simply because he exercised his right to strike. A worker who refuses to join the strike or desires to return to work should not be subjected to any kind of molestation or undue interference.

The property of the employers must be protected against damage or destruction. The workers should not in their own interest as much as in the interest of the employers allow any damage to be done to essential processes of the industry. The police and the Magistracy must maintain an attitude of strict neutrality and confine their activities to the enforcement of law and maintenance of peace. It is advisable for the police and Magistracy to keep in close and constant touch with the officials of the Labour Department.

(iv) Industrial Court.- There shall be established in due course and Industrial Court in the province.

Statistical Services.- The basis on which the cost of living index numbers are compiled in the province needs revision. There is need for collecting more and regular statistics for which an adequate and trained staff is required.

Creation of Labour Department.- A Labour Department should be established without delay with the Commissioner of Labour at its head. Besides the Labour Commissioner, a Deputy Commissioner permanently stationed at Jamshedpur with jurisdiction extending over the Chota Nagpur Division and two assistant Commissioners one in charge of the rest of the province and the other at the headquarters to look after the administration of the Labour Department should be appointed, together with an adequate staff for collecting statistics and investigation. The Government of India should be requested to contribute towards the expenses of the Labour Department.

Other Recommendations.- Besides the general recommendations

summarised above, the Committee has made several recommendations in respect of conditions in particular industries like coal, iron and steel, sugar, mica and shellac.

(The Government of Bihar has undertaken to forward a copy of the Bihar Labour Inquiry Committee's Report to the Head Office.) + ✓

Industrial Conditions in India:

Review of year ended 31-3-1940. ✓

The following information about industrial conditions in India during the year ended 31-3-1940 is taken from a contribution on the subject published in the Times of India dated 5-8-1940:

General.- India's industrial production during the year ended March 31 has recorded some expansion. The overseas demand created by the war, coupled with dislocation of import trade, created fresh opportunities for marketing Indian industrial products successfully, with the result that some of the more important industries, including iron and steel, paper and heavy chemicals, received a big fillip. The industrial spurt was reflected in the increase - as much as 10 per cent. over the previous year - in the consumption of power.

Iron and Steel.- The iron and steel industry had a flow of orders from Government and consequently enjoyed a period of boom. The production of pig iron, steel ingots and finished steel showed considerable expansion. The output of pig iron during the year totalled 1,835,100 tons, compared with 1,575,500 tons in the previous year. The manufacture of steel ingots and finished steels increased to 1,047,100 tons and 1,042,200 tons, showing a gain of 9.2 per cent. and 14.1 per cent. respectively over the previous year. Owing to the war, imports of protected steel and iron were the lowest in the history of the industry, whereas Indian exports of iron and steel, excluding pig iron and iron ore, were up during the year by 25 per cent. The prices realised were also higher than those of a year ago. It is presumed that this production will be surpassed in the current year.

Heavy Chemicals.- An all-round increase in production was recorded by the heavy chemicals industry, which is a key industry. Several factories were under erection during the latter half of the year so that an indication of the expansion of this industry will only be provided during the current year. The production of sulphuric acid and sulphate of ammonia increased from 505,700 cwts. and 14,860 tons to 590,360 cwts. and 19,824 tons respectively. The indigenous supplies of aviation petrol represented a gain of 25 per cent. and amounted to 57,324 gallons, while that of motor spirit was up by nearly 1,234,721 gallons to 21,000,000 gallons. The bulk of the increase in production was during the latter half of the year.

Jute.- An exceptionally heavy demand for Indian jute was created by the war. A flow of orders for sandbags in the initial stage of the war lifted the jute industry out of acute depression and the monthly production sharply rose from 90,700 tons in September to 125,700 tons in March. Shipments of jute manufactures established a fresh record for the decade and totalled 1,098,725 tons out of 1,280,400 tons produced during the year.

Tea.- The tea estates grew in all 384,210,000 lbs. being a record production for a decade and were able to ship 357,961,000 lbs. to overseas countries, leaving only 26,249,000 lbs. for domestic consumption.

Paper.- In the absence of adequate supplies of paper from abroad, the demand for indigenous production increased and half a dozen companies were floated during the year to fill up the gap caused by the fall in imports. The production of paper increased by about 33 per cent. to 1,388,460 cwt.

Textiles.- The Indian textile industry was perhaps the only industry whose condition did not materially improve during the year. A number of factors, including ~~a fall in both at home and abroad and~~ increased cost of manufacture, contributed to the shrinkage in activity.

(The Times of India, 5-8-1940.) ✓+

Reactions of War in the Economic Sphere:

Review by Governor of Reserve Bank.* ✓+

The following review of economic conditions in India during the half-year ended 30-6-1940 is taken from the report for the period presented by Sir James Taylor, Governor, Reserve Bank of India, on behalf of the Bank's Central Board of Directors to the 6th annual general meeting of the shareholders of the Bank held at Bombay on 5-8-1940.

International Economic Situation.- The world economic situation during the half-year under review was influenced primarily by the exigencies of the European War. In belligerent countries the necessity for mobilising the entire economic resources for the prosecution of war made inevitable a general dislocation of normal economic life, and with the intensification of hostilities and the consequent dislocation of trade and transport, the various control measures such as rationing, exchange control, and control over industry, labour and finance were applied with increasing rigour. In a number of neutral countries, after the initial boom in prices and production immediately following the outbreak of the war in September last, there were signs of a slackening in economic activity primarily because the loss of markets occasioned by the war was not wholly made good by the opening of new markets. This was especially true of the United States of America where industrial production after attaining a record level in the concluding month of 1939, began to decline thereafter, the Federal Reserve Index number (1923-25 = 100) falling from 125 in December 1939 to 105 in March 1940. These changes were also reflected on Wall Street where the prices of the leading industrial shares during the half-year showed on the whole a downward tendency. In Great Britain, efforts were concentrated during the period on the intensification of war effort by the passing of the Emergency Powers Act which gave the Government the widest powers of control over persons, property, industry and labour.

* Reserve Bank of India - Report of the Central Board of Directors for the half-year ended the 30th June 1940. To be presented to the shareholders at the Sixth Annual General Meeting to be held on Monday, the 5th August, 1940, at the Reserve Bank of India, Mint Road, Bombay, at 3 p.m. ~~1940~~ 1940. pp.24.

Situation in India.- In India, economic conditions during the half-year were dominated by war developments in Europe. Despite the difficulties of freight, the expansion of India's foreign trade continued during the period, and the value of both exports and imports of merchandise was considerably higher than in the corresponding period of the previous year. Available figures regarding industrial production also show that production in the principal industries of the country was generally maintained at a high level during the early months of the current year. Commodity prices, however, showed a downward trend during the half-year, firstly, as a reaction to the levels to which they had been raised by speculative forces in the concluding months of 1939, and secondly, owing to the loss of important export markets to India as a result of the territorial changes in Europe in the last two months of the period. The financial markets as a whole withstood the impact of war remarkably well until the middle of May when following upon war developments in France and the subsequent surrender by the French Government there was a certain amount of nervousness on the stock exchanges in India. Gilt-edged prices which were generally steady until the middle of June also showed a downward trend and the Board of the Bombay Stock Exchange fixed minimum prices for them on the 26th June. On the whole the Indian markets at the end of June 1940 were in a state of uncertainty and tension brought about by the France-German Armistice though there were signs that they were adjusting themselves to the new situation.

Commodity Prices.- Commodity prices showed a declining tendency during the half-year to such an extent as to adversely affect the economic conditions of the country. A considerable part of the rise in prices which had followed the outbreak of the war in September last was lost and the index number of wholesale prices for all commodities in Calcutta (July 1919 = 100) stood at 114 in June 1940 as compared with 137 in December 1939 and 101 in June 1939. At the beginning of the year the markets were in a subdued condition with a downward tendency in prices partly as a reaction to the excessive speculative activity of the previous four months and partly due to fears of increased Government control of prices. The publication of the Excess Profits Tax Bill on the 27th January also led to a further drop in prices. In May and June the intensification of the war resulted in a virtual loss of all European markets to India with the exception of Great Britain and the prices of principal export commodities fell precipitately and in some cases touched their pre-war levels.

Imports into India.- At the beginning of the war no restrictions were placed on imports into India (except of course, in respect of goods from enemy countries) and exchange was freely granted to all importers. In May, Government introduced a system of licensing imports for the purpose of conserving foreign exchange and at the same time the Exchange Control Department issued regulations forbidding the remittance of any amounts overseas in payment of imports unless the importer in India was in possession of an import licence thus ensuring that no goods, whose entry into the country would be barred, were paid for prior to arrival.

Hindu's Comments.- The Hindu, Madras, of 3-8-1940 makes the following comments on the Report in a leading article:

The Reserve Bank's Report on Currency and Finance for the year 1939-40 makes depressing reading. The period covered by the report is a period in which, owing to the war, one should expect, in the light of the experience of other countries situated like India, a striking improvement in the trade and industries of the country. But, thanks to the policy pursued by the Government and the Reserve Bank, all hopes were doomed to disappointment....

The general index of prices, which was 139.3 in January 1940, dropped to as low a figure as 127.5, while the index of industrial activity, which tended sharply to rise on the declaration of war, rose barely by one point to 113.9 in 1939-40 compared with 112.7 in 1938-39....

Whereas India should have witnessed an industrial and commercial boom owing to war conditions - a boom which every Dominion has experienced - she has, relatively speaking, passed through a veritable recession. Industrial production, save in the case of one or two industries like iron and steel and jute, has been disappointingly stationary, while trade continues dull....

Nor is this the only disheartening feature of the Report. The Government's financial measures have not been such as to secure to us the maximum of advantage. The policy of exchange control, repatriation of sterling debt and so on has not been to our advantage. Let us take what the effect has been of the sterling "purchase" policy of the Bank. Under the Exchange Control rules, a merchant in India who sells goods to, say, the U.S. is entitled to get paid, not in dollars, but only in sterling or its rupee equivalent at the official rate of exchange. The effect of this is that the Indian merchant cannot claim to be paid in gold or dollar or even in silver on ordinary terms. In this circumstance, the term "purchase" seems a misnomer; "commandeered" or "acquired", if a more euphemistic word is sought, will express the nature of the transaction better.

(The Hindu, 3-8-1940.) + ✓

Working Class Cost of Living Index Numbers for Various Centres in India during April and May 1940. + ✓

The cost of living index number for working classes in various centres of India registered the following changes during April and May 1940, as compared with the preceding month (March):-

Bombay.- The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in April 1940 remained unchanged at 110; in May 1940, rose by 1 point to 111. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad.- The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad during April 1940 remained unchanged at 78; in May 1940 it fell by 1 point to 77. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (Base: Year ending January 1928) of the cost of living in Sholapur during April 1940 fell by 1 point to 74; in May 1940 it rose by 1 point to 75. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (Base: January 1927) of the cost of living in Nagpur in April 1940 rose by 1 point to 68 and in May 1940 by 3 point to 71. The average for 1939 was 63 as against 61 for 1938.

Jubbulpore.- The index number (Base January 1927) of the cost of living in Jubbulpore in April 1940 advanced by 1 point to 64 and in May 1940 by 1 point to 65. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (Base: Year ending June 1936) of the cost of living in Madras during April 1940 increased by 1 point to 106 and in May 1940 by 1 point to 107. The average for 1939 was 100; average for the preceding year was not available.

(Monthly Survey of Business Conditions in India, April and May 1940 issues.) ✓

Industrial Development of Jaipur State:

Government to appoint Enquiry Committee. ✓

The Jaipur State Government has accepted a proposal of the Central Advisory Board, Jaipur, recommending that a committee composed of officials and non-officials be constituted to inquire and report as to what industries would be most suited to the State and how they could be developed. The Government has accepted the suggestion to associate non-official business experts in the committee and ~~and~~ has set up a committee consisting of three officials, including the Director of Industries and Commerce and three non-official members from the Central Advisory Board.

(The Hindu, 8-8-1940.) ✓

War Risks (Goods) Insurance Ordinance and Rules, 1940. ✓

Reference was made at pages 20-21 of the report of this Office for July 1940 to the War Risks Insurance Scheme for which the Central Government was planning for British India. The Viceroy has on 26-8-1940 promulgated the War Risks (Goods) Insurance Ordinance, 1940, making certain provisions for the insurance of goods in British India against damage by enemy action (Ordinance No. IX of 1940 dated 26-8-1940).

The Ordinance empowers the Central Government, by notification in the Gazette of India, to put into operation a War Risks (Goods) Insurance scheme under which insurance will be compulsory. The War Risks (Goods) Insurance Rules, 1940, issued on 26-8-1940 give in a schedule a list of goods exempted from insurance.

(The Gazette of India Extraordinary
dated 26-8-1940, pages 519 to 527). + ✓

Working of the Workmen's Compensation Act, 1923, in
Bihar in 1939.* ✓

During 1939 the daily average attendance of persons employed in the province is reported to have been 202,714 adults and 875 minors as compared with 192,402 adults and 669 minors in the year 1938. Most of the increase in the number of adults and minors occurred in the Chota Nagpur Division. During the year there were five cases of permanent disablement through occupational disease (lead poisoning) and these were reported from the establishment of Government Printing, Gulzarbagh. The amount of compensation paid was Rs.17,794.

149 persons lost their lives as the result of accidents, 205 persons were permanently disabled and 4,494 suffered from temporary disablement; the corresponding figures in 1938 were 135, 191 and 3,415. The total sums paid as compensation for the three classes of accidents were Rs. 88,886-12-9, Rs.52,626-3-6 and Rs.59,857-0-3 against Rs.77,004, Rs.54,610-2-11 and Rs.45,806-8-6, respectively, in the previous year. Of these amounts of compensation Rs.84,017, Rs.24,561 and Rs.40,910 were paid through the Commissioners for Workmen's Compensation, respectively for fatal accident, permanent disablement and temporary disablement. The average amount paid as compensation for fatal accidents was Rs.506 and for permanent disablement Rs.256 as compared with Rs.571 and Rs.285, respectively, paid in 1938. ✓

Compulsory Sickness Insurance:
Views of the Employers' Association of Northern India. ✓

In reply to a recent enquiry by the U.P. Government whether employers' and workers' organisations are willing to accept the principle of compulsory contribution to sickness insurance funds, the Employers' Association of Northern India, ^{Cawnpore,} has replied that while the Association would be prepared ~~xxxxxxxxxxxxxxxx~~ to consider a scheme for sickness insurance on an all-India basis, provided that the State is a contributory to it as well as employers and labour, it would strongly stress that the present time, which is full of difficulties for industries and business generally, is not suitable for the consideration of a scheme of this nature. Other points emphasised in the reply, the gist of which

* Printed letter No. 695 ^{XL-95} Com.R. dated 2-8-1940, from the Secretary to the Government of Bihar, Revenue Department, to the Secretary to the Government of India, Department of Labour on the subject of Statistical returns under the Workmen's Compensation Act, 1923, for the year 1939.

is to be forwarded to the Government of India, are summarised below:

Incidence of Sickness.- It is ~~also~~ pointed out that the incidence of sickness in this country is much more frequent than in many other countries, due to the tropical conditions prevailing here and the lower power of resistance of workers to disease. The liability of the Fund would, therefore, be much greater in India, and it therefore follows that labour and the State should share a greater potential liability.

Provision of Medical Services.- Employers as a whole are providing free medical attention in the larger industrial concerns and the introduction of a scheme of sickness insurance would raise the question of the provision of medical services in every town or village, or group of villages. Employers would have to be reasonably sure that there is no malingering and that workers would obtain free medical aid at their homes.

Holidays with Pay.- Closely allied to this question, the Association states, is the provision of holidays with pay, which has been under consideration in various Provinces, and it is of the opinion that this question should also be taken into consideration at the same time on an all-India basis, so that it will be possible for industrial interests adequately to assess the various burdens sought to be imposed by way of social legislation.

Need for Comparable Legislation in Indian States.- The Association has further urged on Government "the absolute necessity that legislation for the introduction of ~~the~~ social ameliorative measures, such as sickness insurance and holidays with pay, should be on an all-India basis". "If British Indian industries only", it is pointed out, "are singled out for the application of such measures, the disparity in working conditions which already exists between industries in British India and most Indian States, would be further widened to the detriment of the former."

(Circular No.146 (II) dated 8-8-1940 of the Employers' Association of Northern India, Cawnpore.) ✓

Sickness Insurance:

Views of All-India Organisation of Industrial Employers. ✓

Reference was made at pages 6 of our July 1940 report to the decisions of the Committee of the All-India Organisation of Industrial Employers on the proposals of the Government of India in respect of labour legislation based on the conclusions of the First Session of the Labour Ministers' Conference. The Committee has sent a letter to the Government on 15-8-1940 on the views of the Committee in respect of sickness insurance, of which a brief summary is given below:-

Need for Clarification of Extent of Burden.- Before considering this question, it was necessary that the Central Government should come forward with its proposals with regard to all the schemes of labour legislation such as sickness insurance, holidays with pay, etc., which it intends to introduce on the recommendations of the Royal Commission on Labour, so that industrial employers would be in a position to assess fairly the extent of burden which the State proposes to impose on the various industries under their schemes.

Need for Bringing Indian States into line with British India.- Another important consideration which has weighed with the Committee in this connection is the existence of varying standards of conditions under which industrial labour has to work in British India as compared to those existing in Indian States. The industrial interests in British India have been insisting for a long time that industries in British India have been suffering because of such varying conditions and unless the Central Government insists upon the observance of uniform labour conditions both in British India and Indian States, the Indian industrial interests in British India will not be willing to share any further financial responsibility with regard to the introduction of new schemes of labour legislation, however much they may feel that such legislation is desirable in the interest of both the employer and the employee.

State Contribution to Insurance Scheme Urged.- The Committee, in examining the Government proposals, has found an entire absence of any reference to the financial liability which the State would be called upon to share in the introduction of the scheme relating to sickness insurance. It is pointed out that in the United Kingdom, the Government makes a contribution to the sickness insurance fund. The Committee urges the Government of India to do likewise. The Committee is of opinion that the Central Government should not only come forward and pay, in a certain agreed portion, the cost of maintaining the sickness insurance scheme, but they should also agree to apply the said scheme to all industrial undertakings under their control and management as railways, coalmines, etc.

Introduction of Scheme Inopportune at present.- While forwarding these views to Government, the Committee expresses the opinion that the present time is particularly inopportune for the introduction of legislation on sickness insurance in view of the fact that some industries are still labouring under very distressed conditions, while conditions under which some of the war industries are working are artificial and unstable. Unless normal conditions prevail and unless the industries find themselves in a strong position, it would be dangerous to entertain new schemes, the introduction of such schemes is likely to undermine the financial position of the industries still further.

(Letter to the Superintendent of Industries, Delhi, sent by the Secretary, All-India Organisation of Industrial Employers, on 15-8-1940, copy of which was forwarded to this Office.) ✓

Defence Savings Provident Fund Rules, 1940. ✓

Reference was made at page 48 of our July 1940 report to the Defence Savings Provident Fund Scheme announced by the Government of India. The Rules governing the scheme are published at pages 1188 to 1192 of Part I of the Gazette of India dated 17-8-1940. The Rules governing the scheme as applied to the Indian Railways are published at pages 1215 to 1219 of the above issue of the Gazette. ✓

Administration of Workmen's Compensation Act in 1938.* ✓

The total number of workmen's compensation cases ^{in British India} increased from ~~646~~ ^{29,645} in 1937 to 35,065 in 1938 (Death - 803, Permanent Disablement - 1,990, Temporary Disablement - 32,272) and the amount of compensation paid rose from Rs.1,288,764 to 1,432,723. (Death - Rs.610,636, Permanent Disablement - Rs.471,595, Temporary Disablement - Rs.350,492.)

Provincial Conditions. - Increases both in the number of cases reported and the amount of compensation paid were registered in Ajmer-Merwara, Andamans, Assam, Baluchistan, Bengal, Bombay, Central Provinces and Berar, Madras and the Punjab. There was a fall in the number of cases reported in Delhi but the amount of compensation paid increased. In the United Provinces, more cases were reported but the amount of compensation paid was less. There was a fall both in the number of cases reported and in the amount of compensation paid in Bihar, North-West Frontier Province and Orissa. The compensation paid for accidents on Railways rose from Rs.341,452 in 1937 to Rs.390,013 in 1938. The average sum paid during the year per case was Rs.40.9 as against Rs.43.4 in 1937. In Bengal, out of 283 contested cases instituted during the year as many as 50 cases were filed against small concerns such as rice and oil mills, printing presses, stevedores, tanneries and petty building contractors.

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 and the Indian Seamen's Union continued to render help to their members. The majority of the claims were, however, instituted through lawyers. In Bombay, no trade union except the Textile Labour Association, Ahmedabad, played any important part in the settlement of claims on behalf of the workers. The number of cases handled by that body was 188 as against 244 in the previous year, and the total compensation secured during the year was Rs.10,776 as against Rs.21,915 in 1937. The fall in the number of cases handled by the Association was consistent with the

* Workmen's Compensation Statistics for the year 1938, together with a note on the working of the Workmen's Compensation Act, 1923. Published by order of the Government of India. Published by the Manager of Publications, Delhi. 1940. Price annas 5 or 6d. pp.5.

general fall in the number of contested applications from Ahmedabad. Many cases were decided on informal reference from Insurance Companies or the Association to the Commissioner in Bombay. In Bengal, the Calcutta Claims Bureau continued to render its valuable co-operation in the prompt settlement of claims. In Bengal, Madras and Bombay difficulties were experienced in recovering decretal amounts in some cases because the judgment-debtors either had hardly any means to satisfy the decrees or were prone to adopt unscrupulous ways and means for avoiding payment as long as possible.

Proceedings before Commissioners. - There was a decrease in the number of proceedings before the Commissioners, the total number of cases (including those pending from the previous year) being 2,739 as against 2,823 in 1937. The number of fresh applications under section 10 of the Act was 929 as compared with 889 in 1937. The percentage of contested cases to the total number of cases disposed of by Commissioners was 61 as compared with 55.8 in the previous year. 2,059 agreements were presented during the year, while 157 applications were pending from 1937. 1,905 agreements were registered without modification and 51 after modifications; 72 were not registered on account of inadequacy or for other reasons and 189 were pending at the close of the year.

Lead Poisoning. - There were 3 cases of compensation for lead poisoning (2 in Delhi and 1 in Bihar). Compensation amounting to Rs. 3,106 was paid. In Bengal, there were 2 cases of alleged lead poisoning pending at the commencement of the year while 2 more claims were instituted during the year.

Legislative Changes. - During the year, a number of amendments were made in the Act with a view to removing certain defects and difficulties which had been brought to light by the rulings of the High Courts or by experience of the working of the Act. The most important of them were made in sections 10 and 24. The period of limitation for instituting a claim which had been six months from the date of accident or, in the case of death, from the date of death has been extended to one year, while the unlimited right to represent a workman or a dependant or an ~~employee~~ before the Commissioner has been restricted to legal practitioners, officials of Insurance Companies and Registered Trade Unions and such other persons as may be authorised by the Commissioner. The Workmen's Compensation (Transfer of Money, Burma) Rules, 1938, were framed to replace the Workmen's Compensation (Transfer of Money) Rules, 1935, in their application to transfer to and receipt from Burma of money relating to workmen's compensation. ✓

Sickness Insurance Scheme for Indian Workers:
Indian Mining Association opposes Scheme. ✓

In reply to the Government of Bihar's enquiry as to the views of employers' and workers' organisations about contributing to a compulsory sickness insurance fund, the Indian Mining Association, Calcutta, in reply has reiterated the views on the subject expressed by it in 1935 in a communication to the Government of Bombay. The Association is of opinion that owing to the migratory nature of the labour employed in collieries it would be extremely difficult to apply to colliery labour any contributory scheme of sickness insurance. Not only do the workers move frequently from one colliery to another but the majority, being agriculturists, absent themselves for long periods during the cultivating season and again at the time of harvesting, and it is impossible for colliery officials to keep trace of their whereabouts. It has also to be remembered that the class of labour employed in collieries is to a large extent distrustful of medical men and when a workman falls sick he very often prefers to conceal the fact rather than obtain the services of the colliery medical officer, and in many cases workmen are removed to their villages without any information being given to the colliery management. The application of a contributory scheme of sickness insurance as far as colliery labour was concerned was, therefore, well nigh impossible. ✓

(Proceedings of the Meeting of the
Committee of the Indian Mining
Association, Calcutta, held on 25-7-40).
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Migration.

Indians in Natal:

Report of Protector of Indian Immigrants for 1939. ✓

Conditions of Work.- According to the annual report of the Protector of Indian Immigrants in Natal, for the year 1939, the average rate of wages paid to Indian labourers on estates is was between 45s. and 60s. per month as compared to 45s. per month in the previous year. Food, accommodation, and medical assistance are supplied to the labourers free of charge. There are 14 coal mines employing Indians. The number of Indians employed and residing on the coal mines and allied industries is 1,909, including 1,002 children. The wages paid remained about the same as in the previous year - 1s.6d. to 2sh.6d. per shift. Handymen and a few Indians employed in key positions received salaries ranging between £.8 and £.25 per month.

Housing Conditions.- No complaints of ill-treatment were received by the Protector from any of the Indians working on the estates. The accommodation for Indian workers on the estates and coal mines is being gradually improved, and on many estates new barracks are being erected. The present high prices of building materials is likely to retard progress in this direction. The Union Health Department has, however, adopted a vigorous policy in regard to housing conditions on the estates.

Increased Employment.- The South African Railways and Harbours Administration has stated that the railways can now absorb additional labour to increase the number of Indians employed on railways from the present 467 to approximately 1,500. In addition, employment is now offered to Indians on wattle plantations. Coal mines are also anxious to increase their number of Indian workers. In spite of this, there are still a large number of unemployed Indians, especially in and around the urban areas. It is hoped, however, that they will take full advantage of these new opportunities of employment.

Relief of the Destitute.- The general health of the Indian population was very good during the year under review. The scheme, instituted by the Union Government, of financial assistance to indigent, aged and blind Indians was continued during the year. On 31-12-1939, the number of Indians in Natal receiving these grants of 10s. per month was 2,355, which is 720 more than in the previous year.

(Press Note dated 13-8-1940 issued by the Information Officer, Government of India.) ✓.

Informal Conference between Government Representatives of Ceylon
and India; Migration and Trade Problems to be Discussed in November 1940

At the request of the Government of Ceylon, the Government of India has agreed to a conference between Ministers from Ceylon and representatives of the Government of India. The meeting which is expected to take place in India on 4-11-1940 will be entirely informal and exploratory in character and is intended to secure a satisfactory basis for formal negotiations at a later date on all problems of common interest which require adjustment.

Three Ministers from Ceylon; Mr. D.S. Senanayake (Agriculture and Lands), Mr. G.C.S. Corea (Labour, Industries and Commerce), and Mr. S.W.R.D. Bandaranayake (Local Administration) will represent Ceylon at the informal conference. Mr. H.J. Huxham, the Financial Secretary, will also accompany the Ministers.

It is learned that the Government of India has asked its Agent in Ceylon, Mr. Pai, to be present in New Delhi during the Indo-Ceylon conference. ~~beginning-on-Novem~~

(The Statesman, 16 and 24-8-1940, and
Times of India, 23-8-1940.) + ✓

Professional Workers, Salaried Employees and Public ServantsNon-Government School Teachers in Punjab:Enquiry into Conditions of Work. ✓

The National Union of Teachers, Punjab, has appointed a Committee under the Chairmanship of Mr. K.L. Malliaram to inquire into the conditions of service obtaining in non-Government schools and colleges in the Punjab. The committee has issued a comprehensive questionnaire inviting opinions on questions like fixation of minimum salaries for teachers in private schools and colleges, their increments, provident fund and gratuity facilities, and security of tenure. The committee will also inquire into the desirability of creating arbitration boards to settle disputes between the teaching staff and managements.

(The Statesman, 20-3-1940.) ✓

The Burma Weavers' Loans Bill, 1940. +✓

The Burma Government intends introducing in the local Legislature a Bill to regulate the granting of loans to weavers in the country. The Statement of Objects and Reasons appended to the Bill points out that handloom weaving is the most important cottage industry in Burma at present, and that it has been considered desirable to render financial aid to weavers in the form of loans at a nominal rate of interest. This bill enables this to be done and also enables the loans to be recovered as arrears of land revenue. It is proposed by means of rules to be framed under this Act to encourage agriculturists particularly to take up weaving as a subsidiary occupation.

(The Burma Gazette, Part III,
dated 17-8-1940, pages 117 to 118).

The Bengal State Aid to Industries Bill, 1940. +✓

The text of the above Bill introduced in the Bengal Legislative Council on 2-8-1940 by Mr. Nur Ahmed is published at pages 109-112 of Part IV-B of the Calcutta Gazette dated 22-8-1940.

Objects and Reasons.- The main object of the Bengal State Aid to Industries Act, 1931, was to obtain statutory power to enable State aid to be given mainly for the purpose of encouraging and developing cottage industries and industries on a small scale in the shape of loan guarantee and also to set up a Board of non-officials to advise Government in the matter. Though the Act was passed in 1932, owing to its very stringent provisions little encouragement could be given to cottage industries and industries on a small scale. There is no provision in the Act for granting subsidy to cottage industries and so the amendment of the Act has become necessary to give power to the Provincial Government to grant subsidy to cottage industries. This amending Bill has been framed with a view to give statutory power to the Provincial Government to encourage the development of cottage industries and village industries on a liberal scale.

(The Calcutta Gazette Part IV-B
dated 22-8-1940, pages 109-112).+✓

The Bengal Non-agricultural Tenancy Bill, 1940. ✓

Attention is directed to pages 80-81 of Part IV-B of the Calcutta Gazette dated 22-8-1940 where is published the text of the above Bill introduced by Mr. S.M. Hossain in the Bengal Legislative Council on 2-8-1940.

The Permanent Settlement Regulation, 1793, has certain provisions for the protection of agricultural tenants. Non-agricultural tenants (defined in the Bill as "any person holding land for non-agricultural purposes whether for homestead, shop, godown and factory or any other purpose except for agriculture and horticulture or for subletting to under-tenants") are however not protected by the Regulation, and the Bill seeks to safeguard the rights of such tenants in permanently settled areas. The protective provisions include freedom under certain conditions from liability to ejection and prevention of arbitrary enhancement of rent.

(Pages 80-81, Part IV-B, Calcutta
Gazetted dated 22-8-1940). ✓

Recognition of Trade Unions in Bengal:
Conditions under discussion between Bengal Government and Employers ✓

It is understood that there had been protracted discussions between the Hon'ble Minister for Commerce and Labour, Bengal, and the Labour Commissioner, Bengal, on the one hand and the Indian Jute Mills Association, Calcutta, regarding the question of recognition of trade unions, as a result of which certain agreed conditions to govern recognition had been drawn up. The Indian Mining Association has signified its support of the scheme.

(Proceedings of the Meeting of the
Committee of the Indian Mining
Association, Calcutta, held on 25-7-1940.7 ✓

Uplift of Aboriginal Tribes in Bihar: Government
sets up Advisory Board. ✓

The Government of Bihar has appointed an Advisory Board of 21 members to co-operate with the Special Officer for the educational and economic uplift of the aboriginal and backward classes in Chotanagpur and Santal Parganas. Among the prominent non-official members are Mr. A.V. Thakkar of the Servants of India Society and Devendranath Samanta, M.L.A. (Bihar) ✓

(The Amrita Bazar Patrika, 3-8-1940.) ✓

Andaman Islands Opium Smoking Regulation, 1940. ✓ +

The Government of India has issued a Regulation imposing penalties for being member of opium smoking assemblies and keeping opium "dens" in the Great and Little Andamans, with their dependencies.

(Notification No. 13/18/40-G.G. (B)
dated 17-8-1940; The Gazette of
India, Part I, dated 24-8-1940,
pages 1224 to 1226.) ✓ +

The Sind Primary Education Rules, 1939:

Penalty for Employers employing Child coming under Compulsory Primary Education Scheme. ✓ +

The Government of Sind has recently amended the Bombay Primary Education Rules, 1924, and published them under the title: The Sind Primary Education Rules, 1939 (Notification No. S-137/3 G.B/39 of the General Department dated 27-7-1940). Chapter X of the Rules sets forth the provisions relating to enforcement of compulsion in selected areas.

In each area of compulsion the parent of a child to whom the compulsion scheme applies is, if the child be not sent to school, liable to a fine of eight annas for each day of absence; the rules, however, lay down certain valid grounds, such as sickness or infirmity, provision of approved alternative teaching, etc., for not sending children to school. The rules also provide that whoever knowingly takes into his employment, either on his own behalf or on behalf of any other person, any child in respect of whom the provisions of compulsion apply, so as to interfere with the efficient instruction of such child, shall, on conviction before a magistrate, be liable to a fine not exceeding Rs.25/-.

(The Sind Government Gazette,
Part IV A dated 15-8-1940,
pages 1370 to 1462). ✓ +

The Bengal Primary Education Amendment Bill, 1940. ✓ +

Attention is directed to the Bengal Primary Education Amendment Bill, 1940, introduced by Mr. Nur Ahmed in the Bengal Legislative Council on 2-8-1940, the text of which is published at pages 61-63 of Part IV B of the Calcutta Gazette dated 22-8-1940.

The main objects of the Bill are (1) to provide compulsory attendance at school of all children of ages between 6 to 11 years within the course of five years; and (2) to make provision for religious instruction in primary schools. The Statement of Objects and Reasons points out that the incidence of mass illiteracy has not been reduced to any appreciable extent by the Primary Education Act passed in 1919, and the scheme prepared by Mr. Biss under which Government undertakes to pay half the cost, both capital and recurring, of primary education in any town. Out of 128 Municipalities, up till now, only one Municipality, viz., Chittagong, has introduced free and compulsory primary education, and that also for boys only, because the option in the matter was left to the discretion of local bodies.

(Pages 61-63, Part IV, Calcutta
Gazette dated 22-8-1940.) ✓ +

Wages.

Demand of War Allowance by Railway Workers:
Government sets up Court of Enquiry. + ✓

References were made in the earlier reports of this Office to the demand of the All-India Railwaymen's Federation for the grant of a dearness allowance to railway employees to meet the increased cost of living brought about by war conditions. The demand of the Federation was that there should be an increase of wages ranging from 10 to 20 per cent. to employees drawing less than Rs.100/- per mensem. The question was discussed by the Federation with the Railway Board in April 1940 (vide pages 26 to 27 of our April 1940 report).

Views of the Railway Board.- The view of the Railway Board that as prices stood there was no justification for granting a dearness allowance was explained to the representatives of the Federation and they were also told that the Government of India, in consultation with Provincial Governments, was actively considering what was the best means of providing relief in the event of any relief being considered necessary in the future owing to a further rise in prices.

The All-India Railwaymen's Federation, however, adhered to the view that there was a case for the immediate grant of an allowance and they submitted an application to the Government of India for the appointment of a Board of Conciliation under section 3 of the Trade Disputes Act, 1929, to settle the dispute. The Government of India, having reviewed the matter carefully, was not convinced that the present circumstances warrant the grant of any dearness allowance. Having regard, however, to the importance of the question for these employees on low rates of pay and the difference of opinion that has arisen, it believes that it would be of assistance both to railway administrations and to railway workers to have an enquiry into the matter under the Trade Disputes Act.

Appointment of the Court of Enquiry.- The following will be the terms of reference:- (1) What has been the rise in the cost of living for the lower paid staff since the outbreak of war in the various areas in which they are employed? (2) Having regard to the previous movements in wages and prices, does the rise since the outbreak of war establish a case for a war allowance for the lower paid staff? (3) If so, in what areas and subject to what conditions should an allowance be given? (4) How should the allowances, if any, be regulated if in future the cost of living should rise or fall?

Enquiry confined to G.I.P. Railway.- To enable the present enquiry to be conducted expeditiously, the Government of India has decided to confine it to the Great Indian Peninsula Railway. If, as a result of the Court's Enquiry, the Government of India adopts any principles regulating the grant of an allowance to any classes of workers on the Great Indian Peninsula Railway, it will be prepared to apply these principles to any other railway servants in its employ to whom they may be equally applicable.

The Court will consist of: The Hon'ble Mr. Justice B.N. Rau, Kt., C.I.E., I.C.S., Chairman; Sir Shafaat Ahmed Khan, and Mr. A. Hughes, I.C.S., Members; Mr. Hughes will also act as Secretary of the Court.

(Press Note issued on 8-8-1940 by the Department of Labour, Government of India.) ✓

Bombay Government Employees' Demand for Dearness Allowance. ✓

A resolution reiterating the demand of Government employees for a dearness allowance to enable them to meet the increased cost of living and urging the Government to immediately grant such an allowance with retrospective effect was passed at a meeting of the representatives of 26 Unions of Government and semi-Government employees in Bombay, held on 4-8-1940, Mr. N.M. Joshi presiding.

The resolution moved by Mr. S.C. Joshi also contained a request for the appointment of a Board of Conciliation for consideration of the subject or the reference of the demand to the Court of Enquiry shortly to be appointed by the Government of India for reporting on the same question in so far as it concerns railway employees in India.

(The Bombay Chronicle, 6-8-1940). ✓

Employment

Training of Technical Personnel for War Industries:
Sargent Committee's Recommendations. ✓

The Committee (Sargent Committee) recently appointed by the Government of India to enquire into the facilities available in technical institutions for training skilled personnel for Government and private industries, in connection with war production, (vide page 47 of the Report of this Office for June 1940) is understood to have made its report.

The following information is taken from a newspaper summary of the report:

Conscription of Technical Personnel.- In order to carry out the expansion programme already decided upon, nearly 10,000 additional technicians will be needed, either at once or at stages during the next nine months. As these cannot be trained in the ordinary way, they will have to be conscripted from the ranks of skilled workers engaged in private industry, supplemented by technical students who are about to complete their courses of training. In addition to these, the annual requirements of the defence services for trained personnel will, it is estimated, amount to about 3,000 men.

Training Facilities.- The Committee, as a first step, laid down a minimum standard of proficiency required for the more important classes of technicians, and adopted a course of intensive training for this purpose. It, thereafter, with the consent of the authorities

concerned, deputed representatives to inspect selected technical institutions with a view to ascertaining what accommodation was available immediately, or could be made available, by the provision of extra equipment and instructors for training additional men. It is learnt that the institutions so far inspected could train nearly 3,000 men without disturbing to any serious extent the courses of existing students. The Committee is also of the opinion that considerably more men could be trained wherever it may be practicable to introduce the shift system. The Committee has also classified requirements under about 25 trade categories, and has made recommendations as to which institutions are best fitted to undertake training in a particular trade or trades. The Committee has also recommended that students at existing technical institutions should be asked whether they would be prepared to undertake intensive courses of training for subsequent employment in war industries.

Provision for Expansion of War Industry.- Apart from the needs of the defence services and of certain Government departments, which can already be approximately satisfied, the Committee had under consideration the possible requirements likely to arise from a general expansion of industry for war purposes. It is felt that much could be done to satisfy these by exploring the possibilities in a number of other technical institutions which it has not been possible to survey within the month allowed to the Committee for making its report.

(The Times of India, 6-8-1940). ✓

Economic Development.

Development of Empire's Resources for War; Empire Conference to be held at New Delhi in October 1940. ✓

The Government of India, in consultation with His Majesty's Government in the United Kingdom, has been considering the possibility of establishing close liaison between India, the Commonwealth of Australia, New Zealand, the Union of South Africa, Southern Rhodesia, Burma, Malaya, Hong Kong, Ceylon and the African territories represented in the East African Governments' Conference, for the purpose of ensuring that the best possible use is made of their resources existing and potential, for the purposes of the war. Invitations have been issued to the Governments concerned to a conference to be held in India in October 1940 and have been accepted by all, except the Governments of Southern Rhodesia and Malaya, whose replies are awaited. It is hoped that the conference will enable the participating Governments to settle a joint policy for the co-ordination and development of their resources for the purposes of the war and to establish some form of permanent liaison arrangement with that object in view.

(The Statesman, 13-8-1940). ✓

Defence Savings Provident Fund Rules, 1940. ✓

Reference was made at page 48 of our July 1940 report to the Defence Savings Provident Scheme announced by the Government of India. The Rules governing the scheme are published at pages 1188 to 1192 of Part I of the Gazette of India dated 17-8-1940. The Rules governing the scheme as applied to the Indian Railways are published at pages 1215 to 1219 of the above issue of the Gazette. + ✓

List of more important publications received in this Office during
August 1940.

Conditions of Labour.-

- (1) Report of the Government Presses Enquiry Committee, United Provinces, Superintendent, Printing and Stationery, United Provinces, Allahabad. 1940.
- (2) Second Quinquennial Report of the Welfare Work of Messrs. Begg, Sutherland & Co., Ltd., Cawnpore - 1st April 1934 to 31st March 1939.
- (3) Annual Report of the Department of Commerce, Industries and Labour, Baroda State, for the year 1937-38 ending 31st July 1938. Baroda State Press, 1939. Price Re.1-4-0.
- (4) Report of the Bihar Labour Enquiry Committee, Vol. I: Recommendations. Superintendent, Government Printing, Bihar, Patna. 1940. Price Re.1 1/2
- (5) Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1939. Superintendent, Government Press, Orissa, Cuttack. 1940. Price Annas -/15/-.
- (6) Annual Report on the working of the Factories Act (XXV of 1934) in Burma for the year 1939. Magoon: Superintendent, Government Printing and Stationery, Burma. 1940. Price Re.1/8/- = 2s.3d.

Economic Conditions.-

- (1) Indian Central Jute Committee. Abstract Proceedings of the Seventh Meeting of the Indian Central Jute Committee held at Calcutta on the 6th, 7th and 8th March, 1940. Calcutta: Printed at the Star Printing Works, 30, Shibnarain Das Lane, 1940.
- (2) Annual Report of the Department of Statistics, Baroda State, for the official year ending 31st July, 1938. Baroda State Press. 1939. Price Re.0-13-0.
- (3) Department of Statistics - Bulletin No.1 - Thirty-fifth issue. Statistical Abstract of the Baroda State from 1928-29 to 1937-38. Published by authority. Baroda. Printed at the Baroda State Press. 1939. Price Re.1-8-0.
- (4) Proceedings of the Meeting of the Standing Finance Committee for Railways 1st and 2nd July 1940. Vol.XVII, No.2. Published by the Manager of Publications, Delhi. 1940.
- (5) "The Lessons of Tariffs in India, I" by N.G. Abyankar, M.Sc. (Reprinted from the Journal of the Indian Merchants' Chamber, for August 1940).
- (6) "Recent Trends in Commercial Policies with special Reference to ~~India~~ India's Foreign Trade" by N.G. Abyankar, M.Sc. (Reprinted from the Journal of the Indian Merchants' Chamber, for July 1940).

Social Insurance.-

- (1) Report on the working of the Workmen's Compensation Act, for the year 1939, in Assam (Letter No.G-1766-G.J. of the Chief Secretary to the Government of Assam to the Government of India, Department of Labour.)
- (2) Report and Statistical returns relating to the Workmen's Compensation Act, 1923, in N.W.F.P. for 1939.
- (3) Statistical returns under the Workmen's Compensation Act, 1923, for

the year 1939 (Typed letter No. ⁵⁹⁵~~XL-98~~ Com.R. dated 2-8-1940 of the Secretary to the Government of Bihar, Revenue Department, to the Secretary to the Government of India, Department of Labour).

- (4) Workmen's Compensation Statistics for the year 1938, together with a note on the working of the Workmen's Compensation Act, 1923. Published by the Manager of Publications, Delhi. 1940. Price Re-0-5-0 or 6d.
- (5) Annual Report on the working of the Workmen's Compensation Act in Bengal during the year 1939. Superintendent, Government Printing, Bengal. 1940. Price Annas 3/- or 4d.

Agriculture.-

Government of Bengal. Report of the Land Revenue Commission, Bengal. Vol.I, with Minutes of Dissent and Vol.II - Appendices (I to IX) and Indian Land-System, Ancient and Modern. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1940. Price Re.1-8-0.

Navigation.-

Administration Report of the Madras Port Trust for 1939-40.

Co-operation.-

Report on the Co-operative Societies in Orissa for the year 1938-39. Superintendent, Government Press, Orissa, Cuttack. 1940. Price Re.1-8-0.

Organisation, Congresses, etc.-

The Karachi Indian Merchants' Association. Report for the year 1939. Published by T.M. Gurbaxani, Secretary, Karachi Indian Merchants' Association, 1940.

Public Health.-

- (1) Preliminary Annual Report of the Public Health Commissioner with the Government of India for 1939. Published by Manager of Publications, Delhi. 1940. Price 8 annas or 9d.
- (2) Annual Public Health Report of the Province of Orissa for the year 1938 and the Annual Vaccination Report for the year 1938-39 by Lt.-Col. G. Verghese, I.M.S., Director of Health and Inspector-General of Prisons. Superintendent, Government Press, Orissa, Cuttack. 1940. Price Re.2-2-0.

Miscellaneous.-

- (1) Report on the administration of Assam for the year 1938-39. Shillong: Printed at the Assam Government Press. 1940. Price Rs.2-10-0 or 4s.
- (2) Administration Report of the Electricity Department, N.W.F.P. for the year 1938-39, by Superintending Engineer and Deputy Secretary to Government, N.W.F.P., Electricity. Published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Re.0-11-0.
- (3) Orissa: Public Works Department - Transport and Building. Provincial Civil Works - Repairs. Budget Estimate for 1940-41. Parts II and IIA - Ganjam Division, Koraput Division, Electrical Works Division. Final Issue.

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for September 1940.

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(b) National Trades Union Federation, 1940 Annual Session, Bombay, 28-8-1940: Decision to merge in A.I.T.U.C.

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(c) 18th session of A.I.T.U.C., Bombay, 28 and 29-9-1940: Amalgamation of A.I.T.U.C. and N.T.U.F.

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National Labour Legislation.

Government of India.-

Amendment of the Coal Mines Safety (Stowing) Rules, 1939.

The Government of India has notified amendments to the Coal Mines Safety (Stowing) Rules, 1939. The main amendment is the addition of a chapter containing rules governing the application of the Stowing Mand.

(Notification No. M.1276 dated 20-9-1940: The Gazette of India, Part I, dated 21-9-1940, pages 1370 to 1371.)

Bengal.-

The Bengal Shops and Establishments Bill, 1939: Measure passed by Legislative Assembly.

Reference was made at pages 3-4 of our August 1940 report to the passing of the Bengal Shops and Establishments Bill, 1939, by the local Legislative Council. The Bill as adopted by the Council was introduced in the Legislative Assembly on 11-9-1940. The Congress Party urged the imperative need for including provisions for regulating hours of work in commercial offices, and an amendment for the purpose was moved; this, however, was defeated. The Labour Minister assured the House that he hoped to bring in an amending Bill in March 1941 to give adequate relief to employees in commercial establishments.

The Bill was passed by the Assembly on 12-9-1940.

(The Amrita Bazar Patrika, 13 and 14-9-1940)

Bombay.-

The Draft Bombay Shops and Establishments Rules, 1940.

The Bombay Government has published the draft of the General Rules which it proposes making under the Bombay Shops and Establishments Act, 1939. The draft is to be taken into consideration by 1-10-1940.

(The Bombay Government Gazette, Extraordinary, Part IV-B, dated 25-9-1940, pages 959A to 959L.)

British Baluchistan.-

Draft Employment of Children (Workshops) Rules, 1940.

The Chief Commissioner of British Baluchistan proposes adopting rules under the Employment of Children Act, 1938; the rules relate to the appointment of inspectors and the form of certificate of age required by the Act.

(Notification No. A/122 (39)-Tr.-
8498-G dated 27-9-1940: The Gazette of India, Part II-A, dated 7-9-1940, pages 1652 to 1653.)

Burma.-

The Rangoon Dock Labourers Registration Bill, 1940.

On 28-8-1940, Mr. Ba Thane (non-official) introduced in the Burma Senate the Rangoon Dock Labourers Registration Bill, 1940. The Statement of Objects and Reasons of the Bill points out that dock labourers in Rangoon have for years been subjected to great hardships as the result of the system whereby they are engaged and paid not directly by the person requiring their labour, that is to say, by the stevedore, but by various intermediary agencies or coolie maistries, who make large deductions from their wages. There is sometimes an inordinate delay in the payment of the dock labourers' wages and many instances have been brought to light where they have not been paid at all. Moreover, the undue influence into the Port of Rangoon of labourers desirous of obtaining work as dock labourers has resulted in unemployment and distress, giving rise from time to time to considerable labour unrest in Rangoon. To overcome these evils and improve the condition of dock labour the Royal Commission on Labour, as far back as the year 1931, recommended the registration of dock labourers and the direct payment to them of their wages.

This bill seeks to provide a remedy for the evils detailed above.

(The Burma Gazette, Part III, dated
31-8-1940, pages 130 to 131.)

Madras.-

Extension of Factories Act to Match Factories.

The Government of Madras has by a Notification dated 16-9-1940 extended the provisions of the Factories Act, except a few sections relating to health and safety now generally applied only to large factories, to all places in the Province of Madras wherein the process of manufacturing matches is carried on with or without the aid of power and wherein on any one day of the twelve months preceding the date of the notification ten or more workers were employed.

(Notification No. 754: G.O. Ms. No. 2213,
Development, Dated 16-9-1940: The Fort
St. George Gazette, Part I, dated 24-9-1940,
page 1268.)

Orissa.-

Extension of Payment of Wages Act to "Partially
Excluded" Areas.

The Payment of Wages (Amendment) Ordinance, 1940, has been extended to the districts of Sambalpur and Koraput, which lie in the "partially excluded" areas, and to the agency tracts in the district of Ganjam.

(Notification No. 6282-III L-44/40-Com.
dated 14-9-1940. The Orissa Gazette,
Part III, dated 20-9-1940, page 533.)

3

Punjab.-

Provision of Fire Extinguishers in Factories.+

The Punjab Government has notified amendments to the Punjab Factories Rules, 1936, in respect of the clauses dealing with the provision of fire extinguishers and other precautionary measures to deal with fires.

(Notification No. 6471-I. & L.-40/35354 dated 29-8-1940: The Government Gazette, Punjab, Part I, dated 6-9-1940, pages 1511 to 1512.)

Sind.-

Adaptation of Bombay Maternity Benefit Rules, 1929.

The Sind Government has notified the adaptation for Sind of the Bombay Maternity Benefit Rules, 1929, with suitable modifications.

(Notification No. 108-M/38 dated 29-8-1940: The Sind Government Gazette, Part IV-A dated 5-9-1940, page 1516.)

Sind.-

Proposed Replacement of Sind Cotton Ginning and Pressing
Factories Rules, 1936.

The Sind Government proposes replacing the Sind Cotton Ginning and Pressing Factories Rules, 1936, by a new set of Rules.

(Notification No. 1936/95/83-I(a)-E dated 2-9-1940: The Sind Government Gazette, Part IV-A, dated 5-9-1940 pages 1517 to 1521.)

Sind.-

Proposed Adaptation of Bombay Factories Rules to Sind.

The Sind Government proposes adapting, with suitable modifications, the Bombay Factories Rules, 1936, for Sind. Criticisms of the draft are invited to reach the Government within three months of the date of publication.

(Notification No. 108 M/38(b) dated 26-8-1940: The Sind Government Gazette, Part IV-A, dated 5-9-1940, pages 1514-1515.)

Conditions of Work.

4

Hours of Work

Proposed Legislation re. Weekly Rest to Shop Employees; Views of U. P. Employers.

Reference was made at pages 7 to 8 of our August 1940 report to the Circular letter sent by the Government of India to Provincial Governments with a view to elicit the views of the interests concerned on the proposed Weekly Holidays Bill. The following is a summary of the views on the Bill expressed by the U.P. Chamber of Commerce and the Merchants' Chamber, U.P.

U.P. Chamber of Commerce.- While it is felt that some sort of provision for social recreation to persons employed in shops, commercial establishments, restaurants and theatres is necessary, the Chamber is opposed to the main provision of the draft Bill proposing grant of weekly holidays to such employees. In its opinion, one day's holiday in a month would give ample rest to the employees. So far as Cawnpore is concerned, the employees in shops and commercial establishments, etc., already enjoy one holiday in a month according to their own demand and consequently provision of a weekly holiday is quite ~~unwarranted~~ unwarranted ~~far~~. The committee would like to add that "the provision of a weekly holiday would disturb long-established customs and usages of various markets and would go to reduce the volume of trade and earnings, with consequent diminution in the revenues of the Government".

Merchants' Chamber, U.P.- The Merchants' Chamber, U.P. recognises that legislation should be enacted, in view of the public demand and the passing of such Bills by the Bombay, Punjab and Bengal Legislatures to secure a minimum number of holidays for persons employed in shops and commercial establishments. The Council of the Chamber particularly welcomed the views expressed by the Central Government that such legislation should be undertaken centrally, and should thus be uniform in general outline in all British Indian provinces. It notes with interest that the provisions of the Draft Bill are elastic enough to suit the varying ~~many~~ local and provincial conditions, as also the exigencies of individual establishments. It, however, feels that restaurants and theatres should be excluded from the provisions of the Bill. The Council does not consider that, at the initial stage of social legislation affecting shops and commercial establishments, provisions should be made for a half holiday in addition to ~~a~~ weekly holidays. The Council is strongly opposed to the exemption granted to shops and establishments under the control of municipal authorities or Government from the provisions of the Bill as laid down in clause 12 of the Draft Bill. The Council is also opposed to holidays being granted on fixed days according to clause 3 of the Bill and desires that option should be reserved to the individual employers to fix a weekly day of closing. In the end, the Chamber desires that the Central legislation regulating the grant of holidays to employees in shops and commercial establishments should be proceeded with as expeditiously as possible.

(The Leader and the Hindustan Times, 7-9-1940.)

The Employers' Association of Northern India.- The Association, while expressing its sympathy for the principle underlying the Bill, points out that larger commercial establishments in U.P. invariably grant a weekly day of rest and that shop-keepers allow their employees extensive leave facilities on full pay to attend marriages, deaths, etc., and to visit their villages. In some cases, casual leave with pay for sickness is also allowed to employees. A statutory holiday per week in addition to the present leave facilities is, therefore, likely to be a heavy burden on shop-keepers. The number of petty shops employing one or two hands, generally members of the shop-keepers' family, is very large and the difficulties of enforcing the Act in the case of these petty shops will be considerable. Moreover, this type of shop is run on a very fine margin of profit and the extra expense would be a severe burden. It is, therefore, suggested that the proposed legislation should not apply to shops which employ less than four employees and to owners of shops and establishments. Finally, the Association suggests that a controversial Bill of the nature proposed should not be proceeded with under the present abnormal conditions.

(Circular letter No. 176(II) dated 9-9-1940
of the Employers' Association of Northern
India, Cawnpore.)

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Industrial Health and Safety.

Tuberculosis among Jute Mill Workers:
Enquiry by All-India Institute of Hygiene and Public Health*.

Under the auspices of the All-India Institute of Hygiene and Public Health, Calcutta, an enquiry financed by the Indian Research Fund Association, has been undertaken into the incidence of tuberculosis among industrial workers. Three doctors were engaged in the work in 1939 in the Angus Jute Mills, Calcutta. The work is being continued.

Results Obtained.- So far 3,008 workers from various provinces have been examined, of whom 89.3 per cent. have given a positive Mantoux reaction and 14.5 per cent. radiological evidence of active pulmonary tuberculosis. The frequency of infection has been found to be almost equally distributed over all age groups and about the same in both sexes. The highest percentage of disease was found in the age group - 40-45. The "winding" department of the industry gave the highest percentage of strong reactors (51.7 per cent.) and the "Preparing" section the lowest (16.1 per cent.). Milder degrees of bronchitis were detected in 15.5 per cent., dermatitis in 9.4 per cent. and naso-pharyngeal catarrh in 2.4 per cent. of the cases examined. A survey among the contacts of known cases has given a positive reaction in all the contacts.

A survey is also being conducted into the dwellings and their surroundings, the social customs and habits of the workers, financial status, nutrition, general mortality, tuberculous morbidity and mortality.

Two doctors are investigating into the problems of tuberculosis in home contact children. Till the end of 1939, 917 children aged 15 years and under have been examined. The results so far obtained show 67.9 per cent. positive reactors, 11.6 per cent. with active tuberculous pulmonary lesions, 6 per cent. with arrested lesions and 29 per cent. with tracheo-bronchial adenopathy (by radiographic examination).

* Annual Report of the All-India Institute of Hygiene and Public Health, Calcutta, 1939. Printed by Manager, Government of India Press, Calcutta. 1940. pp.61.

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Inspection

Appointment of Sub-divisional Officers for Factory
Inspection in Bihar.

Attention is directed to pages 929 to 933 of Part II of the Bihar Gazette dated 4-9-1940 where is published a Notification (No.808-IF-27/40-Com.R. dated 30-8-1940) appointing specified Sub-divisional Officers to be ex-officio Additional Factory Inspectors.

Deductions from wages for absence:Interpretation by C.P. Government.

Recently a dispute had arisen in the Empress Mills, Nagpur, in regard to the rate at which the deduction of wages for absence from duty is to be made, the question being whether the payment of the monthly wages was on the basis of the number of working days in the month or on that of the number of days in the calendar month. Formerly, the mills used to count the month as one of 30 days, but recently they introduced a 26 days' month. The interpretation of the relevant Section of the Wages Act was disputed by the workers and a reference was made to Government. ~~XXXXXXXXXX~~ The workers objected to this change.

In July 1940 the management of the Empress Mills gave an undertaking to the workers that it was prepared to leave the question to be settled by the C.P. Government in the light of the provisions of the Payment of Wages Act. The Government has now given the following interpretation:

Government's Interpretation.— Government is advised that under the Payment of Wages Act: (1) It is not permissible to deduct wages on account of absence for three consecutive days where an employee is absent from work for one day succeeding a compulsory holiday; and (2) It is open to the management of the Mills to make an agreement with its employees that the monthly wages shall be for the working days in a month. If such an agreement is made the employer is entitled to deduct not more than $1/26$ th of the monthly wages for each day's absence in a month containing 26 working days.

Government considers that the fairest solution is to apply the system that was formerly prevailing to the extent that is consistent with the provisions of the Payment of Wages Act. Where the days of absence of a worker during a wage period do not include a Sunday or other compulsory holiday, no complication can arise and it is permissible to the management to make deduction for each day of absence at the rate of $1/26$, $1/29$, $1/30$, or $1/31$ th of the monthly wage payable according to the number of days in the calendar month concerned. In cases in which the days of absence include a Sunday or other compulsory holiday which has been preceded and succeeded by days of absence, it is permissible to the management, if they so wish, to retain the old rate of deduction for the days of absence excluding a Sunday or compulsory holiday, or in the alternative to make a deduction for the whole period of absence (and to include holidays in the calculation) at the rate of $1/30$, for the appropriate fraction as indicated above) provided that the deduction shall not exceed the deduction that would be permissible for the total period of absence excluding compulsory holidays at the permissible rate of $1/26$ or appropriate fraction for the month based on the number of working days in that period.

The latter alternative may be illustrated as follows. If a worker is absent for a total of four working days, with a Sunday intervening, under the old system in a 30-day month the deduction for absence would have been $5/30$ th of the monthly wage. Under the provisions of Section 9 (2) of the Act, the maximum deduction permissible is $4/26$ th of the monthly wage. As the latter fraction is less than the former, it is not permissible to the management in this case to make a deduction on the old system of calculation including the Sunday or compulsory holiday so as to exceed the maximum deduction allowed by Section 9 (2) of the Act. If the period of absence, however, had been seven working days with a Sunday intervening, the deduction made under the old practice would be $8/30$ th of the monthly wage. The maximum deduction permissible in respect of this absence under the Act is $7/26$ th of the monthly wage. As the latter fraction is greater than the former, the deduction of the former amount is permissible under the Act and it is, therefore, open to the management to make the deduction of the same amount as they were doing before.

Calendar Month Basis Preferred.- In the opinion of the Provincial Government it is not compulsory on the management of the Impress Mills to continue the new system of making deductions for absence, but it is open to it, and in view of the assurance given by the management, it would be well advised, to revert to the old system, subject to the modification regarding deductions made for absence on intervening holidays; where such holidays do intervene, deductions for absence on working days may be calculated according to the method explained in the two preceding paragraphs. Retrospective effect should now ~~now~~ be given to the arrangement mentioned above as agreed to by the management, and if any extra deductions have been made from the wages of workers for absence since the introduction of the new system, the amount involved should be refunded to the workers concerned at the wage payment in September 1940.

(The Hitavada, 21-8-1940.)

Monthly Minimum Wage of Rs.15 and Rs.10 for Male and Female
Employees: Grant of Dearness Allowance: Decision of
Madras Corporation.

A meeting of the Council of the Madras Municipal Corporation was held on 3-9-1940 to consider the recommendations of an ad hoc Committee, appointed by the Council, to go into the question of the wages of the Municipal servants and the need to grant a dearness allowance. As a result of discussion, the following resolution was adopted:

(1) That all men labourers employed in the Corporation on monthly or daily wages, who draw less than Rs.15 a month, be paid a minimum wage of Rs.15 a month. (The number of men who come under this is 152 on monthly wages and 708 on daily wages).

(2) That all women labourers on monthly or daily wages, who draw less than Rs.10 a month, be paid a minimum wage of Rs.10 a month. (The number of such women comes to 549 on monthly wages and 22 on daily wages).

(3) That leave salary for 15 days in the year be given to all labourers (except to casual labourers) of over three years' standing who are not already getting it.

(4) That maternity leave up to one month be granted to all women workers.

(5) That a dearness allowance at a flat rate of Rs.2 a month be granted up to 31st March, 1941, to all male adult workers drawing between Rs.15 and Rs.25, and to all female adult workers, drawing between Rs.10 and Rs.20; provided that no worker who gets an increase in the permanent wage under the provision for minimum wage will get the allowance except to the extent of the difference between the increase in the permanent wage and the dearness allowance.

(6) That the Finance Standing Committee and the Commissioner be requested to put up expeditiously a supplemental budget for the purpose of giving effect to these proposals.

(The Hindu, 4-9-1940)

Industrial Disputes.

Conditions of Work in Kolar Goldfields:

Mysore Government orders Inquiry.

An inquiry into the recent labour strike in the Kolar gold fields and into the conditions of employment in the gold mining industry has been ordered by the Mysore Government. Dewan Bahadur K. Matthan, retired First Member of the Mysore Executive Council, has been appointed to undertake the inquiry as soon as possible. The inquiry officer has been requested by Government to review the progress and the adequacy of the various measures already adopted by the mining companies as on the economic and social conditions of workers employed in the gold mining industry. The inquiry officer will also examine the practical effect, so far as the labour population on the Kolar gold field is concerned, of the several measures of labour legislation in force in the State and to make suggestions to Government calculated to promote the object with which they were enacted.

Labour Deputation waits on Dewan.- A Mysore Government order on the subject says that a deputation of workers in the gold mines recently waited upon the Dewan of Mysore to explain their grievances and made representations about the conditions of employment in the gold mining industry. It was ascertained that, on similar representations made to the mining committee, it has decided to sanction certain increases in the rates of wages, and it was expressed that any legitimate complaint, particularly those of individual nature, if brought to notice, would be dealt suitably.

Labour's Demands.- The representations made to the authorities by Labour, include the inauguration of a provident fund for all employees, licensing the profession of moneylending, providing for the regulation of the rate of interest, effective exemption from attachment of wages of all unskilled labour, and of a minimum amount of the wages of skilled labour, weekly payment of wages, payment of attendance bonus to contract labour, as is now being paid to company labour, and measures to improve the social and economic position of the labourers in the mining area.

(The Times of India, 17-9-1940.)

Factory Administration in N. W. F. P. in 1939.*

Number of Factories and Workers.- During the year 1939 the total number of factories subject to the control of the Factories Act increased from 31 to 37. 6 factories were registered during the year and none removed. Of the 37 factories, 36 worked during the year and one remained closed. Of the 36 working factories, 23 were perennial and 13 seasonal.

The total number of operatives employed in all factories during the year was 1,268 as compared with 1,191 in 1938. Of the total workers employed in factories, 1,196 were males and 72 females as compared with 1,161 and 30 respectively during the previous year. 6 children were employed in factories during the year under report as compared with 5 during the previous year.

Inspection.- Of the 36 factories which worked during the year, 18 were inspected once and 4 twice. Fourteen factories remained un-inspected as compared with 7 in the previous year.

Hours of Work.- The hours of work in all factories were well within the maximum level permitted by factory regulations. Perennial factories found a 48-hour week sufficient for their requirements. Seasonal factories worked up to the 60 hour week permitted by the Act for the period during which they were operated.

Prosecutions.- No prosecutions were instituted against occupiers and managers of factories for infringement of factory regulations during the year under report.

Legislation to collect Industrial and Labour Statistics;

Views of Indian Mining Association.

Reference was made at pages 16-17 of our July 1940 report to the proposals of the Government of India to adopt legislation regarding the collection of industrial and labour statistics. The Indian Mining Association, Calcutta, has expressed the opinion that if it was intended that mines should be included in the scope of the proposed legislation, the Committee of the Association would like to suggest that, owing to the conditions of colliery labour and its movement from one colliery to another and the fact that the coalfields in Bengal and Bihar were

Government of the North-West Frontier Province. Report on the Working of the Factories Act in the North-West Frontier Province for the year 1939. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Re.0-11-0.

at present in a state of ferment, it would be advisable for the time being to exclude mines from the purview of the Bill in order to avoid further disturbance of the labour force.

(Proceedings of the meeting of the
Committee of the Indian Mining Association,
Calcutta, held on 22-8-1940.)

Calcutta Scavengers' Strike:
Report of Corporation Committee.

A strike declared in the last week of August 1940 by 90 per cent. of the scavenging staff of the Calcutta Municipality, numbering about 20,000, was unconditionally called off on 6-9-1940. The main grievances of the strikers were: inadequacy of wages on account of the high price of commodities, pitiable condition of their quarters, scarcity of water, paucity of medical relief, absence of maternity benefit for women workers, payment of illegal gratification, necessity for warm clothes and waterproofs, absence of benefit of Provident Fund and abolition of double shifts.

During the course of the strike, the Special Committee appointed in April 1940 by the Corporation to report on the grievances of the scavengers and other labour staff of the Corporation submitted its report. The following are its main findings:

Housing.- The scavengers have been agitating for the redress of grievances for the last 16 years, and resorted to strikes no less than four times during the period 1924-1933. The Corporation had promised them redress several times, but these promises have been honoured more in the breach. Thus, though improved housing was promised and an annual grant of Rs.300,000 announced, out of 20,000 odd workers, only about 4,000 live in Corporation quarters, and the conditions in these tenements leave much to be desired. The report recommends that scavengers' quarters should be regularly inspected, and necessary repairs immediately effected; the Corporation should also, as decided in 1934, undertake a scheme of cheap housing in the outskirts of the city.

Medical Relief.- Arrangement should be made for giving first aid to all labourers of the Corporation in times of accident; hospitals which receive grants from the Corporation should be instructed to admit the labour staff in cases of serious illness.

Provident Fund and Leave with Pay.- In view of the Corporation's straitened finances, the Report does not recommend the grant at present of provident fund and leave with pay to the scavenging staff.

Security of Service.- Every employee of the labour staff should be given the right to continue in service so long as he is not guilty of any misconduct or insubordination and an officer not below the rank of the District Engineer should have the power of dismissal. In any case of dismissal an employee will have the right of appeal to the Chief Engineer, and then to the Chief Executive Officer, and finally to the Corporation.

Illegal Gratification.- The strikers have not been able to substantiate the charge of prevalence of bribery.

Winter Clothing.- The report does not recommend the free supply at present of waterproofs and winter clothing, but suggests that the Corporation should consider this demand as soon as its financial condition improves.

Maternity Facilities.- Women workers should be given all facilities of maternity homes without any charge whatsoever, and they should have the right to get back their respective posts as soon as they are found fit for work.

Hours of Work.- The strikers have not substantiated the charge of double work being exacted. They have to put in only seven hours of work, with an interval of five hours from 9-30 a.m. to 2-30 p.m. Attendance in the muster roll twice in the morning and twice in the afternoon is absolutely necessary to obtain full work.

Wages.- As there has been no ^{great} rise in prices, ^{there} is no justification for the scavengers' demand of a 25 per cent. increase in wages. Though there is no justification for the continuation of the interim grant of Re.1/- as dearness allowance sanctioned recently, it may be continued if necessary to avert a fresh strike. As to the scheme of opening or selecting stores in different parts of the city for the supply of foodstuffs to the labourers at pre-war prices, the Report is definitely against it, as it would entail too much expenditure.

Note of Dissent.- Four members, out of the total Committee of eight, in a note of dissent express the opinion that the dearness allowance is justified and should, therefore, be continued.

(The Amrita Bazar Patrika, 4 and 7-9-1940.)

Repairing India's Industrial Deficiency:

Several Schemes considered by Board of Scientific and Industrial Research

The Board of Scientific and Industrial Research which met in Bombay on 8 and 9-9-1940 under the presidentship of Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, discussed several schemes designed to tackle the problem of India's industrial deficiency. Among those present were Sir H.P. Mody, President of the Employers' Federation of India, Lala Shri Ram, President of the All-India Industrial Employers, Dr. R.N. Law, President of the Bengal National Chamber of Commerce, Dr. J.C. Ghosh, Director of the Indian Institute of Science, Mr. Kasturbhai Lalbhai, Sir Ardeshir Dalal, representing the mining and metallurgical industry, Dr. Nazir Ahmed, Dr. S.S. Bhatnagar, Director of the Board, and Sir Alan Lloyd, Commerce Secretary.

Decisions Reached.- Among other decisions, the Board recommended the constitution of a special Metallurgical Research Committee, taking into consideration the increasing importance of the metallurgical industry. Mr. J.J. Ghandy, General Manager of the Tata Iron and Steel Company, will be its Chairman and the chief chemist of His Majesty's Mint will be on the Board. The Board also considered the report of the exploratory sub-committee appointed at an earlier meeting to consider the question of utilising vegetable oils, and adopted the schemes proposed by that committee. The Board expressed the opinion that the extraction of oils from oil seeds, like rape seed and groundnuts for ~~using them~~ as lubricants either independently or by mixing them with mineral oils should be further explored, and suggested that the Government should consider the question of persuading the railways to make use of them extensively. Investigation for preparing margarine in a suitable form for popular use in those countries where it is used at present as a substitute for butter was also recommended by the Board. New schemes for the manufacture of cheap radio sets were referred to ^{the} research sub-committees for their opinion. Suggestions for strengthening the personnel of the fuel research sub-committee and the glass and refractory sub-committee were also considered.

The next meeting of the Board will be held in Calcutta in January, 1941.

(The Times of India,
10- and 13-9-1940).

Report of the Bombay Economic and Industrial Survey Committee.*

Reference was made at page 28 of our April 1938 report to the appointment by the Bombay Government of a Committee, with Sir Purshotamdas Thakurdas as Chairman, to conduct an economic and industrial survey of the Bombay Province. The Report of the Committee has now been published; a brief summary of the main findings and recommendations is given below:

Economic Background.- The Province has a population of 18 millions, of whom 4.2 millions are in towns and 13.8 millions in rural areas. Literates among them number only 99 per thousand. The economic condition of the agriculturists of the Province compares favourably with that of agriculturists in other provinces. There are 4,037 co-operative societies, with a working capital of Rs.12.43 millions. The largest number of income-tax payers are to be found in the Province and, from the point of view of joint stock enterprise, postal savings and numbers of factory workers, Bombay takes a leading place in India. Bombay is also a leading commercial centre, the volume of its exports and imports totalling 555 millions and 787 millions of rupees respectively in 1937-38, which meant 30 per cent. of the total foreign trade of India. Though Bombay is thus a little better off than other provinces, taken by itself, its economic condition can hardly be termed satisfactory, when only one in 271 persons has an annual income exceeding Rs.2,000. It is true that the income-tax does not cover agricultural income, but even if it did, the number of those having an income of Rs.2,000 will not be increased by more than 30 or 40 per cent. The analysis of the occupational distribution of the people has also shown that Bombay is heavily dependent on agriculture and that industrialisation in the Province has not reached anything like the extent which it has in the other industrial countries of the world.

Industrial Activities of the Province.- Describing the industries of the Province, the report says that there has been a decline in the number of workers in cottage industries, but there has been a rise in the number of those engaged in registered factories, who totalled 479,000 in 1938. A sharp fall is also seen in the subsidiary occupations of agricultural classes. Such occupations lost by the cultivating classes include spinning, ginning of cotton by hand, paddy husking, flour grinding and handloom waving. This in turn has meant a fall in their average income. Out of 877,000 persons shown in the census of 1931 as industrial workers, only about 380,000 are supposed to be engaged in cottage and small-scale industries. The principal industries of the Province include textiles, dress and toilet, wood, bamboo and basket making, ceramics, brass, copperware and other metals, food, tobacco, chemicals, match industries, hides and skins, furniture, dairy, ~~soap~~ soap industries, fruit canning, aerated waters, gold and silver thread, sandalwood and ivory carving, glass works, fishing and fish curing and poultry farming.

* Report of the Bombay Economic and Industrial Survey Committee,

1938-1940, Volume I. Government Central Press, Bombay. 1940. As.8.
 PA. 209

Textiles feature as the most important industry, embracing the big spinning and weaving mills, where looms and spindles run into thousands; smaller power loom factories, where looms vary from 10 to 20 to a few hundreds; and the handloom weaving industry. The hand-loom industry does not seem to possess much more than 100,000 looms and produces 187 million yards of cloth, whereas the large-scale textiles possess 5,651,084 spindles and 130,582 looms and produce no less than 2,763 million yards of cloth.

Handicaps suffered by Cottage Industries:

1. Difficulty of obtaining Raw Material.- The main difficulties arise in connection with the obtaining of raw material, inefficiency of technique and implements, finance, marketing and taxation. The artisan finds difficulty in getting adequate supplies of raw materials and what he gets is what remains after the demands of the export dealer and the big manufacturers are satisfied; this means that the supplies left to the cottage worker are of poor quality. In addition, some middlemen practise fraud and material of inferior quality is passed off as of superior quality.

2. Declining Remuneration.- There has been a great decline in the earnings of the cottage worker who has been pathetically helpless to resist reduction in his remuneration. The artisan's implements and methods of manufacture remain old-fashioned. Not enough organised and State-aided effort has been made to tackle this problem, and even where improved implements have been devised, the difficulty of enabling the artisan to take them up has remained almost insuperable and the middleman is, to say the least, certainly not helpful. The problem of improved technique is thus seen to be intimately connected with the problems of marketing and finance. In the meanwhile, the products of the large-scale and machine-using industries show persistent improvement and reduction in cost, with consequential adverse results on the competitive position of cottage products and on the income of cottage workers.

3. Marketing Difficulties.- The selling of cottage products presents also a great deal of difficulty. This is so partly because consumers' tastes have changed and partly because the cottage worker's output lacks the finish and the modernity which machine-made products have and there is no certificate of guarantee of quality attaching to it. It is also due to the fact that the cost of production of cottage products is higher. There is no organisation and no application of method or science in the selling of cottage products, the middleman who is the principal seller being content to follow his father's ways rather than take any initiative.

Need for Urgent Action.- Though many of the difficulties of the cottage industries are common to small-scale industries as well, the problems facing cottage industries and small-scale industries are not always identical. A serious handicap in the expansion of small-scale industries is stated to be the absence of technical assistance and expert advice. Stressing the need for urgent action, the Committee states that the economic condition of cottage workers, as also that of the rural population, has become desperate. Unless steps are taken immediately on the lines indicated by it, the Committee feels that this position is bound to deteriorate further and that, if this process continues, no amount of money will stop the economic ruin of the rural population.

Possibilities of Industrial Development:

1. Aluminium and Potteries.- The possibilities for further industrial development are explained by the Committee who emphasises

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also the potentialities of semi-agricultural industries like poultry keeping, bee keeping and sericulture. There are possibilities for establishing the aluminium industry which have been disclosed by the discovery of bauxite deposits at Tungar Hill near Thana; clay suitable for high class potteries is stated to be available in the Khanapur taluka of the Belgaum district and in the Thana, West Khandesh, Dharwar, Satnagiri and Kanara district; these open out prospects for establishing a high class earthenware industry in the Province. Bakelite electrical goods, raw films, radio sets, bicycles and automobiles are other commodities which offer scope for domestic manufacture.

2. Textiles and Leather.- Referring, however, to the principal industries, the Committee observes that it should not be difficult for the Province to be entirely independent of imports of cotton textiles within a few years. As regards leather imports, the Province exported in the year 1937-38, Rs.5.22 million worth of raw hides and skins. With improvements in tanning, a good part of these exports could be converted ~~and~~ either into leather or leatherware and thus replace our present imports.

3. Machineries.- Regarding the imports of machinery of various kinds, it is stated that it is difficult to indicate the possibilities of their successful replacement. But it may be pointed out that there are some small concerns in the Province which manufacture parts of rice, flour and sugar mill machinery. Moreover, if industrialisation is to be speedily achieved in India, capital costs will have to be reduced and that can be accomplished by the building up of a heavy engineering industry in this Province. Bombay enjoys the advantages of several harbours, a large home market and a good supply of skilled labour. Under these circumstances, ^{an} attempt to start a machinery industry should be made, even if it means in the first instance only the assembling of parts.

4. Others.- The position is not also unhelpful in regard to drugs and medicines. Fruit canning and the manufacture of other fruit products have great possibilities. Fibre resources should be more economically utilised. A good deal of agricultural produce is being wasted at present which could give rise to new industries. Forest products offer enormous scope for building up new industries. The fisheries resources can also be exploited on a very profitable scale.

Constitutional Limitations on Provincial Government.- The Committee's recommendations cover a wide field. Members lay a general emphasis on the need for tackling general problems connected with transport facilities, health conditions and literacy which determine the limits of industrialisation. Unless these fundamental factors are adequately dealt with, the most ~~extensive~~ ^{expensive} industrial measures will not either achieve their purpose or at best fail to obtain the maximum results which otherwise will be there. The Committee stresses also the limitations imposed by the constitution on the capacity of the Provincial Government to undertake industrial development. "It must be borne in mind", says the report, "that the structure, the composition and the pace of industrial development are very greatly dependent upon tariffs, transport and currency, none of which vital determinants of economic development are under the control of the Provincial Government; and without controlling these, it is difficult to carry out any industrial policy meant to result in speedy industrial development. Moreover, even when considering the measures that are constitutionally within the purview of Provincial activity,

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we have to bear in mind the cardinal fact that in a country like ours the implications of Provincial action in the industrial sphere extend far beyond the Provincial boundaries and that, therefore, the reactions on the other Provinces and the Indian States have to be constantly taken into account. In fact questions pertaining to industries in India are more properly the subject for investigation by the Central Government rather than by the Provincial Government."

Recommendations.- Some of the ^{more} important recommendations besides industrial and other surveys and research and various forms of direct State aid are summarised below:

Adult Illiteracy.- There should be a definite time-table for the liquidation of adult illiteracy in the Province, especially of that of the cottage workers and, the Provincial Government should set up an authority that will carry out this programme in a vigorous manner.

Unemployment.- To relieve part-time unemployment among agricultural classes and for increasing the cultivator's income, Government should promote part-time occupations suitable for cultivators and agricultural labourers. In this connection, the Committee emphasises that hand-spinning is the ideal part-time cottage industry for the cultivator, as it involves very little capital, is not difficult to learn, can be taken on and left off at the cultivator's convenience and fits in with the century old traditions of the countryside. There are also other part-time cottage industries like mat-making, rope-making, dairying, sericulture, agriculture, etc. A special section should, therefore, be created in the Industries Department for the purpose of promoting part-time or subsidiary industries and inspectors appointed for each district.

Subsidiary Industries.- A conference of representatives of different Governments of the ^{different} Provinces and States and of the Government of India should be convened for purposes of discussing the place of subsidiary industries in ^{the} Indian economy and the ways and means to achieve the same. It is felt that only after such a conference has been held and agreed protective measures taken on an all-India scale, will it be possible for the proposed part-time cottage industries section of the Industries Department to function effectively.

Regulating Relations between Classes of Industries.- As regards the question of the relation of large-scale and cottage industries, the Committee feels that there is a large non-competing field between the two, as also scope for co-operation. But there is no doubt that competition also exists, particularly in the textile industry. The Committee, however, feels that regulation of the relation of these two types of industry cannot be undertaken by the unilateral action of a single Provincial Government. The Committee, therefore, suggests that the whole question, particularly that of regulating the relations between the large-scale and cottage sections of the textile industry should be discussed at a special conference of the representatives of the Provinces and the Government of India.

As regards the relation between small-scale and cottage industries, the Committee is of the opinion that no regulation is necessary except in the case of the textile industry where the growth of small power-loom factories needs to be restrained. Even here no action should be taken without obtaining the approval of the other Governments in India.

District Industrial Association. - The difficulties of the cottage industrial workers are primarily in the field of marketing. To meet this difficulty the Committee recommends that each district should have an Industrial Association in charge of a District Industrial Officer assisted by a local Advisory Committee.

The District Industrial Association should supply raw materials to artisans and sell their products, give them improved tools on the hire purchase system and organise demonstrations, etc. Membership of the Association should be open to all whole-time cottage workers resident in the district. The District Industrial Association could be co-ordinated by a Divisional Association under an Assistant Director of Industries in each Division of the Province. These Assistant Directors should be assisted by advisory committees and over them there should be a Deputy Director of Industries in charge of cottage industries. This Deputy Director will issue an annual report on the state of cottage industries in the Province. He will also be in charge of the Provincial Cottage Industries Research Institute and, in general, he will act as the spokesman of cottage industrial interests. The Deputy Director may also be assisted by an Advisory Board.

Financing Cottage Industries. - ~~For~~ ^{For} financing the cottage worker, a special organisation should be set up which should not deal direct with the cottage workers but only with the Industrial Associations. In the alternative, the Government may place Rs.2.5 million at the disposal of the cottage industries section of the Industries Department. ~~For financing small-scale industries the Government should promote a Small Industries Bank with a capital of Rs.2.5 million.~~

Board of Economic Development. - For the formulation of a positive industrial policy, a Board of Economic Development should be created, and a time-table of industrialisation based on the details collected by an industrial census should be drawn up. The plan of industrial development should be so drawn up and executed as not to result either in unemployment or lowering of income of any class of the existing cottage workers.

Facilities for technical education should be increased and they should be equally distributed amongst different regions of the Province.

Working Class Cost of Living Index Numbers for Various Centres in India during June 1940.

The cost of living index numbers for working classes in various centres of India registered the following changes during June 1940 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 1940 remained stationary at 111. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad. - The index number (base: year ending July 1927) of the cost of living in Ahmedabad during June 1940 rose by 3 points to 80. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1936) of the cost of living in Sholapur during June 1940 rose by 1 point to 76. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: January 1927) of the cost of living in Nagpur in June 1940 fell by 1 point to 70. The average for 1939 was 63 as against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in June 1940 advanced by 2 points to 67. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during June 1940 remained stationary at 107. The average for 1939 was 100.

(Extracted from the June 1940 issue of the Monthly Survey of Business Conditions in India.)

Excess Profit Tax Rules, 1940.

Attention is directed to pages 1380 to 1405 of Part I of the Gazette of India dated 28-9-1940 where is published the Excess Profits Tax Rules, 1940, made under the Excess Profits Tax Act, 1940 (vide pages 55-56 of the January and page 40 of the April 1940 reports of this Office).

The Bengal Fisheries Bill, 1940.

On 6-9-1940 a Bill was introduced in the Bengal Legislative Assembly to regulate the settlement of fisheries and to define and protect the rights of fishermen.

The Bill has been introduced with a view to rationalise the settlement of fisheries on the basis of fair and equitable rent and stabilise the fish industry which forms a vital part of the economic structure of the province. If the Bill passes into law, it will benefit the proprietors as well as the catchers. The proprietors will receive regular and stable rents, while the catchers will be saved from illegal and unjust impositions. Besides ^{bringing} the destruction of fish, price will be greatly minimised on account of longer settlement. The abject poverty of fishermen due to various extortions and uncertainties of profession will disappear on account of fixity of rent, settlement for longer number of years and reduction of interest on arrear rents. So far as Government fisheries are concerned, the fishermen will, after the expiry of ^{the} existing settlement, have the free right of fishing, and it will be economically beneficial both to the catchers and the consumers. It will also encourage co-operative efforts among the fishermen and will go a long way to improve their lot. (See also page 15 of our December 1939 report for reference to two other Bengal Fisheries Bills). (The Calcutta Gazette, Part IV A, dated

26-9-1940 pages 274 to 276).

5th Session of National Planning Committee, Bombay,
30-8-1940 to 4-9-1940.

The 5th session of the National Planning Committee was held at Bombay from 30-8-1940 to 4-9-1940, Pandit Jawaharlal Nehru presiding (For a summary of the ^{proceedings of the} 4th session of the Committee see page 17 of the June 1940 report of this Office).

The Committee considered the reports of five sub-committees, including the report of the Land Policy Sub-Committee, the report of the sub-committee on Women's Role in a Planned Economy, and the report of the Public Health Sub-Committee, and discussed, among other matters, the general principles of the main report to be drawn up by the Committee.

Report of Public Health Sub-Committee.- The Sub-Committee made several recommendations in regard to the reorganisation of medical, preventive, curative and educational methods; and some of the recommendations were based on the nutrition standard as laid down by the League of Nations. Besides it emphasised the need for manufacture of drugs in India.

Resolutions: Nutrition Standards.- Resolutions affecting the public health, dietary standards, and practice and manufacture of medicine were passed at the meeting. It was resolved that the recommendations of the Sub-Committee for the fixing of dietary standards should be placed before the National Planning Commission. The recommendations were for the adoption of the dietary standards laid down by the Technical Commission of the Health Committee of the League of Nations, minus 8 per cent. They provide a basic diet of 2,400 calories for an average adult.

National Health Organisation.- Another resolution declared that India should have a form of health organisation, both curative and preventive, under State control. The preservation and maintenance of the people's health would become a State responsibility. This would involve the encouragement of research and the adoption of the scientific method at its widest. As a first step, the Committee recommended that a large number of health workers should be given immediate training to undertake community welfare work.

An Indian Pharmacopoeia.- The appointment of a Pharmacopoeia-Committee ~~for~~ for the drawing up of an Indian Pharmacopoeia, the manufacture of drugs, medicines and surgical implements, the abolition of patent rights in vital medical preparations, and the banning of secret and unscientific remedies were the subject-matter of other resolutions. It was also resolved to absorb and where required give scientific training to indigenous medical practitioners.

Chairman's Note.- In the course of a Note circulated to members, Pandit Nehru, the Chairman, outlined broadly the aims of the Planning Committee.

The Note pointed out that the problems of poverty, unemployment and low standard of living are very serious in India. The hopes of the Indian industrialists and mercantile communities that the war may bring a temporary prosperity to Indian industry and agricultural producers, have not materialised and there is widespread disappointment.

As the work of the National Planning Committee has proceeded, it has become abundantly clear that any real planning requires coordination between all sectors of national life, which in itself requires the control of the community in all the various sectors. The committee have agreed to state ownership and control in regard to defence industries and state ownership or full control of key industries and public utilities. In regard to land, while the committee have not ruled out private enterprise in the shape of peasant proprietorship, they have decided that the objective should be the introduction of the co-operative principle to the largest possible extent. Their general objective is one of socialistic planned structure run by the community for the benefit of the community. The whole motive of the plan must be a social and co-operative one and not a competitive one based on private profit.

(The Bombay Chronicle and the Times of India 30-8-40 and 5-9-40)

War Risks (Goods) Insurance Scheme: Compulsory from 1-11-1940.

The War Risks (Goods) Insurance Scheme (referred to at page 34 of the report of this Office for August 1940), according to a notification issued by the Government of India, is to be brought into effect from 1-10-1940; such insurance is to be made compulsory throughout British India from 1-11-1940.

(The Times of India, 16-9-1940).

Proposed Burma Money Lenders Bill, 1940.

The Burma Government proposes introducing shortly in its Legislature a Money Lenders Bill. The Statement of Objects and Reasons points out that previous attempts to regulate money-lending by the Usurious Loans Act have been ineffective. This Act has been more or less a dead letter because it was necessary to prove to the satisfaction of the Courts not only that the rate of interest was excessive, but also that the transaction was unfair. The absence of any definition of the term "excessive rate of interest" made the Court reluctant to disallow high interest charges and in many cases judges were forced to find that although the interest was excessive the transaction was not unfair. Little use has been made of the Act and it has done little to curb the evils of unrestricted money-lending.

The Bill proposes to make compulsory the registration of persons who carry on money-lending as a business and requires them to maintain proper accounts which shall be liable to inspection by Government agency. The maximum rates of interest that may be decreed by a Court on suits arising out of loans are fixed and the Courts are empowered to reopen transactions and disallow excessive interest gains. Among other provisions of the Bill are the disallowance of compound interest on loans, clauses laying down that the maximum amount that may be decreed on account of arrears of interest shall not exceed the principal of the original loan and a prohibition of the molestation of borrowers for the recovery of loans. These provisions apply not only to loans made by registered money-lenders but also to all "loans" as defined in the Bill.

(The Burma Gazette, Part III, dated 31-8-1940,
pages 121 to 125.)

Reorganisation of Agricultural Research in India:
Decisions of the Governing Body of the I.C.A.R.

A step of far-reaching significance in the development of agricultural and animal husbandry in India was decided upon by the Governing Body of the Imperial Council of Agricultural Research at its annual meeting held at Simla in the last week of August 1940. It has long been urged upon those in charge of the country's scientific research services that much of their labours will have little value until steps are taken to carry the fruits of research to the fields of the cultivators in such a manner as will be readily understood by the peasant farmer. Even in official quarters it is admitted that Indian scientists have hitherto concentrated primarily on research and that an urgent need has arisen to develop more direct service to the small cultivator which will give him in a simple yet effective way the full value of field and laboratory experiments on new and improved methods of farming.

Economic Committee set up.— The Governing Body of the Imperial Council of Agricultural Research has therefore decided to establish (1) a chain of committees to link up research with practical requirements, and (2) as a measure of further co-ordination, a central agricultural and livestock economic committee. This central committee's function will be to endeavour to strike a balance between the needs of research and the needs of development, having full regard to the desirability of applying promptly and economically the results of research to agricultural practice. This central agricultural and livestock economic committee will have eight members and, apart from its preliminary survey of India's agricultural industry as a whole, it will be kept in constant touch with the needs of the industry and with all proposals for its development.

(The Statesman, 31-8-1940.)

C.P. Moneylenders' (Amendment) Act, 1940.

The Governor of the Central Provinces and Berar has enacted an amendment to the C.P. Moneylenders Act, 1934, so as to control more effectively moneylending in the Province. The amending Act requires all moneylenders to get themselves registered and to obtain a certificate of registration in which the district in which they can operate will be specified; the Certificate will not be valid in other districts. Carrying on the business of moneylending without getting the registration certificate is penalised. No suit for the recovery of a loan advanced by a moneylender is to be entertained in a Civil Court, unless the moneylender holds a valid certificate.

(The C.P. and Berar Gazette, Extraordinary, dated 23-9-1940, pages 394 to 396.)

Provision of Licensed Warehouses for Agricultural Produce:

Possibility investigated by the Board of Economic Enquiry, Bengal.

The Board of Economic Enquiry set up by the Government of Behgal is, it is learnt, now engaged in investigating the feasibility of establishing Licensed warehouses for agricultural produce in this province.

In order to collect all the necessary statistics in this connection, a questionnaire, consisting of about 34 queries, has been circulated among the representative commercial and industrial bodies in the province.

The present facilities for the storage of agricultural produce, period for which agricultural goods are usually stored, cost of storage per maund or bale in kutchha and pucca godowns, adequacy of the existing facilities for storage, nature of State control for private warehouses, necessity of Government license for starting such private warehouses, and conditions of issuing such licenses, are some of the subjects dealt with in the questionnaire.

(The Amrita Bazar Patrika, 23-9-1940)

Scheme of State Farms in Sind:
Facilities for training in Agriculture.

According to a message from the Karachi Correspondent of the Associated Press of India, a scheme for starting a number of large state-owned agricultural farms in the direction of progressive nationalisation of lands has been undertaken by the Sind Government. As a first step, the Government has decided to experiment with a piece of land measuring 4,000 acres in Shahabunder, Karachi district, wherein it would use the latest agricultural mechanical implements. On the farm, which will be run on business lines, will be constructed a number of model houses from rural reconstruction funds. The Minister for Revenue, who has conceived this scheme, says that deserving youths will be given all the encouragement necessary for settling on agricultural land and after they complete their training on the above farm, the Government would grant them separate land at concessional price, the payment of which is to be spread over a number of years.

(The Leader, 4-9-1940.)

The Burma Land Purchase Bill, 1939:
House of Representatives adopts Measure.

Reference was made at page 26 of our September 1939 report to the Burma Land Purchase Bill, 1939, which the Burma Government proposed to introduce in the Legislature. It is now understood that the Bill was adopted by the House of Representatives on 24-9-1940. The Bill will now go to the Senate.

Mr. R.G. Aiyangar, opposing the motion for the third reading, declared that the Bill would meet with disastrous consequences, like the Tenancy Act. He characterized the Bill as most inopportune, as they were in the midst of war and needed money for defence purposes. He expressed the opinion that the Bill would benefit neither the landlord nor the tenant, and criticised the deletion from the Bill of the provision, of 5 per cent. compensation to landlords in addition to the market value of the land acquired.

The motion for the third reading was pressed to a division and passed by 65 votes to 40, Indian members dissenting.

(The Statesman, 26-9-1940.)

Compulsory Sickness Insurance:

Views of Millowners' Association, Bombay.

In reply to the enquiry of the Government of India as to the willingness of employers and workers to contribute to a compulsory sickness insurance fund (vide page 19 of our June 1940 report), the Committee of the Millowners' Association, Bombay, points out that the question of instituting a scheme of sickness insurance had been considered by the Committee on various occasions. Evidence on the matter was also tendered by the Association early in 1939 before the Bombay Textile Labour Inquiry Committee, whose report is still awaited. The attitude adopted by the Association on all these occasions had consistently been that the basis of social legislation in the country should be dictated by the industry's capacity to pay; it was also emphasized that a scheme of sickness insurance, if and when it was initiated, should be on an all-India scale and on a contributory basis by the State, the employers and the employees. The Committee stated that they still adhered to these views. The present time, they pointed out, was full of difficulties for Indian industries and all those who were associated or dependant thereon and was not, therefore, suitable for the consideration of any proposals which would impose a financial burden on industry.

¶ Closely allied with the question of sickness insurance was that of holidays with pay which, it was understood, had been under consideration in various provinces. It was felt that this and other questions of a like nature should be handled together so that the interests concerned might be in a position to assess adequately the cumulative effect of all the various burdens which were sought to be imposed upon them in the way of social legislation. Another point which was urged by the Committee was the utmost importance of legislative measures of this character having all-India application, for, if British Indian industries were singled out for the introduction of social ameliorative measures, the disparity in working conditions which already existed between the industries situated in British India and in most Indian States would be further widened to the serious detriment of the former.

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during July 1940).

Working of the Workmen's Compensation Act in Burma, 1939*

Statistics of Returns.- Altogether 1679 returns were received of which 52 were blank from establishments which did not work in 1939 and 39 were from establishments which were not required to submit returns; thus there were 1588 returns from establishments required to report. Of these, 2 belonged to railways, 1,020 to factories, 411 to mines, 2 to tramways, 1 to Port Commission, 2 to fire brigades, 28 to oil-winning establishments, 31 to rubber estates, 64 to establishments (other than factories) for generation, etc., of electricity and 27 to establishments for producing, etc., of cinematograph pictures. Only 157 of the 1588 returns showed any payment of compensation.

Statistics of Compensation.- Compensation paid in 1939 amounted to ²134,082, the corresponding amount for 1938 being Rs.121,206. The number of casualties was 3,199 made up of 52 deaths, 191 cases of permanent disablement and 2,956 cases of temporary disablement; for the previous year the corresponding figures were 2,380, 53, 152 and 2,175, respectively. Rs.49,693 was paid in respect of 52 deaths, Rs.51,225 in respect of 191 cases of permanent disablements and Rs.33,164 in respect of 2,956 cases of temporary disablements. No accidents for which compensation is payable arose in respect of workers below 15 years of age, and no compensation was paid in respect of occupational diseases.

The average cost of compensation per workman employed rose from Re.0.04 to Re.0.07 and the cost of compensation per person killed or injured fell from Rs.51 to Rs.42. The total number of casualties for which compensation was paid rose from 2,380 to 3,199 and the total number of workmen increased from 145 to 154 thousands; casualties were at the rate of one per 48 workmen instead of one per 61 in the previous year.

Insurance of Establishments.- Excluding railways, reports were received from 1,347 establishments of which 1,147 reported that they were not insured. Seventy-seven establishments which had reported about insurance for 1938 failed to do so for 1939. The insured establishments are larger on an average than those not insured, so that although only 13 per cent. of the establishments reported that they were insured, these included 38 per cent. of the workmen. The establishments reporting that they were not insured made up of 72 per cent. of the whole and had 53 per cent. of the workmen. For the remaining 15 per cent. of establishments and 9 per cent. of workmen no report was made for 1939.

* Report on the working of the Workmen's Compensation Act, 1923, in Burma for the year 1939. Rangoon: Supdt., Government Printing and Stationery, Burma. 1940. Price Re.1-1s.6d. pp. 20.

Working of the Workmen's Compensation Act in C.P. and
Berar, 1939.*

Accidents and Compensation.- There were 30 deaths, 59 cases of permanent disablement and 801 cases of temporary disablement in respect of which compensation was paid. The amounts paid in respect of the above accidents were Rs.12,390; Rs.7,451-15-0; and Rs.7,349-5-0^{respectively}. No cases of payment of compensation to occupational diseases arose during the year under review. No unions were involved in accidents in respect of which compensation was payable.

Control of Insurance Activities of Trade Unions:
Opinions canvassed by Government of India.

The opinion of Provincial Governments on the desirability of applying the Insurance Act, 1938, with necessary modifications to insurance business carried on by trade unions is being sought by the Central Government. Opinions of Provincial Governments, as well as of selected individuals, are to be submitted by the end of October, 1940.

The letter issued by the Commerce Department, Government of India points out that in the Insurance Act of 1928, a trade union is allowed to carry on any form of insurance activity without being under obligation to secure professional advice as to the actuarial soundness of such business. The most common example of unscientific schemes, carried on in the past and prohibited by the 1938 Act, the letter states, is what is known as insurance business on the 'dividing' principle. There is nothing at present to prevent trade unions from carrying on insurance business on the 'dividing' principle and some trade unions appear to be actually doing so. It offers large scope for fraud. "It is, therefore, necessary", adds the letter, "to consider the question of controlling the insurance activities of trade unions. Objections may be anticipated, on the grounds that any such control will curtail the privileges of trade unions, but the supervision of the business by qualified persons is actually not a curtailment of the privileges of a trade unionist, but a benefit conferred on him."

(The Hindustan Times, 25-9-1940.)

* Report on the Workmen's Compensation Act (VIII of 1923) in the Central Provinces and Berar during the calendar year 1939. Nagpur: Government Printing, C.P. and Berar. 1940. Price Re.0-5-0. pp.9.

Employment, Unemployment and Vocational Training

Statistics of Employed and Unemployed in ^{the} Punjab:
Government Proposals for Collection through 1941 Census.

Information about unemployment, seasonal occupation, organised or industrial employment and division of labour in families and marketing and housing conditions in villages will be collected in the course of the Census operations of 1941.

The house list will embody more information than hitherto. It will show in respect of each dwelling house details of walls and roofs in order that a study may be made of housing conditions in both towns and rural areas, and also interesting village details, such as, market days, typical manufactures or activities, date of any festival, approximate number of visitors to it, etc. The All-India standard questionnaire includes some questions designed to produce information on the subjects of unemployment, seasonal occupations, organised or industrial employment and division of labour in a family. To bring the results of these special features of the census questionnaire into their proper perspective, it is intended to undertake ⁱⁿ the Punjab and Delhi Provinces sample inquiries into the economic life of whole villages.

(The Hindu, 28-8-1940).

Enquiry into Middle-Class Unemployment in Bengal:
Committee set up by Board of Economic Enquiry.

The Board of Economic Enquiry, Bengal, has, it is understood, with the approval of the Provincial Government, set up a Committee to conduct an enquiry into the subject of middle class unemployment in the province.

(The Amrita Bazar Patrika, 6-9-1940).

Migration

Indians in Burma in 1939:

Report of Agent of Government of India in Burma.*

The Annual Report of the Agent of the Government of India in Burma for 1939, recently published, gives details of the main events in Burma affecting Indians in that country. The report is briefly summarised below:

Riot Enquiry Committee's Report.- The Interim and Final Reports of the Riot Enquiry Committee were generally accepted as able and just exposition of the causes and incidents of the riots, except by a section of Burman opinion. In view of the findings, the Indian community felt, and still feel, that they had a strong claim to compensation but their representations have not, so far, met with any response. Those recommendations of the Riot Enquiry Committee which related to the future prevention and suppression of riots were, at the close of the year, still, for the most part, under the consideration of the Government of Burma.

Legislative Measures.- A series of measures were introduced, and in some cases passed, which impinge with peculiar force upon the interests of Indians. Of this series an important group affected the Indian landowning and moneylending communities, especially the Chettians, namely: (1) the Land Alienation Act, passed but not in force, (2) the Land Purchase Bill which was before a Select Committee at the close of the year, and (3) the Tenancy Act which was passed and brought into force. These measures have as their avowed object to arrest the process by which land passes from the hands of cultivating owners to absentee landlords; to acquire compulsorily land in the possession of landowners in order that it may be distributed to landless cultivators; and to give tenants an improved security of tenure on rents which they can undoubtedly afford to pay. There has been, however, a great deal of criticism of the methods, though not of the principles, proposed, and in the case of the Tenancy Act adopted to carry these purposes into effect. The Tenancy Act was intended by the original framers to be applied experimentally to limited areas. At a later stage, the clauses restricting its application were removed, and the Act was eventually introduced so late in the year, and in such large areas, that the executive were unable both to comply with the law in making enquiries and to pass the requisite number of orders fixing a fair rent before the harvest season. As a result, methods were adopted which had the effect of a wholesale reduction of rents, in some cases to the level of the land revenue demand, and of depressing still further the value of agricultural land. The landlords estimated the consequent losses of rent at more than Rs. 25 million and protested that the manner in which the new rents had been fixed was neither equitable nor legal. These methods were subsequently declared by the Rangoon High Court to be

* Annual Report of the Agent of the Government of India in Burma for the year ending 31st December 1939. Published by the Manager of Publications, Delhi. 1940. Price Annas 5 or 6d. pp.9.

ultra vires and to have borne no relation to the relevant provisions of the Act and the decisions reached were held to constitute a grave injustice. A very difficult situation was in consequence created which at the time of writing the report had not been resolved.

Indian Immigration Enquiry Committee.- A Commission of Enquiry with the Hon. Mr. J. Baxter as Commissioner and U Tin Tut and Mr. Ratilal Desai as assessors was set up to enquire into and to report on the following matters:- (1) the volume of Indian immigration; (2) to what extent it is seasonal and temporary and to what extent permanent; (3) in what occupation 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 any system of equating the supply of Indian unskilled labour to Burman requirements is needed.

The Commission began its work, ^{during the year} progress was practically confined to a preliminary study of available figures and the consideration of the manner and extent of enquiries to secure more up-to-date statistics.

Co-operationThe Madras State Aid to Industries (Amendment) Bill, 1940.

The Madras Government intends amending the Madras State Aid to Industries Act, 1922. The statement of objects and reasons appended to the Bill points out that under the Act every application for state aid has to be dealt with in accordance with an elaborate procedure, irrespective of whether the aid is sought for a major industry or for a small cottage industry. The application is required to be made in the first instance to the Director of Industries and Commerce who, after scrutinizing the application and calling for supplementary information, if necessary, places it before the Board of Industries constituted under the Act, for advice. The Board interviews the applicant personally where necessary, and recommends the acceptance or rejection of the application to the Government, and the Government passes final orders on the matter. The time thus taken, and the expense and formalities involved, are excessive in the case of a cottage industry which requires help in the shape of a small loan or other concession. The Government considers that the best way of bringing help to the door of the cottage worker will be to delegate to the Board of Revenue ~~of~~ the Government's power to grant aid to cottage industries up to a maximum of Rs. 500 in each case, while at the same time making the procedure described above inapplicable. The intention is that a self-contained set of rules applicable to these cases should be drawn up.

(The Fort St. George Gazette, Part IV-A, dated 10-9-1940, pages 71 to 73.)

Nutrition

Steps to Improve Indian Diets:

Activities of Indian Research Fund Association in 1939.

During the year 1939, nutrition research organised by the Scientific Advisory Board of the Indian Research Fund Association has proceeded on the lines of surveys of the state of nutrition and the dietary habits of the people in various parts of the country, the analyses of the common foodstuffs of India in order to ascertain their nutritional value, research into various nutritional problems, including that of discovering cheap substitutes, in order to meet recognised deficiencies in Indian diets, the training of health personnel in nutrition and educational work in order to encourage the application of the fruits of research for improving the diet of the people.

Researches on Rice.- Rice, as the staple diet in many parts of India, received special attention during the year. A memoir entitled "The Rice Problem in India", which deals with different aspects of the subject, has been recently published by the Indian Research Fund Association (vide page 37 of our July 1940 report).

Diet Surveys.- The results of over 50 diet surveys in different parts of the country have been embodied in a special publication by the Association and this should prove to be of value to provincial Departments of Agriculture in shaping agricultural policy in order to meet existing diet deficiencies.

Training of Personnel.- The training of health personnel in nutrition work which was started in 1937, continued in 1939 and seventeen workers from various provinces and Indian States attended a three-months' course.

Health Bulletin.- A new edition of Health Bulletin No. 23, entitled "The Nutritive Value of Indian foods and the Planning of Satisfactory Diets" was issued during the year and a nutrition museum was established at the Nutrition Research Laboratories at Coonoor, which is maintained by the Indian Research Fund Association.

Researches into different nutritional problems involved investigations in many centres, including medical colleges in Lucknow and Bombay, the Department of Chemistry in ^{Madras} Madras and Calcutta Universities, the All-India Institute of Hygiene and Public Health, Calcutta, the Nutrition Research Laboratories, Coonoor, and the Imperial Agricultural Research Institute, New Delhi.

("Indian Information", New Delhi,
dated 15-9-1940.)

Employers' Organisations

Conference of Industrial Employers, Bombay, 8-9-1940:

Recommendations of First Labour Ministers' Conference of January 1940

Examined.

social and labour questions affecting industrialists were discussed at a conference of industrial employers held in Bombay on 8-9-1940 under the joint auspices of the All-India Organisation of Industrial Employers and the Employers' Federation of India. Lala Shri Ram presided at the conference which was convened by Sir H.P. Mody, President of the Employers' Federation.

The conference was attended by representatives of about 50 organisations of employers and commercial bodies from almost all important industrial centres in India. The meeting discussed the recommendations made by the first conference of provincial Labour Ministers held in January 1940 and passed a number of resolutions covering their views on various labour problems. The following is the text of the more important resolutions passed at the Conference:

Need for All-India Basis for Labour Legislation. - (a) This Conference, while according its support to the principle of social and labour legislation for the improvement of the conditions of the working classes, is of opinion that the Government of India should use its utmost endeavours to ensure that

- (i) any measures undertaken for the purpose should be on a strictly All-India basis, including Indian States and should also include Government undertakings, Central and Provincial;
- (ii) the burden imposed should not be such as adversely to affect the position of Industry;
- (iii) due consideration should be given to the special difficulties confronting industries in India and to the burdens already imposed upon them or under contemplation by governmental measures, both Central and Provincial.

(b) This Conference is of opinion that, in order to secure uniformity of treatment throughout India, when labour legislation of an All-India character is under contemplation or consideration by the Government of India, Provincial Governments should be urged not to undertake legislation on the same or allied subjects.

Factories Act Amendment: Weekly Holiday. - This Conference is in general agreement with the proposition enunciated at the Conference of Provincial Labour Ministers held at Delhi in January last, that pay in lieu of holidays should be given to such industrial employees as are prevented from getting a weekly holiday by an exemption under Section 43 (2) and 44 (2) of the Factories Act and have not been granted a substitute holiday within a reasonable period.

Sickness Insurance.- This Conference generally approves principle of sickness insurance, provided that

- (a) the State, Employers and Labour contribute to the cost;
- (b) legislation is on an All-India basis;
- (c) legislation is made applicable to all important industries and government undertakings, both Central and Provincial; and
- (d) similar legislation is concurrently enacted in all Indian States.

Prevention and Settlement of Industrial Disputes.- This Conference recommends that the Central Government should, in consultation with organisations representative of Employers and Labour, consider the desirability of amending the Trade Disputes Act of 1929 in the light of the experience gained during the last ten years and that, pending such amendment, Provincial Governments should defer the enactment of legislation similar to the Bombay Industrial Disputes Act of 1938 until further experience of that Act has been gained.

Collection of Labour and Industrial Statistics.- (a) This Conference realising the need for more complete statistics relating to (1) the industrial and agricultural production of the country; (2) cost of living index number for industrial and agricultural workers; and (3) wholesale and retail prices, would welcome the introduction of Central Legislation having for its object the compilation of specified statistics bearing on these heads as might hereafter be agreed upon between Government and organisations representing the interests concerned.

(b) This Conference is further of opinion that if the work of collection of statistics is to devolve on the Provinces, then the expenses in connection with the collection of such statistics should be met from the general revenues of the Provinces.

Other Subjects Discussed: Holidays with Pay; Recognitions of Unions.- A general discussion took place on the subject of

leave and/or holidays with pay; but no recommendations were adopted, since it was considered that the solution of the problem of sickness insurance should take precedence over holidays with pay. The subject of Recognition of Trade Unions was discussed at some length, but a decision was held over; and it was agreed that, in the meantime, individual concerns and organisations might formulate their views regarding the obligations to be fulfilled by trade unions before recognition could be accorded by employers or employers' organisations as the case might be.

Standing Advisory Council for Labour Questions.- After the items on the agenda were gone through, Sir Jwalaprasad Srivastava moved the following resolution:- "This Conference strongly recommends to the Government of India that a standing Advisory Council representative of all Provincial Governments, Indian States, employers of labour, and Labour, should be set up at the Centre to which all proposed legislation should be referred for criticism and expression of opinion, and a convention should be established whereby the recommendations of this Council would be ordinarily followed by all governments and States." It was pointed out that the subject matter of the resolution had already been brought to the notice of the Central Government on several occasions by various organisations, including the Associated Chambers of Commerce and the Employers'

Federation of India. It was decided, for want of time, that the resolution should be taken up for discussion at the next Conference.

(Summarised from report of the Conference supplied by the All-India Organisation of Industrial Employers; and the Times of India dated 10-9-1940.)

Workers' organisations.

3rd Annual Conference of Indian Sugar Industry Employees, Cawnpore, 15-24

The 3rd Annual Conference of employees in the sugar industry convened under the auspices of the Indian Sugar Industry Employees' Association was held at Cawnpore, Dr. K.M. Katju, ex-Development and Industries Minister, U.P., presiding.

Interests of Workers Paramount : Millowners criticised.- In his presidential address, Dr. Katju pointed out that the sugar industry had become the premier industry of the United Provinces and Bihar and that it occupied a unique position inasmuch as it affected closely the life and welfare of millions of cane-growers and thousands of workers, both skilled and unskilled. It was true that a large amount of capital was invested in the industry, but that was a subordinate consideration. The prosperity of the grower and worker should be their first concern.

Capitalists speculated with their eyes open and the result was either enormous profit or great loss. But growers who worked in the fields and men who earned their living by the sweat of their brow could not afford any juggling with the small sums earned as wages.

Dealing with the skilled labour employed in the industry, technicians, supervisors, etc., he condemned the present practice of employing such workers during the crushing season only, and pointed out that it was wrong that the sugar industrialists should put out of employment young and competent men for six months in the year and at the beginning of every crushing season exploit the needs of these men by offering them lower and lower salaries.

(The Statesman, 17-9-1940.)

Control of Dowry Payment in Bengal:

Bill in Legislative Assembly.

Two non-official Bills were introduced in the Bengal Legislative Assembly on 6-9-1940 to tackle the problem of dowry payments. The first by Mr. Idris Ahmed Mia prohibits the payment of any dowry (which does not include marriage gifts like ornaments to brides). The second Bill, introduced by Mr. Surendra Nath Biswas, restricts dowry to a maximum of Rs.51/-.

(The Calcutta Gazette, Part IVA,
dated 19-9-1940, pages 260-261 and
267-268.)

Education

Encouragement of Adult Education in Bombay: Views of Bombay Millowners' Association.

In July 1940 the Government of Bombay invited the views of the Millowners' Association on a scheme framed by the Bombay Adult Education Committee with a view to securing the co-operation of millowners and other big employers of labour in the matter of adult education in the City of Bombay.

Details of the scheme.— Briefly stated, it was suggested that the literacy problem might be approached by individual mill managements on the following lines:

- (1) A list of literate men and women workers, with their mother-tongue and place of residence, should be prepared and furnished to the Adult Education Committee;
- (2) the management should make it known to their respective workers directly or through the mucadams (foremen) that they desired to see that all of them were made literate within a specified period, say, six months or a year or so;
- (3) they should also make it known that, while employing new workers, preference would be given to those who were able to sign their names and read their cards;
- (4) those mills which had their own chawls to accommodate their workers should open as many literacy classes for them as the space in the chawls or in the compound allowed, or alternatively, they should keep as much space as possible at the disposal of the Adult Education Committee and supply the necessary lights to enable them to open such classes and the necessary funds to run them;
- (5) all the management might open literacy classes within their mill premises and relieve as large a number of workers as they could, about three-fourths of an hour before the closing time and compel them to attend such classes for a period of about three or four months for each batch;
- (6) the Adult Education Committee might open such classes, if the managements did not want to take the responsibility, provided the latter were prepared to supply the funds, together with other facilities and to allow the workers to attend them in batches as in (5) above.

Views of the Association: Employers unwilling to shoulder Financial Burden.— On a careful examination of the scheme, the Committee of the Association, was unable to accept the financial responsibility for making the workers literate. The position of employers in matters like education appeared to have been stated in the dissenting minutes to the Adult Education Committee's Report, appended by Mr. B. S. Babke, and others, and nothing has happened to justify the assumption that conditions had changed. On the question of the desirability of removing mass illiteracy, the Committee was at one with Government, but the financial responsibilities involved

could not be passed on to employers. Some members of the Association had already been doing very good work in this direction, and there seemed to be no point in forcing the pace under the existing conditions. In the opinion of the Committee, voluntary schemes, where they existed, might, if necessary, be improved and extended with the co-operation of the employers concerned, but any large scale attempt to foist the Adult Education Committee's scheme on employers would be unwarranted. The Association had already expressed its willingness to assist Government in their literacy campaign as far as mill workers were concerned, and had recommended mills in Bombay City to give facilities to the Adult Education Committee to establish satisfactory arrangements in the mill area. This decision had been communicated to the Special Literacy Officer, and the Committee felt that, as far as the cotton mill industry of the Province was concerned, no further action was called for until times improved.

(~~Exer~~ Excerpts from the Proceedings of
the Committee of the Millowners'
Association, Bombay, for August 1940.)

EducationIntroduction of Compulsory Primary Education in Assam:
Government's Proposal.

The Government of Assam has in a recent press note announced its decision to introduce compulsory primary education in three big towns and one small town in the province, and has provided Rs.25,000 in the budget for 1940-41 for the purpose. The preliminary arrangements and the construction of additional buildings, it is understood, will take some time and the actual introduction of compulsion is not expected to come into force before the 1st January, 1941.

(The Amrita Bazar Patrika, 4-9-1940)

The Bengal Adult Education Bill, 1940.

A non-official Bill was introduced in the Bengal Legislative Assembly on 6-9-1940 to promote adult education. The statement of objects and reasons points out that 95 to 99 per cent. of the population of Bengal is illiterate. The Bill makes it compulsory for illiterate males between 12 and 50 years of age to learn reading and writing in any local language or in English. Local authorities are to make necessary arrangements for free teaching.

A motion to circulate the Bill for eliciting of public opinion was carried the same day.

(The Calcutta Gazette, Part IVA, dated 19-9-1940, page 259).

Social Policy in War Time

Wages

Payment of Grain Compensation Allowance to Low-Paid Government Employees
Sind Government's Decision.

The Government of Sind, after due consideration of the question of the effect of the increase in the prices of food-grains as a consequence of the war on the cost of living of low paid Government employees, has decided that whenever the prices of the common staple food-grains rise by more than 50 per cent. above the pre-war level, all whole-time Government servants throughout the Province whose pay is Rs.30 per mensem or less shall be granted grain compensation allowance as prescribed in certain rules made for that purpose. The scale of allowance for employees whose salaries are between Rs.16 and Rs.30 will be Rs.2 a month for rises of the price index from 150 to 175, and Rs.3 for rises above 175. The corresponding allowances for employees receiving a less than Rs.16 per month as salary are Re.1/- and Rs.2/- respectively.

(Notification No.906-A dated 16-9-1940;
The Sind Government Gazette, Part IV-A,
dated 19-9-1940, pages 1654 to 1656.)

Extension of Industries on War Basis:

New Hyderabad Scheme.

According to a recent communiqué issued by the Hyderabad Government, H.E.H. the Nizam has sanctioned a scheme for the establishment of factories in his Dominions in order to place the more important industrial concerns on a war basis. The imperative necessity of Hyderabad taking an active part in the supply of war materials and pursuing a policy of immediate industrial expansion has also led to the creation of a special organisation for the period. Lt.- Col. F.A. Slaughter, General Manager of the Nizam's State Railway, has been appointed as Adviser to the Commerce and Industries Member, and a small advisory committee of supply has been set up to explore avenues of further expansion of existing and the creation of new industries. The new body has been entrusted with the task of devising ways and means to encourage private enterprise in industries. In order to cope with the expanded work, the staff of the Commerce and Industries Department has been strengthened. The Secretaries of the various Government departments have been called upon to devote special attention to examination of all possible schemes of further industrial development of the State.

(The Times of India, 24-9-1940.)

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Employment

National Service (Technical Personnel) Amendment Ordinance, 1940.

Reference was made at pages 33-34 of this Office's June 1940 report to the promulgation of the National Service (Technical Personnel) Ordinance, 1940. The Governor General has now promulgated an amendment to the Ordinance (Ordinance XI of 1940, published at pages 537-540 of the Gazette of ~~xxx~~ India, Extraordinary dated 5-9-1940). The main changes made in the amending Ordinance are as follows:-

Technical personnel, according to the amendment, will be liable to be called up to undertake employment not only in notified factories doing work of national importance, but also in training establishments and technical posts under the Crown. Provisions for testing the technical skill of technical personnel, both employed and unemployed, by persons belonging to managerial and supervisory grades authorised by the Tribunal in that behalf, have been made. It is obligatory on an industrial undertaking to afford facilities for such tests if and when required by the Tribunal. It is now compulsory for a notified factory to accept technical personnel offered by the Tribunal once it makes an application for the same, and also to take personnel into its employment if ordered by the Tribunal even if it had not made an application for the purpose. The Tribunal is also authorised to control the engagement of technical personnel by industrial undertakings (including notified factories) in such manner as it thinks fit.

Consequential amendments have also been made in the National Service (Technical Personnel) Rules, 1940 (vide pages 541-544 of the Gazette of India Extraordinary dated 5-9-1940).

(The Gazette of India, Extraordinary dated
5-9-1940, pages 537-544.)

War Production.

War Problems of India:

Ministry of Supply Mission (Roger Mission) to India.

The Ministry of Supply (Great Britain) announced on 27-8-1940 the appointment of a Mission to India headed by Sir Alexander Roger, ~~to enable India not only~~ The mission consists of six members and thirteen technical advisers, and its general object is to enable India not only to meet her own needs for home defence, but to make an even greater contribution than she does today to the general war effort of the Empire, and in particular to equip and supply the Forces in the Middle East and East of Suez.

The Mission arrived in India on 20-9-1940 and is now touring India inspecting industrial centres. It will examine existing factory capacity and see how far it can be made available for the production of war supplies. It will also consider the possibility of expansion in relation to the existing and potential output of the other Empire countries in

the Eastern hemisphere. It will also participate in the Eastern Group Conference to be held at New Delhi in October 1940.

("Indian Information", New Delhi,
15-9-1940.)

War Risk

Workmen and War Injuries: Amendment of Workmen's Compensation Act: Owners to be absolved of Liability.

According to the Times of India, the Government of India has decided to bring forward emergency legislation with a view to relieve employers of the liability to pay compensation under the Workmen's Compensation Act in respect of injuries that may be caused to operatives by the acts of any enemy or by acts done in repelling an enemy.

Owners absolved of liability for war injuries.- The legislation will be on the lines of the United Kingdom Personal Injuries (Emergency Provisions) Act, 1939, involving the corresponding amendment of the Workmen's Compensation Act. Such legislation is considered necessary in view of the extension of the war sphere. Since the outbreak of war, employers and their organisations have been repeatedly urging upon the Central Government to undertake legislation ~~and~~ exonerating employers from the liability for injuries which their workers may receive as the result of war. Until ~~necessary~~ recently, however, Government was of the view that such legislation was not necessary as the probability of enemy action in India was rather remote. The Employers' Federation of India recently requested the Government of India at least to assure employers that in the event of such injuries, employers would not be held liable for damages under the Workmen's Compensation Act. The Federation also informed Government that the trend of legal opinion obtained by it indicated that employers were liable under the Workmen's Compensation Act for such injuries.

(The Times of India, 27-9-1940.)

List of More Important Publications received in this Office during
September 1940.

Conditions of Work.-

- (1) Annual Report on the working of the Indian Factories Act in Ajmer-Merwara for the year 1939. New Delhi: Manager, Government of India Press, 1940.
- (2) Annual Report on the working of the Payment of Wages Act, 1936, in the Province of Orissa for the year 1939. Superintendent, Government Press, Orissa, Cuttack. 1940. Price Re.0-4-0.
- (3) Report on the working of the Factories Act in the North-West Frontier Province for the year 1939. Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Re.0-11-0.

Economic Conditions.-

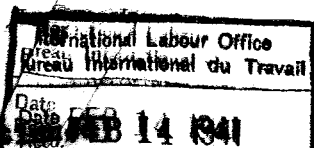
- (1) Spinning and Weaving Supplement to the Annual Report of the Millowners' Association, Bombay for the year 1939. Reprinted from the Monthly Statistics of Cotton Spinning and Weaving in Indian Mills (March 1940). Compiled by the Director-General of Commercial Intelligence and Statistics, Calcutta.
- (2) Report of the Bombay Economic and Industrial Survey Committee, 1938-1940. Volume I. Printed at the Government Central Press, Bombay. Price Annas 8 or 10s. 1940.
- (3) Recent Trends in Commercial Policies with special reference to India's Foreign Trade, Part II. by H.G. Abhyankar, M.Sc. (London). Reprinted from the Journal of the Indian Merchants' Chamber, September, 1940.
- (4) Development Department (Industries), Orissa: Bulletin No.1 of 1939 - Distillation of Sal-Resin for the Manufacture of Chuna Oil; Bulletin No. 2 of 1939 - Lacquering of Wood; Bulletin No.3 of 1939 - Manufacture of Gatechu (Khair); Bulletin No.4 of 1939 - Indigenous Drinking Straws; Bulletin No.5 of 1939 - Jelly Making to prevent Wastage of Blackberry Fruits in Villages; Bulletin No. 6 of 1939 - Compounding of Mahua, Polang and Karanja oils in the Manufacture of Washing Soaps; Bulletin No.1 of 1940 - Simple Soap Making in the Village Homes. By K.O. Sen, M.Sc. (Industrial Surveyor, All-India Village Industries Association, Orissa). Published by Press Officer, Government Press, Orissa, Cuttack. Price Annas 2 each.
- (5) Report on the Maritime Trade of Orissa for the year 1939-40. Superintendent, Government Press, Orissa, Cuttack. 1940. Price Re.0-12-6.

Social Insurance.-

- (1) Report on the working of the Workmen's Compensation Act, 1923, in Burma for the year 1939. Rangoon: Superintendent, Government Printing and Stationery, Burma; 1940. Price Re.1 or 1s.6d.
- (2) Report on the Administration of the Workmen's Compensation Act (VIII of 1923) in the Central Provinces and Berar during 1939. Government Printing, C.P. and Berar, Nagpur. 1940. Price Re.0-5-0.

Agriculture.-

- (1) Annual Report on the Department of Agriculture of the North-West Frontier Province for the year ending 30-6-1939. Manager, Government Stationery and Printing, N.-W.F.P., Peshawar. 1940. Price Rs.17-7-0 or £.1-6-3.



Agriculture.-

- (2) Annual Administration Report of the Department of Agriculture, United Provinces, for the year ending 30-6-1939. Superintendent, Printing and Stationery, U.P., Allahabad. 1940.
- (3) Report on the Land Revenue Administration of the Presidency of Bengal for the year 1939-40. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1940. Price Re.1 or 1s. 6d.

Maritime Affairs.-

- (1) The Commissioner of the Port of Calcutta. Administration Report and Annual Accounts for the year 1939-40. The Model Printing Works, Calcutta.

Co-operation.-

- (1) Annual Report on the Working of Co-operative Societies in the United Provinces for the year 1938-39. Superintendent, Printing and Stationery, U.P., Allahabad. 1940. Price 5 annas.
- (2) Report on the Working of Co-operative Societies in the N.-W.F.P., for the year 1938-39. Printed and published by the Manager, Government Stationery and Printing, N.-W.F.P., Peshawar. 1940. Price Rs.1-7-0 or 2-0-2-3.

Organisation, Congresses, etc.-

Indian Chamber of Commerce, Calcutta. Annual Report of the Committee for the year 1939. Indian Chamber of Commerce, 102-A, Clive Street, Calcutta. 1940.

Social Conditions.-

Annual Administration Report on the Working of the Criminal Tribes Act in the Province of Bombay for the year ending 31st March, 1940. Part I. Government Central Press, Bombay. Price annas 3 or 4d.

Public Health.-

Annual Report of the All-India Institute of Hygiene and Public Health, Calcutta. 1939. The Manager, Government of India Press, Calcutta. 1940.

Education.-

Report on the State and Progress of Education in the Central Provinces and Berar for the year 1938-39. Government Printing, C.P. and Berar, Nagpur. 1940. Price Re.1-8-0.

Miscellaneous.-

- (1) Administration Report of the North-West Frontier Province, Public Works Department, Buildings and Roads Branch, for the year 1938-39. Manager, Government Stationery and Printing, N.-W.F.P., Peshawar. 1940. Price Re.1-6-0.
- (2) History of Indian Railways, Constructed and in Progress: Corrected upto 31-3-1939. Manager of Publications, Delhi. Price Rs.4-10-0 or 7s-3d.

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for October 1940.

International Labour Office Bureau International du Travail	
Date Recd.	AUG 21 1941
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National Labour Legislation.

Government of India.-

Authorisation of Deduction from Wages towards
Revenue Stamp.

The Government of India has issued a notification under the Payment of Wages Act authorising an employer to deduct one anna from the wages of a workman getting over Rs. 20 per month to cover the cost of the revenue stamp to be affixed on the wage receipt.

(Notification No. L-3070 dated 3-10-1940:
The Gazette of India, Part I, dated
5-10-1940, page 1449).

Bengal.-

The Bengal Shops and Establishments Act, 1940 (Act XVI of 1940).

Reference was made at pages 3-4 and page 1 of our August and September 1940 Reports respectively to the adoption by the Bengal Legislature of the Bengal Shops and Establishments Bill. The Bill, as passed by the Legislature, received the assent of the Governor, and is published at pages 69 to 76 of Part III of the Calcutta Gazette dated 31-10-1940.

Bombay.-

Enforcement of Bombay Shops and Establishments Act, 1939.

The Bombay Government has announced that the Bombay Shops and Establishments Act, 1939, will come into force on 15-11-1940.

(Press Note No. P-532 dated 17-10-1940).

Bombay.-

The Bombay Shops and Establishments Rules, 1940.

The Bombay Government has published the general Rules which it has made under the Bombay Shops and Establishments Act, 1939.

(Notification No. 143/34 dated 8-10-1940;
The Bombay Government Gazette Extraordi-
nary, Part IV-B, dated 8-10-1940, pages
1009A to 1009L.)

British Baluchistan.-

Extension of certain Labour Acts to British Baluchistan.

The Government of India has extended the Factories (Amendment) Act, 1940, and the Indian Mines (Amendment) Act, 1940, among otherxx Acts, to British Baluchistan.

(The Gazette of India, Part I,
dated 19-10-1940, page 1478.)

Madras.-

Factories (Madras Amendment) Bill, 1940:

Restriction of Medical Examination of Adolescents.

The Governor of Madras has announced his intention to enact an amendment to the Factories Act in its application to Madras Province, in respect of the medical examination of adolescents and children. Under section 51 of the Factories Act, 1934 (XXV of 1934), no child above twelve and no adolescent may be allowed to work in any factory unless a certificate of fitness is obtained from a certifying surgeon. Section 52 provides for the examination and certification of such children and adolescents, without any restriction whatever, either on their own application or on that of their parents or guardians or on the application of the manager of the factory in which they wish to work. The examination of children and adolescents who have little or no prospect of employment needlessly increases the work of the Certifying Surgeon without any compensating advantage. It is therefore proposed to restrict the examination of children and adolescents, on their own application or on that of their parents or guardians, to those cases where they are able to produce a certificate from the manager of a factory that they will be employed in the factory if a certificate of fitness is granted to them.

(The Fort St. George Gazette,
Part IV-A, dated 29-10-1940,
pages 79 to 80).

Sind.-

The Draft Sind Boiler Rules.

The Sind Government has published the draft of the general Rules which it proposes making under the Indian Boilers Act, 1923. The Rules consist of two parts: (1) Boiler Inspection Administrative Rules, and (2) Boiler Attendants' Rules. The draft is to be taken into consideration early in January 1941.

(Notification No.162-M/40 dated 16-9-1940;
The Sind Government Gazette, Part IV-A,
dated 10-10-1940, pages 1685 to 1729).

Social Policy.

Creation of Labour Welfare Fund:

Punjab Government's Proposed Legislation.

It is understood that the Punjab Government has decided to start a Workers' Welfare Fund for the purpose of financing medical aid, granting maternity benefit and promoting the education of workers' children. The fund to which contributions will be made by workers and employers in the province will be administered by the Government with the help of representatives of workers and employers.

Necessary legislation on the subject is expected to be introduced in the forthcoming session of the Punjab Legislative Assembly which commences on 18-11-1940.

(The Hindu, 24-10-1940).

CONDITIONS OF WORK.

-4-

Industrial Health and Safety.

Medical Examination of Industrial Workers in Bombay: Millowners' Association refuses to bear Cost.

In August 1940, the Secretary to the Industrial Health Advisory Board, Bombay, requested the Millowners' Association, Bombay, to co-operate in a scheme for a systematic medical examination of workers. It was stated in a memorandum which accompanied his letter that the proposed medical examination would show to what extent each individual worker was suffering from any disease or deficiency, and that steps could then be taken to provide the necessary relief and to give to the workers useful advice in this matter. It was hoped that, as a result of this industrial medical survey, the health of the workers would benefit and their efficiency would improve considerably. The approximate cost of this examination was estimated to be Rs.60 for a group of 300 workers, and the scheme appeared to have been formulated on the assumption that the help and co-operation of industrial employers in the City would be ~~an~~ forthcoming.

On a careful examination of the proposals, the Committee of the Association were unable to agree to the suggestion that the cost of medical examination of this character should be met by employers for the reason that cotton mill employers in Bombay had already provided medical facilities which were being freely availed of by their workers. ~~They were, however, agreed that it would be desirable to improve the health and efficiency of workers generally in India, but this could, in their opinion, hardly be achieved by the proposed examination, since where health and physical condition was deficient, medical or other treatment was a natural corollary; otherwise, the money spent on the proposed examination would be wasted.~~

(Excerpts from the Proceedings
of the Committee of the Mill-
owners' Association, Bombay,
during September 1940).

Standardisation of Health Returns from Coal Mines: Efforts of Ross Institute of Tropical Hygiene.

On 6-9-1940, the Ross Institute of Tropical Hygiene, Indian Branch, wrote to the Indian Mining Association, enclosing a copy of a circular letter dated 30-8-1940 and its enclosures, issued by the Indian Tea Association to tea garden agency houses in connection with the standardisation of health returns. It was stated that the standardised health returns, which the circular recommended for adoption by the tea industry, had been framed in consultation with the Statistical Department of the Ross Institute in London, with a view to regularising industrial health statistics so as to bring them into line, firstly, with international requirements and, secondly, with the amount and nature of the information which from the medical point of view, industry itself needs if its health problems are to be rationally considered and treated. The Committee of Control of the Institute suggested that

the Indian Mining Association, when a suitable opportunity occurred, might consider the question of standardising on these lines the statistical health information in respect of the coal mining industry. It was pointed out that though the forms might appear at first sight to be elaborate, ~~the~~ the system once started entailed little expense and trouble in comparison with the advantages to be derived from a well-conceived and internationally recognised method of maintaining health statistics.

Having regard to the fact that colliery managers in India were at present required to submit heavy lists of returns, the Committee of the Indian Mining Association informed the Ross Institute of Tropical Hygiene, India Branch, that they did not propose to recommend to members the adoption of the forms at present. It was added that a further reference would be made at a later date after consultation with the tea industry as to the utility of the forms.

(Proceedings of a meeting of the Committee of the Indian Mining Association held at Calcutta on 26-9-1940).

Health Conditions in Jharia Coal Mines, 1939-40.*

Jharia Mines Settlement: Vital Statistics.- The area of the Jharia Mining Settlement is 787 sq. miles and the corrected population, 546,638. (It is interesting to note in this connection that the area of the Asansol Mines Board of Health is 413 sq. miles with 1931 Census population of 382,680). The birth rate during 1939-40 decreased by 1.23 as compared with the previous year's figure. The death rate also fell by 1.29. It is satisfactory to note that infant mortality decreased by 16 per one thousand infants born. The rate of increase of population, i.e., the excess of the birth rate over the death rate, was 10.93 in 1939 as against 10.87 in 1938. The Bihar figure for 1938 was 10.9.

Average Daily Labour Force.- The average daily labour force employed in 1939 was 80,303 as against 78,968 in 1938. Of these 50,253 males were underground workers and 19,831 males and 10,219 females above-ground workers; 1,502 males and 1,168 females were quarry workers.

Accidents.- 1,133 accidents were reported in 1939, as against 927 in 1938. Of the 1,133 accidents, 105 were fatal, 803 reported as recovered and 225 minor.

Water Supply.- In the course of the year, only one colliery was connected to the Jharia Water Board mains, bringing the total number of connected collieries to 201, while notices were served by the Board on 10 collieries, requiring them to link up.

* Annual Report of the Jharia Mines Board of Health for the year 1939-40. Superintendent, Government Printing, Bihar, Patna, 1940. pp.33.

Housing in Colliery Areas.- The five years' Housing Programme of the Board remained in force during the year. In 1939 there were 29,425 houses with permanent licenses and 895 with temporary licenses, making a total of 30,321 houses. The temporary license covering the 896 houses on 31-12-1939 is to expire on 31-3-1940.

Food Adulteration.- During 1939 proceedings were initiated in 85 cases under the Food and Drug Adulteration Act, and of these 68 resulted in conviction, 1 in acquittal, 7 were dropped, 1 withdrawn and 8 were pending at the end of 1939.

Public Health Propaganda.- During the year, 93 lantern lectures which drew an audience of 28,250, were delivered in the various Maternity and Child Welfare Centres of the Board and in important collieries and villages in the subdivision. As in previous years, all Leprosy Relief work within the Jharia Mining Settlement continued to be managed by the Dhanbad and District Leprosy Relief Fund.

Collieries Survey.- 36 collieries were surveyed during the year, and of these more than half happen to be very large-sized concerns under the management of European firms, with their headquarters in Calcutta. And in about two thirds of the collieries surveyed malaria has been found to be definitely endemic, the degree of endemicity being variable, ranging as it does from moderate endemicity to high endemicity. Even in collieries with spleen rates on the border-line between endemicity and only seasonal incidence, the topographical factors are such that it is only a question of time before the disease becomes definitely endemic. To avoid engendering a sense of false security in the minds of the owners and managers of such collieries, the adoption of suitable preventive measures therein as well is urged in the respective survey reports.

It is recorded that most of the collieries surveyed so far, have taken action on the survey reports submitted to them and have carried out the suggested measures. Some of the small collieries have found it difficult to carry out all the suggested measures, and a few of them have even pleaded inability. Wherever possible, cheaper alternative measures have been suggested.

Industrial Disputes.

Industrial Relations in Sind:

Government appoints Conciliation Officer.

Under the Trade Disputes Act, 1929, the Government of Sind has appointed a the Commissioner of Labour, Sind, to be the Conciliation Officer for the Province for the purpose of mediating in, or promoting the settlement of, trade disputes arising in businesses, industries or undertakings carried on in the Province except businesses, industries or undertakings carried on by, or under the authority of, the Central Government or by a Railway Company. Government considers that in most cases an industrial dispute can be amicably settled if a proper effort at mediation is made by an outside authority at the very outset, and that the appointment of a Court of Inquiry or a Board of Conciliation is not generally feasible in the earlier stages of a dispute, but that it is precisely at these stages that conciliation can be most useful. The Conciliation Officer will be responsible not only for the investigation and settlement of disputes but will also be charged with the duty of preventing disputes. The appointment of such an officer should therefore serve a most useful purpose and given good-will and willing co-operation of the parties, it should be possible to adjust or narrow down the dispute before matters take a serious turn.

(Press Note No. P-315 dated 22-10-1940:
The Sind Government Gazette, Part I, dated
24-10-1940, page 2610).

General.

Factory Administration in Ajmer-Merwara in 1939*.

Number of Factories and Workers.- During the year under review, the total number of factories within the purview of the Factories Act increased from 48 to 50. Two factories were added to the register during the year. Of the total of 50 registered factories, 36 actually worked during the year, as compared with 35 in the previous year. 13 of the cotton ginning and pressing factories, which continued to work on pool during the past several years, remained closed throughout the year. Of the 36 registered factories which actually worked during the year, 15 were perennial and 21 were seasonal.

The total number of operatives employed in all factories during the year was 13,330 as compared with 13,886 in the ~~xx~~ previous year. The decrease of 556 operatives was due to diminished ginning and pressing activities, consequent on the partial failure of cotton crop in and around the province.

999 women workers were employed in factories during the year, as against 1,048 in the previous year. The decrease of 49 women workers was due to the temporary suspension of and reduction in ginning and pressing operations. The number of adolescents employed in factories was 7 in 1939, as compared with 11 in 1938.

There was a decrease in the number of juvenile workers working in factories during the year. 8 boys and 5 girls were employed as compared with 114 boys and 94 girls in 1938.

Inspection.- Of the 36 factories in operation during the year, 6 were inspected once, 16 twice and 14 three times. The total number of inspections which were invariably made by surprise, was, therefore, 80 as compared with 79, during the previous year.

Hours of Work.- During the year, the majority of factories worked well within the maximum hours provided by the Act. The rest interval of one hour prescribed by Section 37(a) of the Factories Act, was observed by 30 factories. Six factories comprising printing presses worked upto 8½ hours daily, allowing half-an-hour rest interval to their operatives under Section 37(b) of the Act. The cotton textile mills worked by double shift during the greater part of the year.

Prosecutions.- There was no prosecution instituted during the year under review.

*Annual Report on the working of the Indian Factories Act in Ajmer-Merwara for the year 1939. New Delhi: Printed by the Manager, Government of India Press, 1940. pp.17.

Factory Administration in C.P., 1939*

Statistics of Factories and Workers.- According to the annual report on the administration during 1939 of the Factories Act in the Central Provinces and Berar, the total number of factories coming within the period of the Act rose from 1,085 in 1938 to 1,119 during the year under review. The number of factories actually at work was 740, as against 737 in 1938. Of these 337 were perennial and 403 seasonal. The number of workers employed increased from an average daily figure of 61,974 to 64,492 owing to improved industrial activity due to war conditions. Of these, 44,414 were men, 19,372 women, 453 adolescents and 255 children.

Inspections.- The number of factories inspected was 689 (320 perennial and 369 seasonal), as against 729 in 1938. 175 factories were inspected once, 250 twice, 146 thrice and 118 more than thrice. Though the number of factories visited once was much lower than that of the previous years, those visited twice, thrice or more were far more numerous. This indicates a shift in the centre of activity from extensive work in covering larger number of factories to intensive work through repeated visits. The total number of inspections was 1,662 as against 1,562 in 1938. Departmental Inspectors are responsible for 1,122 inspections and district magistrates and additional inspectors for 540.

Prosecutions.- 120 cases were instituted during the year under review against occupiers and managers of 51 factories as against 90 cases in 1938. Of the 120 cases, 52 resulted in conviction with fines ranging from Rs.10 to Rs.100. In 13 cases, the accused were acquitted and in 20 cases managers were let off with warnings. 35 cases were pending in courts on 31-12-1939.

Legislation to Collect Industrial and Labour Statistics: Views of Bengal Chamber of Commerce.

Reference was made at pages 16-17 of our July 1940 report to the proposals of the Government of India to adopt legislation regarding the collection of industrial and labour statistics. Consulted on the subject, the Bengal Chamber of Commerce, Calcutta, have expressed the opinion that while the industrial interests connected with the Chamber would welcome a measure for the collection, collation and dissemination of industrial and labour statistics on some well-defined centralised system, they deprecated a reference in such general terms which gave no indication of the scope of the proposed measure or the liability of employing interests under it. They pointed out, for instance, that the Circular letter gave no indication (1) of the type of statistical information to be collected; (2) whether the statistics now supplied by employers under the Workmen's Compensation Act, the Factories Act, the Payment of Wages Act, and the like would continue to be called

* Annual Report on the Administration of the Factories Act, 1934 (XXV of 1934) in the Central Provinces and Berar for the year ending the 31st December 1939. Nagpur: Governing Printing, C.P. and Berar. 1940. Price Re.1-8-0. pp. 15+26.

for or whether it was Government's intention to constitute a central statistical department to which all returns would be furnished; and (3) whether any attempt was to be made to survey the various returns already compiled statutorily and voluntarily by industry, firstly, in order to avoid duplication and an even greater multiplicity of forms and returns and, secondly, in order to ensure that all sources of the required information were being tapped. In this connection, the Chamber drew attention also to the dangers of the proposed legislation resulting in an increased burden of clerical work being placed on employers with their already depleted staffs and in the enforced disclosure by industrial concerns of statistical information of a confidential nature.

(The Abatract of Proceedings of the
Bengal Chamber of Commerce for July-
September, 1940).

Factory Administration in U.P., 1939*.

Number of Factories.- The total number of factories in U.P. subject to the control of the Factories Act at the close of the year 1939 was 626, against 606 in the previous year; 43 factories were added to the register and 23 removed, making a net increase of 20 factories. Of the 626 factories, ~~that worked during the year~~ 418 were ~~perennial and 208 were seasonal~~. The number of factories that worked during the year were 392 perennial and 154 seasonal, making a total of 546. Of the 546 factories that were in commission, annual returns were not received from 2 factories.

Number of Workers.- The average daily number of workers employed in the registered factories was 159,738 against 155,085 in the previous year. Of these 151,455 were adult males, 4,803 adult females, 2,894 adolescents and 586 children.

There was a slight decrease in the number of women workers. The decrease was principally due to the introduction of the Maternity Benefit Act, when employers, rather than accepting their added responsibilities under this Act, chose to dismiss the women workers, and employ men or boys instead.

Inspection.- The number of inspections and visits made during the year was 1,602 against 1,563 in 1938. Out of the working factories, 203 factories were inspected once, 180 twice, 91 thrice, and 72 four times or more. No factory remained uninspected.

Prosecutions and Convictions.- Out of the 23 prosecutions shown as pending in the report for 1938, convictions were obtained in 21 cases. In 2 cases re-trial has been ordered, and the judgments are still awaited. Appeals were preferred by 2 factory owners in the cases already shown in the 1938 report. In one case the conviction was upheld, while in the other case the amount of fine was reduced to half.

* Annual Report on the working of the Factories Act in the United Provinces for the year 1939. Allahabad: Superintendent, Printing and Stationery, United Provinces, 1940. Price 8 annas. pp.44.

41 prosecutions, 40 by the department and one by the District Magistrate, were instituted against 31 factories for offences committed in 1939. Convictions were obtained in 17 cases, and the rest are pending in the courts or are cases for which judgments have not been received.

The fines ranged from Rs.15 to Rs.100, and amounted to a total of Rs. 905. In three cases the fines were Rs.100 and in seven cases between Rs.100 and Rs.50 and in the remaining 7 cases under Rs.50. The amount of fine inflicted is, in many cases, out of all proportion to the Benefit accrued to the employer by contravening the Act, and also to the expense incurred by the department in instituting the prosecutions.

Hours of Work.- In the non-seasonal category the weekly hours of only one factory was not more than 42, and in 63 factories they were above 42, but not more than 48 hours. The weekly hours of 326 factories were above 48. In the seasonal side the weekly hours of 7 factories were not more than 48, and in 18 factories they were above 48 but not more than 54 hours. The weekly hours of 128 factories were above 54. The majority of the factories, thus, worked to the full limit permitted by the Act.

Economic Conditions.

Industrial Possibilities of Mysore State:

Government plans Survey along with Census of 1941.

The Government of the Mysore State has decided to utilise the Census operations of 1941 to conduct an industrial survey also. The Government is compiling a list of all the major and minor industrial concerns in the State and heads of public departments have been instructed to collect the requisite data. Information relating to rural industries is also being collected. It is hoped that the industrial survey will result in the collection of valuable data useful to industrialists and businessmen.

(The Times of India, 30-10-1940).

Industrial Resources of U.P.; Commercial Interests

appoint Committee of Enquiry.

For the purpose of enquiring into the industrial resources of the province, the U.P. Merchants' Chamber and the U.P. Chamber of Commerce have decided to appoint a committee of non-officials, including business magnates like Sir J.P. Srivastava, Lala Padampat Singhanian and Rai Bahadur Rameshwar Prasad Bagla. In the course of a statement on the subject, the presidents of these Chambers ~~data~~ declare that much of the future industrial development of India will depend on wartime developments. The Committee will investigate and report, inter alia, on the industrial resources of large, medium and cottage industries of the province which can be harnessed for the strengthening of India's present industrial war front.

(The Leader, 27-10-1940).

Purchase of Public Utility Concerns:

Move of Bombay Municipal Corporation.

A resolution requesting the Law, Revenue and General Purposes Committee to consider the advisability of amending the Municipal Act so as to obtain power for the purchase of public utility concerns such as the telephone, gas and electricity companies, was adopted by the Bombay

Corporation on 17-10-1940. Mr. D.V. Pradhan, who moved the resolution, stated that though local bodies in the United States of America had not acquired utility concerns, some bodies in England had, with good results. According to the contract, the tramways in Bombay could be taken over in 1947 or 1961 or 1968 under different conditions. The mover suggested that the Corporation should take over the tramways in 1947. Similarly, in the interest of economy, cheapness and efficiency, telephones, electricity and gas should be taken over.

(The Times of India, 19-10-1940).

Working Class Cost of Living Index Numbers for Various
Centres in India during July 1940.

The cost of living index number for working classes in various centres of India registered the following changes during July 1940 as compared with the preceding month:-

Bombay.- The index number (base: year-ending July 1934) of the cost of living for working classes in Bombay in July 1940 rose by two points to 113. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during July 1940 fell by one point to 79. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during July 1940 remained unchanged at 76. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: January 1927) of the cost of living in Nagpur in July 1940 fell by one point to 69. The average for 1939 was 63 as against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in July 1940 advanced by two points to 69. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending July 1936) of the cost of living in Madras during July 1940 remained stationary at 107. The average for 1939 was 100.

(Extracted from the July 1940 issue of
the Monthly Survey of Business
Conditions in India).

Social Insurance.

Working of the U.P. Maternity Benefits Act during 1939.*

The U.P. Maternity Benefit Act, 1938, and the Rules made under it came into force on 1-9-1940. Prior to the introduction of this Act a few concerns dispensed with the services of women altogether, in order to avoid payments required by the Act, with the result that the number of women workers in U.P. factories decreased from 5,119 in 1938 to 4,803 in 1939. No definite progress can be said to have been achieved in the 4 months that the Act was in force as the Abstract of the Act and Rules have only recently been printed and its provisions are not generally understood.

Compulsory Sickness Insurance:

Views of the Bengal Chamber of Commerce:

In reply to the enquiry of the Government of India as to the willingness of employers and workers to contribute to a compulsory sickness insurance fund (vide page 19 of our June 1940 report), the Bengal Chamber of Commerce has expressed the view that the majority of its affiliated industrial interests would be prepared to consider a scheme for sickness insurance on an all-India basis, provided the State is a contributor to it as well as employers and workers. It has been explained that while this is the general attitude of the Chamber, the view is strongly held that the present time, with its difficulties for industries, merchants, dealers and business as a whole, is not opportune for the consideration of such a scheme; that the allied question of holidays with pay should be handled simultaneously with any proposed sickness insurance scheme in order

* Annual Report on the working of the Factories Act in the United Provinces for the year 1939. Allahabad: Superintendent, Printing and Stationery, U.P., 1940. Price 8 annas. pp.44.

to make it possible for industrial employers adequately to assess the various burdens which pending or proposed social legislation as a whole may seek to impose upon them; and that is of major importance that any legislative measures of this nature should be of all-India application.

(The Abstract of Proceedings of the Bengal Chamber of Commerce for July-September, 1940).

Employment, Unemployment and Vocational Training.

Placing Activities of Appointments Board,
Calcutta University; Report for 1939-40.

The following information about the 'placing' activities of the Appointments Board, Calcutta University, is taken from the report of the Board for the year ended 31-6-1940 (third year of the working of the Board) submitted by Mr. D.K. Sanyal, Secretary of the Board:

Adverse Effect of War.- As the war started in September 1939, the Board could, in the period under review, work only for three months. The report points out that the 'placing' of graduates and under-graduates in trade, industry and commerce have been considerably hampered owing to the outbreak of war. The industries which supply materials for war purposes received a great impetus, but as they require mainly trained men, the Board did not derive much benefit on account of the expansion of these industries. It is pointed out that this is also the case with the Oxford University Appointments Board, the oldest of its kind in the world, which in 1939 could secure only 77 appointments in business and industry because in England "recruitment of men of University leaving age practically ceased from September onwards".

Statistics of 'Placing'.- At the end of the period under review, the number of business houses co-operating with the Board rose to 184, as compared to 106 at the end of the second year's working and 80 at the end of the first year. Apart from the assistance given by business houses, whose co-operation is mainly responsible for the expansion of the activities of the Board in various directions, some of the departments of the Government of India, both civil and military, have also agreed to utilise the services of the Board. In 1939-40, the Board interviewed 654 candidates and registered 577 names. During this period, the Board was asked to recommend candidates for 110 vacancies. But, due to the outbreak of war, the employers decided later on not to fill up some of the vacancies, with the result that the actual number of candidates to whom the Board could offer employment was only 81.

Lack of Technical Training.- It is observed in the report that the main reason for the absence of Bengalis, particularly in the jute and tea industries and to a great extent in the coal industry, is that "most of the posts available in those industries are those of a practical nature which require two qualifications, the ability to control labour and the experience which comes from having done manual tasks which the labourers themselves are accustomed to perform." Except in coal, no organised attempts have been made to place middle-class young men in the technical side of industries. This is mainly due to the absence of industrial schools which could prepare students qualified for entering industries, such as jute and tea. In regard to the coal industry, although at the initial stage of the development of that industry Bengalis were largely associated both with mining operations and sales organisation, at present they are being steadily displaced from the field".

(The Amrita Bazar Patrika,
7-10-1940).

Industrial Ventures for Educated Unemployed:

Activities of Unemployed Educated Young Men's Organisation, Madras.

The Unemployed Educated Young Men's Organisation, Madras, has formulated plans to found a colony styled the Young Men's Colony near Tambaram, Madras, and to run a dairy farm, an agricultural marketing board, a board of industrial and scientific research, a colour printing press and publishing house and a transport service.

In his speech inaugurating the scheme, Mr. S. Satyamurti, M.L.A., Mayor of Madras, expressed the hope that, though the venture was a bold one, he hoped to see at least 250 men employed in the proposed activities. Dealing with the recent decision of the Government of Madras to institute a selection examination at the IV Form stage (Matriculation is VI Form) and to allow only successful candidates for further higher academic education, he condemned it and said that he would rather have educated unemployed rather than uneducated unemployed. What was wanted was not closing down of existing schools and colleges, but the opening of new avenues of employment in the industrial and other fields.

(The Hindu, 10-10-1940).

Migration.

Working Conditions in Ceylon:

Report of the Controller of Labour, 1939*.

The Administration Report of the Controller of Labour, Ceylon, for 1939, 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 briefly noticed below:

Labour Legislation in Ceylon: (1) Shops Ordinance, 1938.- This Ordinance came into operation on 1-8-1939, and the Regulations framed under it on 1-10-1939. There is provision in the Ordinance to enable the Minister for Labour, Industry and Commerce to make closing Orders, and a tentative set of such orders was published in the press and representations invited from the public. These were duly considered by the Executive Committee, but no final decision has been made. A few amendments to the main Ordinance were also under consideration.

(2) The Poor Relief Ordinance, 1939.- This Ordinance was proclaimed in the three Municipal Council areas on 1-1-1940. A set of rules has been framed by the Executive Committee of Local Administration and as soon as these are passed the Public Assistance Committees in the three Municipal areas will be appointed.

(3) Maternity Benefits Ordinance, 1939,- received the assent of the Governor on 31-7-1939, but has not yet been brought into operation. This Ordinance exempts from the obligation to pay maternity benefits as provided in it, those employers who are certified to have provided alternative maternity benefits for female labourers resident on estates and who are entitled to special benefits under the Medical Wants Ordinance.

(4) Industrial Disputes (Conciliation) Ordinance.- More than one draft amendment to the Industrial Disputes (Conciliation) Ordinance, 1931, has been considered by the Executive Committee. The Bombay Industrial Disputes Act, 1938, was also examined but some of its provisions are considered unsuitable for Ceylon. In view of the labour troubles that are being experienced, action is being expedited and it is hoped that the Bill will be ready for introduction in the State Council at an early date.

(5) Wages Board Bill.- The preliminary draft of this Bill which was ready at the end of 1938 has had to be considerably modified and a fresh Bill was prepared by the Legal Draftsman. This was ready for consideration by the Executive Committee at the end of the year.

(6) Separation of families on estates.- The draft bill to amend the Estate Labour (Indian) Ordinance (Chapter 112) by providing that when a labourer lawfully quits the service of an employer, the contract of service of the spouse of the labourer shall be determined by the employer at the same time, unless the spouse elects to continue in service and

* Administration Report of the Controller of Labour for 1939 (G.C.Gimson, Esq., C.C.S.); October, 1940. Printed at the Ceylon Government Press, Colombo. Price 75 cents. 1940. pp.45.

furnishes an affidavit to support such election, was ready during the early part of the year. As the Executive Committee desired that the privileges proposed to be granted to the spouse should be extended also to the minors of the labourer who were themselves labourers, the draft has been referred back to the Legal Draftsman for the necessary amendment.

(7) Married persons living in Estate Lines.- Consequent on the decision of the Executive Committee of Labour, Industry and Commerce that legislation should be introduced to ensure that adequate accommodation is provided so that married Indian estate labourers should not share rooms with other adults, the Legal Draftsman was requested to prepare suitable legislation and the matter was in his hands at the end of the year.

Ceylon and I.L. Conventions.- An Annual report is furnished to the Secretary of State for the Colonies on the application in Ceylon of the International Labour Conventions ratified by Great Britain. The application of the new conventions ratified by Great Britain, referred to in the report for 1938, was still under consideration at the end of 1939.

Conventions concerning forced or compulsory labour.- In Ceylon there is no law or custom which permits the exaction of forced or compulsory labour. It will therefore be illegal for a person to compel another to work for him. Where force or the threat of force has been used an employer may render himself guilty of the offence of criminal force of assault under the Penal Code. There are, however, a few Ordinances in which tax in the form of labour is imposed by the members of a community on themselves, but such form of labour appears to be excluded from the definition of "forced labour".

Workmen's Compensation Statistics.- The number of accidents reported during the year was 6,158, which included 93 fatal accidents. In the preceding year the total number of accidents reported was 5,548 of which 99 were fatal accidents. During 1939, Rs. 172,178.34 was paid on account of claims in respect of 5,279 cases.

The Report points out that a large number of employers do not yet sufficiently appreciate the desirability of providing promptly to injured workmen competent and adequate medical aid.

Occupational Diseases.- The only case of industrial disease for which an application was made for compensation during the year was from a workman employed by a newspaper company, who stated that he developed lead poisoning. Inquiry into the case was pending at the end of the year.

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. One fresh application was received during the year. The necessity of insuring against liability under the Workmen's Compensation Ordinance is coming to be more generally recognised by employers.

Trade Unions.- No Trade Union was registered under the Trade Unions Ordinance during the year under review. The total number of trade unions in Ceylon now so registered is 42. Of these only 34 were functioning at the end of the year, the same number as in the previous year. Out of this number 11 were exclusively of employers and the remaining 23 of employees. The total membership of all the registered trade unions that had furnished annual returns during the year 1939 was

6,068 as against 6,198 in the preceding year. The total membership of the unions of employees only was 5,750 and that of the unions of employers only 318.

Trade Disputes.- The total number of strikes or disputes in trade or industry other than on estates 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. The most important feature of the year is the manifestation of widespread unrest among estate labourers. The imposition by the Government of India of certain restrictions on emigration to Ceylon has resulted in a reluctance on the part of Indian workers even to visit India, and the result is a labour surplus in the estates. The present labour unrest has, therefore, economic as well as social and political aspects.

Safety in Mines and Factories.- According to the reports received from the various Revenue Officers for the year 1939, there were at the beginning of the year 1,618 factories in the Island. During the year 23 factories were registered and 60 were closed down, leaving at the end of the year 1,581 factories as duly licensed. It is remarkable that none of the factories inspected during the year was reported unsafe. 16 accidents were reported in factories during 1939 as against 19 in 1938.

At the beginning of 1939 there were 440 registered mines; 789 new mines were registered during the year and 587 mines were closed down. The total number of mines at the end of the year was 642. 170 mines were inspected and all were found to be safe. 10 serious accidents were reported in which 5 persons were killed and 6 injured. In the previous year 21 persons were reported as killed and 17 injured as a result of accidents in mines. 57 persons were prosecuted during the year for various offences under the Mines and Machinery Protection Ordinance and 43 were convicted.

Unemployment.- The number of unemployed now engaged in relief works is about 1,300 and all these are persons registered in 1931. The sum provided in the Estimates for 1938-39 for unemployment relief was Rs. 255,00. This was found to be inadequate and a supplementary estimate for Rs. 175,000 was obtained in March 1939. The expenditure incurred was Rs. 384,892.57.

Employment Exchange.- Reference was made in the Report for 1938 to the establishment of the Employment Exchange in Colombo, its object, scope and functions. During the year under review propaganda was undertaken to make the services of the Exchange better known to employers, while the unemployed of Colombo already regard the help afforded by the Exchange as their best opportunity of securing work and crowd the Exchange in large numbers when vacancies become known. The total number of unemployed registered during the year was 14,928 (comprising 6,674 skilled, 2,330 semi-skilled, 2,926 unskilled labourers, 1,795 applicants for clerical jobs and 203 professional and technical men.) The total number of persons who have registered at the Exchange since its inception is 31,250 including 1,329 women. The number of persons placed in employment during 1939 is 2,583.

Recruiting of Indigenous Labour.- Reference was made in the Report for 1938 to the establishment of two Agencies and to the measure of assistance rendered by them to the recruitment of indigenous labour. A consideration of the work of the two Agencies showed that attempts to make this system a useful means of recruiting indigenous labour

have not proved as successful as anticipated. The difficulties were twofold; first, the recruit required individual training and attention which the Superintendent in these days of keen economic rivalry could ill afford to give; secondly, the recruits were generally drawn from the rural population who, having had no experience of regular industrial employment, showed great reluctance to leave their own holdings, however, small, to take up permanent employment on estates. Owing to the scant success of this recruitment, the two agencies were closed in October 1939. Experience has shown that an inherent defect in the Agency system is the inability to secure labourers who can, from the outset, work with the same standard of efficiency as the older members of the labour force.

Indian Immigrant Labour.

Indian Migration Statistics.- The number of arrivals in 1939 was 112,599 (83,340 unassisted immigrants and 29,259 assisted estate labourers) as compared with 157,996 Indians (110,786 unassisted immigrants and 47,210 assisted estate labourers) during 1938. The marked decrease is due to the ban imposed by the Government of India on Indian emigration of workers to Ceylon. 137,323 Indians (31,714 estate labourers) left Ceylon for India in the year under review. The number of Indians repatriated from Ceylon in 1939 was 2,975.

The mean population of Indian labourers on estates in 1939 was 679,000 as against 677,000 in the previous year. At the beginning of 1939 the population was 682,299 (comprising 212,625 men, 204,457 women and 265,217 children). By the middle of the year it fell to 677,356 (210,138 men, 203,745 women and 263,473 children) from which figure it rose at the end of the year to 678,611 (209,604 men, 202,755 women and 266,252 children). The year 1939 therefore recorded a fall of 3,688 in the Indian labour population on estates.

Wages.- At the beginning of 1939 the minimum wages applicable for a day of nine hours, including time not exceeding one hour for midday 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

By Notification No. 233 published in the Government Gazette No. 8,457 of May 12, 1939, the Mid and Low-country rates were increased with effect from June 12, as follows:-

	<u>Men</u>	<u>Women</u>	<u>Children</u>
	<u>A.P.</u>	<u>A. P.</u>	<u>A. P.</u>
Mid-country	7 6	5 11	4 6
Low-country	7 2	5 9	4 4

The up-country rates however remained unaltered.

Although minimum wages are prescribed by the law there is no limit to the maximum which a labourer may legitimately earn on an estate. There

are facilities on almost all the estates for an industrious and a willing worker to earn considerably more than the minimum wage. Labourers have also opportunities to supplement their monthly wages by cattle breeding, poultry farming, vegetable gardening, and even by paddy cultivation.

Indo-Ceylon Problems:

Ceylon Government and Ceylon Indian Congress Delegations'
discussions with Government of India.

The Government of Ceylon has sent an official delegation consisting of Mr. D.S. Senanayake, Minister for Agriculture, Mr. S.W.R.D. Bhandaranaike, and Mr. G.C.S. Corea, Minister for Industries, Commerce and Labour, to represent its views at the exploratory Conference between the Government of India and Ceylon scheduled to take place at New Delhi in the first half of November 1940 (vide page 41a - August 1940 report). The Government of India's Delegation to the Conference consists of Sir Girja Shankar Bajpai, Member in charge of the Department of Education, Health and Lands, Sir A. Ramaswami Mudaliar, Member in charge of the Department of Commerce and Labour, Sir Alan Lloyd, Secretary, Department of Education, Health and Lands, Mr. T.G. Rutherford, I.C.S., Adviser to Governor of Madras, and Mr. A. Vittal Pai, I.C.S., late Agent of the Government of India in Ceylon are Advisers, and Mr. S. Dutt, I.C.S., Deputy Secretary, Department of Education, Health and Lands, Secretary.

In this connection, the Ceylon Indian Congress has also sent a Delegation to represent to the Government of India, the viewpoint of the Indians in Ceylon. The delegation, consisting of seven members, is led by Mr. Peri Sundaram, ex-Minister for Industries, Commerce and Labour, Ceylon.

Indo-Ceylon Problems.- Indian emigration to Ceylon has been of very great antiquity, and it is only very recently that differences have arisen between the emigrant Indians and the Ceylonese, thus creating a set of Indo-Ceylon problems. These constitute the principal matters of common concern to India, and they may be enumerated as falling under the following main headings:-

- (a) Franchise and questions of political rights of Indians in Ceylon.
- (b) Labour conditions in Ceylon.
- (c) The status of Indians in Ceylon and freedom to engage in legitimate occupations and employment.
- (d) Questions connected with the hitherto unrestricted rights of immigration.

- (e) The recent ban imposed by the Government of India on emigration to Ceylon of unskilled labour.
- (f) Indo-Ceylon trade relations and possibilities of expansion of trade between the two countries.
- (g) The angle of view in Ceylon which is brought to bear on questions affecting Indians in Ceylon and Indo-Ceylon matters.

(The major developments of labour interest connected with these problems have been noticed from time to time under the Section: "Migration" of the previous monthly reports of this Office; information on Indian labour in Ceylon for the years 1936, 1937 and 1938 taken mainly from the administration reports of the Controller of Labour, Ceylon, and the annual reports of the Agent of the Government of India in Ceylon is presented in summarised form under the heading: "Indian Labour in Ceylon", at pages 57-63 of the July 1940 issue of the International Labour Review. The report for 1939 of the Controller of Labour, Ceylon is reviewed earlier in this Section).

Government of India's Ban on emigration of Unskilled Labour.- The principal development of 1939 was the imposition by the Government of India of a ban as from 1-8-1939 on the emigration of unskilled Indian labour to Ceylon. The step was due to the measures taken by the Government of Ceylon to restrict the immigration of Indians into Ceylon, including the decision to terminate from 1st August 1939 the employment of a large number of Indians already engaged in unskilled work in the various Government Departments (vide pages 54-55 of the report of this Office for July 1939). The Ceylon Government is now desirous that the prohibition ~~be~~ should be lifted, and that estate labour should be allowed freedom of immigration, while restrictions should be placed on other classes of immigrants. The Indian view-point, on the other hand, is that it is emigration for estate labour which requires regulation, and that any scheme of control of immigration into Ceylon should secure that immigrants are as heretofore composed of members of varied strata in society so that the Indian population in Ceylon may be able to maintain an adequate level of social and economic standard. (The Indian population in Ceylon at the end of 1938 consisted of 682,570 people attached to estates, and 200,000 non-estate people).

Equality of Status and Rights.- Another important demand of Ceylon Indians is that they should be accorded political franchise on a rational practical basis, as such franchise is an essential safeguard for the honour, status and rights of a people. On this point, the Memorandum on Indo-Ceylon problems prepared by the Ceylon Indian Congress Delegation says: "In considering the status and rights of Indians in Ceylon, it is necessary for the propose of clarifying the issues to make a distinction between the Indians already resident in Ceylon and those who may hereafter migrate. As far as the Indians who are already in Ceylon are concerned, it is necessary that their right and liberty to carry on any trade and engage in any occupation should be fully recognised. Although there is yet no international convention on the subject, the trend of world public opinion and the views of the International Organisations clearly indicate that even foreigners authorised to enter and reside in a country, should be entitled to employment on the same conditions as nationals except where admission to the territory of a residence was subject to precise stipulation to the contrary. ~~This~~ This right is based on grounds of equity which nationalism cannot ignore. Even if it should be necessary to place any limitations on such rights, it should naturally be after mutual consultation and by agreement

between the countries concerned..... The retirement ~~policy~~ policy of the Government of Ceylon under which a number of daily-paid workers under Government with varying periods of service were compulsorily retired, was a flagrant case of setting at naught acquired rights and ■ was illustrative at once of a number of difficulties that Indians in Ceylon have had recently to face".

The Exploratory Conference of the Delegations of the Government of India and Government of Ceylon began on 4-11-1940; The Conference is continuing.

The Ceylon Indian Delegation is also having discussions with the Government of India.

(A copy of the Memorandum on Indo-Ceylon relations prepared by the Ceylon Indian Congress Delegation in connection with the Exploratory Conference was forwarded to Montreal with this Office's minute D.1/907/40 dated 13th November 1940; the Memorandum deals fully with the various questions under discussion).

Agriculture.

The Punjab Relief of Indebtedness (Amendment) Act, 1940.

Reference was made at pages 23 to 24 of our April 1940 report to the salient features of the Punjab Relief of Indebtedness (Amendment) Bill, 1939. The Bill as passed by the Punjab Legislature received the assent of the Governor General on 27-9-1940; the text of the Act is published at pages 295 to 299 of the Government Gazette (Extraordinary), Punjab, dated 5-10-1940.

Professional Workers, Salaried Employees and Public Servants.

Quarantine Leave for Inferior Government Servants:

U.P. Government's Decision.

The Governor of the United Provinces has decided that inferior Government servants whose pay is met from contingencies and who hitherto were not entitled to leave with allowances, except hospital leave, will in future be allowed quarantine leave to the extent admissible to other Government servants. Such leave will be allowed only on the certificate of an officer of the Medical or Public Health Department in regard to the presence of an infectious disease in the family of the Government servant concerned. The duration of leave will be restricted to the period mentioned in the certificate, and if absence exceeds 30 days no pay will be allowed for the period in excess of 30 days.

(The Hindustan Times, 23-10-1940).

Recruitment to State-managed Railways:

Setting up of Railway Service Commission recommended in D'Souza Report.

Mr. Frank D'Souza (till recently Member in Charge of Establishments, Railway Board,) who had been placed on special duty by the Government of India to review the working of the rules and orders relating to the representation of minority communities (Muslims, Sikhs, Christians, etc.) in the Services of the four State-managed Railways (the E.B. Railway, the E.I. Railway, the G.I.P. Railway and the N.W. Railway), and review the results already achieved with regard both to gazetted and non-gazetted ranks, has recently submitted his report. The more important recommendations made are the institution of an independent organisation for the recruitment of subordinate staff on State Railways and comprehensive changes regarding recruitment to intermediate grades. The main points of the report are briefly noticed below:

Present System of Recruitment: Railways Selection Boards.- There are over 350,000 non-gazetted employees on the four State-managed Railways, and although the more specific regulations apply to subordinate staff which number approximately 70,000, inferior servants come to a limited extent within the purview of the rules. Something like 1,300 permanent and 3,100 temporary subordinates were recruited each year during the four years ending March 31, 1939.

At present selection boards constituted in districts, divisions and at the headquarters of each of the four State-managed railways recommended candidates for appointment. The number of centres at which employees are recruited is 23 on the E.B. Railway, 22 on the E.I. Railway, 21 on the G.I.P. Railway and 12 on the N.W. Railway. Some idea of the volume of work involved can be had from the fact that during 1939 the number of applications received was 64,500. To deal with these applications 448 selection boards were constituted. The report says that the labour involved in the process of 'weeding out' was 'fairly formidable', and that, in practice, it has not been possible to give adequate consideration to each application.

Minorities Interests Guarded.- The report makes a thorough review of the extent to which each of the four State-managed railways has been able to work to the percentage reservation laid down for each minority community and draws attention to certain errors of procedure in matters of detail on particular railways. On the whole, the report finds that the interests of minority communities have been safeguarded in the matter of recruitment in the manner, and to the extent, laid down by Government. It is also pointed out that while on the whole minority communities have received more than the minimum laid down, in certain cases individual Railways have fallen short of their particular quota. In no case, however, has this falling short been serious.

Direct Recruitment by Services Commission recommended.- From the point of view of efficiency, however, the report recommends the setting up of a centrally constituted authority, to be called the 'Railway Services Commission', as it will inspire a greater degree of confidence among the applicants. In support of this view, the report says: The great majority of officers having experience of selection boards was entirely in favour of seeing 'the existing procedure discontinued'. Generally speaking, exercise of patronage and efficiency do not go well together.

The scheme suggested by the report also contains provision for the holding of a competitive examination and the drawing up of a list of successful candidates 'in the strict order of merit'.

The proposed Services Commission, it is estimated, will have to deal with over 50,000 applications annually for at least 1,300 permanent vacancies to be filled each year. The Commission, it is recommended, should be presided over by a Chairman with the rank of a Head of a Department and should have two or more members.

Disciplinary Powers.- The proposed Commission should also be utilized as an advisory body in connection with cases in which severe disciplinary action has been taken or is contemplated against senior subordinates. It is urged that the possibility of cases having to be referred to the Commission for their views will have a salutary influence on those officers whose ideas of discipline appears to be based on totalitarian principles.

Government of India's Decision delayed.- The Government of India have not come to any decision on the Report and are not likely to do so until public opinion on the recommendations has expressed itself in the press and in the Central Assembly.

(The Hindu, 23-10-1940 and
the Leader, 27-10-1940).

Co-operation.

Reorganisation of Co-operative Movement in Madras:

Report of Special Committee, 1939-40.*

The report (submitted in April 1940) of the Committee on Co-operation with Sir T.Vijayaraghava Achariyar as Chairman, appointed by the Government of Madras on 10-2-1939, is summarised below. (The Committee consisted of 21 members; four of these have appended Notes of Dissent, and individual Notes have been added by five members):

Terms of Reference.- The following were the more important among the terms of reference:

- (1) to examine whether any change in the present structure of the financing system is necessary, with particular reference to proposals such as the formation of multi-purpose societies and of taluk banking unions and direct financing by the provincial bank and, if so, to make recommendations;
- (2) to recommend the steps by which credit can be made available to agriculturists through societies and land mortgage banks more quickly and also more cheaply;
- (3) to examine and recommend for what purposes and periods central banks and societies should lend to agriculturists and how the long-term needs of the ryots in areas not served by land mortgage banks are to be met;
- (4) to suggest ways for the disposal of lands purchased by central banks and societies and for the recovery of overdues in societies and to make recommendations;
- (5) to suggest ways and means to co-ordinate the activities of the Agriculture, Industries and Co-operative Departments; and
- (6) to suggest measures to encourage and stimulate thrift and savings among small agriculturists and artisans and the arrangements and facilities necessary to enable them to deposit their savings.

Co-operative Movement: Retrospect.- The Co-operative Movement in India is of recent origin, being only about 35 years old. The report submitted in 1901 by a Committee with Sir Edward Law as Chairman and the recommendations of the Indian Famine Commission (1901) in favour of starting mutual credit associations, led to the passing by the Government of India of the Co-operative Credit Societies Act, 1904. The Act was amended in 1912.

In Madras, the first society was registered in 1904, in 1908, the Presidency had 13,759 societies, with a total membership of 1,041,355,

* Report of the Committee on Co-operation in Madras, 1939-40. Madras: Printed by the Superintendent, Government Press. 1940. Price Rs.2-12-0. pp. 523.

panacea for all economic ills. Below are indicated the main trends of the 340 odd recommendations made by the Committee covering the following subjects: rural indebtedness, land mortgage banks, agricultural credit, urban co-operative credit societies, employees' and scheduled classes' societies, co-operative marketing, weavers' and workmen's societies, cottage industries, rural reconstruction, thrift and savings, and supervision, education and training:

Rural Indebtedness: Long-term Credit.- The depression has forcibly brought into relief the handicaps to which agriculture is subject and the deficit nature of agricultural economy. The Government have already taken legislative and executive action to relieve agricultural indebtedness, but these measures have been empirical and the Government should proceed from the empirical to the systematic stage of relief or rural indebtedness. No organisation is so well suited for the provision of financial assistance for the redemption of prior indebtedness as land mortgage banks. Land mortgage banking has become an integral part of agricultural credit. It is sound & but lacks speed. The Government should remedy this state of affairs, and the Committee is optimistic that, if its recommendations in this respect are acted upon, the agriculturist will be assured of facilities for longterm credit.

Current Credit.- The report points out that the agriculturists need current capital also to carry on agricultural operations. The village credit societies now find themselves in a stage of stagnation and have ceased to be effective suppliers of current capital to the agriculturists. Therefore, these have to be improved. The Committee's recommendations under this head fall under two broad divisions. The first set of recommendations relates to remedial action to resuscitate such of them as still show some hope of revival with the necessary treatment and nursing. The second set deals with the future line of organisation and development of co-operative credit institutions. The Committee's suggestions for speeding up the sanction and disbursement of short term capital when implemented will make these societies more effective and more prompt suppliers of rural credit. It is made clear that some of the recommendations, for instance, the replacement of unlimited liability by limited liability and the extension of the area of operations of societies, are opposed to orthodox co-operative principles and practice.

Central Banks.- The Committee finds that, on the whole, the co-operative central banks in Madras have done well; the time, however, has come for the elimination of individuals from central banks, so as to make them pure-type banking unions composed of affiliated societies alone. To enforce their obligations, the central banks should be empowered to step in when panchayats of societies fail to recover loans and to discharge their obligations.

Co-operation among Artisans, Industrial Workers, etc.- The Committee recommends that co-operation among scheduled classes, artisans and other urban classes, employees and industrial workers needs strengthening and improvement, and several recommendations are made in this respect.

Industrial Workers.- The recommendations regarding industrial labour are:

Government should make it obligatory on the part of employers of industrial labour to start and run co-operative societies for

their workers.

The workers should be paid their wages weekly instead of monthly.

Provision should be made in the rules for the constitution in big employees' societies of smaller bodies of representatives or delegates in place of the present general body of members, in order to ensure a fuller consideration of subjects and of proper representation of all sections of opinion.

Handloom Industry and Weavers' Societies.- The annual subsidy now granted to these societies should be increased, and should be extended for another five years.

Measures should be formulated (by legislation if necessary) for the adjustment of the spheres of production of the powerloom and the handloom or to restrict the production of mill-cloth by fixing quota or otherwise.

Adequate cess should be levied on the sale of mill-cloth, Indian and foreign, at a rate sufficient to counteract the effect of competition.

Licence-fee on mill-cloth dealers should be increased. Differential freight rates for transport by railway of mill and hand-made products should be introduced, so as to give the handloom product an advantage.

Co-operative Marketing.- Investigations show that there are many leakages in the pockets of the ryot. One such is the disparity between the price he gets for his produce and that which the consumer pays for it. Suggestions are made for the organisation and improvement of co-operative marketing so as to ensure a reasonable return for the ryot. If maximum efficiency is to be ensured, both marketing organisations and marketing finance should go together and the Marketing Staff should work under the Registrar.

Spare-Time Employment.- It is necessary that provision should be made for the spare time employment of agriculturists. The need for home or cottage industries is felt, but a technical investigation is necessary. Of all the cottage industries, weaving presents the most complicated problems of organisation, technique, marketing, sale, protection, etc. The recommendations in this respect taken as a whole go a long way towards the solution of these problems.

Co-ordination of Betterment Effort.- The scope of co-operative effort in schemes of rural betterment has, in recent years, received proper emphasis, and opinion has been more or less unanimous that co-operative organisations have not been utilized to the fullest extent by the departments of Government which are charged with rural uplift. Several recommendations are made to promote co-ordination of effort between all the development departments of Government.

Reorganisation and Expansion.- The work of reorganisation and expansion of the movement will require the maximum energies of the official and non-official staff employed in it, and a number of suggestions are made for strengthening the official staff and for improving the conditions of service of non-official employees.

Co-operative Education.- The importance of co-operative education among all ranks of paid and honorary workers in the movement is stressed and to ensure efficiency in service, the paid staff in the movement should be adequately trained for their jobs and the members and honorary office-bearers of societies should be taught the theory and practice of co-operation. This should be a normal feature, and not a periodical activity.

Legislative Action.- Several of the recommendations require legislative action. Among other things, provision is made for speeding up the process of liquidation and for the better administration of the provisions relating to supersession of committees of societies.

The Burma Weavers' Loans Act, 1940 (Act XXII of 1940).

Reference was made at page 43 of our August 1940 report & to the Burma Weavers' Loans Bill, 1940, which the Burma Ministry proposed adopting with a view to regulate the grant of loans to handloom weavers. The Bill as passed by the Legislature received the assent of the Governor on 18-10-1940; the Act is published at pages 153 to 154 of Part III of the Burma Gazette dated 28-10-1940.

Living Conditions.

Industrial Housing Scheme, Bombay, 1939-40*.

Number of Rooms Occupied and Rates of Rent.- According to the annual report on the administration of the Industrial Housing Scheme, Bombay, for the year ending 31-3-1940, out of 16,559 rooms and shops in the 207 chawls located in four different centres, 3,924 rooms and shops were occupied at the close of the year 1939-40, showing an increase of 1,069 rooms and shops in the number occupied at the close of the year 1938-39. The scale of rents for single-roomed tenements at the four centres remained the same throughout the year, i.e., at DeLisle Road Rs.8, at Naigaum Rs.7, at Sewri Rs.7 and at Worli Rs.5. Rupee 1 extra is charged for corner rooms at all centres and Rs. 2 extra are charged in those cases in which a tenant having a double-room tenement arranges to have a water tap in his room.

The number of shops occupied at various centres was as follows:- Naigaum 56, De Lisle Road 18, Worli 158, Sewri 25.

The position regarding the occupation of shops at Naigaum has shown some improvement, while at Worli there is a considerable increase entirely due to an increase in occupancies at that centre.

Rent Collections.- The total collection on account of rent of chawls amounted to Rs. 811,415. The rent collected amounted to 97.4 per cent. of the demand as against 99 per cent. of the last year. During the year under report, 1,105 tenants absconded leaving Rs. 15,116 of rent unpaid, as compared with 690 absconders involving Rs.6,564 in 1938-39. The total amount written off was Rs. 4,377. The total arrears on 31-3-1940 were Rs. 44,003 as compared with Rs. 27,719 in the previous year. The increase in the number of absconders is due to the closure of two textile mills and the stopping of night shifts in some mills, thus throwing out of employment the mill operative occupying the Development Department Chawls.

Chawl Population.- The total population of the Development Department chawls was 69,620 approximately, while deaths recorded were 1,515, giving a death rate of 21.7 per thousand. During the ~~year~~ previous year the death rate was 19 per thousand.

Amenities Provided.- There are a number of amenities provided for the residents of the chawls. Certain charitable institutions, such as the Bombay Presidency Infant Welfare Society and the Bombay Health Week Association, continue to provide medical relief to the tenants through maternity homes and crèches, and institutions such as the Naigaum Social Service Society and the Young Men's Christian Association continue carrying on social welfare activities for the benefit of the tenants' children. Municipal schools are located in all the chawl centres and the Municipality is conducting a free dispensary at Worli.

During the year under report, special accommodation in the Development Department Chawls at De Lisle Road has been allowed to the

* Annual Report on the Administration of the Industrial Housing Scheme, 1939-40. Bombay: Printed at the Government Central Press. 1940. Price Anna 1 or 1d. pp.11.

Bombay Presidency Women's Council for the special benefit of the women of the chawls. This institution is running a sewing class, which is popular and well attended by the more enlightened women folk of the locality. Similarly the organisers of the Society for the Protection of Children in Western India have been given accommodation in the chawls at Worli to look after the interests and welfare of the destitute children in the city. Another new institution doing useful work for the poor tenants of the Department Chawls is the Legal Aid Society. This institution provides free legal assistance to the poorer tenants of the chawls when they are in need of it.

Public radios have been provided at all the chawl centres for the benefit of the residents, which facility is appreciated as very useful to the tenants.

The Bombay & Electric Supply and Tramways Company Limited continues the special facilities of concession rates in bus fare for buses plying between the Worli Development Department Chawls and the different Railway stations for the benefit of the residents of the chawls.

Organisation, Congresses, etc.

Employers' Organisations.

42nd Session of Indian Railway Conference Association, Delhi,
26 to 29-10-1940.

The 42nd session of the Indian Railway Conference Association was held at Delhi from 26 to 29-10-1940, Mr. C.A. Muirhead, Agent, South Indian Railway, presiding. In his presidential address, Mr. Muirhead, after preliminary remarks regarding changes in the railway personnel during the year, referred to the part railways in India will have to play in the successful prosecution of the war.

Indian Railways and the War.- Mr. ~~Muirhead~~ Muirhead pointed out that, unlike in the war of 1914-18, the Indian Railways today are in a position to meet in full the demands made on them by war conditions. Thanks to the period of prosperity that followed the Great War, large sums have been spent on new constructions opening out alternative routes, on remodelling schemes and extension of marshalling yards, on modernising ~~in~~ workshops, on strengthening of tracks, on improvement of working methods, on more powerful locomotives, etc.

There are, however, various other factors which will necessitate the provision of additional freight handling equipment. Not the least important of them is the industrial expansion of the country, which will be given a great impetus during the war. The effect of this rapid industrialization on the movement of traffic must be very great. To this will have to be added the normal development of traffic and also the traffic which might at any moment be thrown on the railways by the interruption of coastal shipping. All these will necessarily impose a very heavy strain on the transport capacity of all the railways. He therefore cautioned against too parsimonious a policy in the matter of capital expenditure.

Staff Depletion.- Depletion of staff, particularly of the supervising staff, consequent on the release of railway personnel for military service, is another handicap which railways have to face during this period. Most of the railways have already released several of their officers for military and other duties. There is also bound to be a certain demand for skilled employees for other services, and within certain limits it may be necessary for the railways to release these men, perhaps in addition to those whose services are utilized in the railway workshops for military purposes. There is, however, at the moment, no fear of the railways being deprived of their skilled personnel - at any rate to such an extent as would affect the efficiency of the railways - for steps have already been taken by the responsible authorities to keep up a steady stream of skilled and semi-skilled staff by the establishment or expansion of technical training facilities at various centres.

Road-Rail Competition.- The provisions of the Motor Vehicles Act of 1939 and the rules framed under it were expected to give the railways considerable relief from unrestricted road competition. The results, however, have been rather disappointing. In actual working, there was a lack of uniform interpretation and application of the rules. A correct appreciation of the functions of transport authorities, as envisaged by the Act, was absent. The transport authorities have lately begun to realize the gravity of the situation. Many of the authorities have arranged for an intense check of over-loading and other irregularities. Although there has not been any marked decrease in the number of road motor services, consequent on the control established by the new legislation, the transport authorities have been careful not to increase the number of bus services on the competitive routes. In regard to lorry competition, however, there has been a considerable expansion in their operation on long distance routes.

Sir Andrew Clow's Address.- The Hon. Sir Andrew Clow, Communications Member, Government of India, addressed the Conference, and dealt with the effect of the war on railways. Referring to Mr. d'Souza's report on the representation of minority communities in the railway services (summarised elsewhere in this report), Sir Andrew commended it as a valuable mine of information on the subject, but asked whether Mr. d'Souza's proposals for appointments to the intermediate grades were in consonance with the principle that communal considerations should not affect promotion. "I am quite clear in my own mind" he declared, "and I feel sure that this conference will agree with me, that the grant of promotion on the basis neither of experience nor efficiency but of community would be a disastrous step".

Mr. A. Duncan, Agent and General Manager, Bengal Nagpur Railway was elected President for 1941.

(The Statesman, 27 and 30-10-1940).

Social Conditions.

Conditions of Life and Work of India's 20 million aborigines.

The following information about the conditions of life and work of India's aboriginal hill-tribes is taken from an article on the subject published in the Hitavada, Nagpur, on 4-10-1940, by Mr. A.V. Thakkar, Member, Servants of India Society, and Chairman of a Committee recently appointed by the Government of Orissa to inquire into the conditions of the aborigines of the province:-

The total number of aborigines in India, including the States, is about 20 millions (Bombay Presidency - 2.8 millions; Central Provinces - 4 millions; Bihar - 3.5 millions; Orissa - 1.8 millions; Assam - 1.7 millions; Central India States - 1.3 millions; Rajputana - 800,000; Western India States - 500,000). A large proportion of the aborigines live in the forests in hill areas, and are ignorant of even elementary agricultural operations, like ploughing. Before this large group can be made to take their due place in the economy of production, they have to be educated up to certain minimum standards, but apart from the work of missionaries and the Servants of India Society, at present very little ameliorative action is being taken. Unlike the Government of the United States, which finances an extensive establishment for work among the Red Indians, the Government of India is doing very little for the aborigines. In the provinces, since the advent of the Congress Ministries particularly, more interest is being evinced. The Government of Madras has recently abolished forced labour amongst the hill-tribes of the Madgole Agency in Vizagapatam District (vide pages 11-12 of March 1939 report of this Office); the Government of Bombay also has been interesting itself in the aborigines of the province; the Bihar Government, just before the resignation of the Congress Ministry, had appointed a special officer to look into this question; the Orissa and C.P. Governments have appointed inquiry committees and special officers respectively, to investigate conditions and take ameliorative action.

(The Hitavada, 4-10-1940).

Education.

The Burma Primary Education Act, 1940.

Attention is directed to pages 150 to 152 of Part III of the Burma Gazette dated 5-10-1940 where is published the Burma Primary Education Act, 1940, which received the assent of the Governor on 27-9-1940. The Act is intended to provide facilities for the ~~int~~ introduction of free compulsory primary education.

Plan of introduction.- Under the Act, the Governor may direct a local authority to submit within the time specified by him, a scheme to provide compulsory primary education in the whole or any part of the area subject to its jurisdiction in the case of children of either sex or both sexes.

Finances.- When the scheme is approved and put into execution, the Government shall bear not less than a quarter of the additional recurring and non-recurring annual cost that has to be incurred in carrying out ~~the scheme if the local authority is a Municipal or Town Committee or the Municipal Corporation of the City of Rangoon, not less than one-~~ third of the said cost if the local authority is a District Council, and the whole of the said cost if the local authority is a Deputy Commissioner.

Definition of Child.- Child is defined as a boy or girl, who has completed not less than six years and not more than eleven years of age, at the beginning of the school year in the area concerned.

Penalty for Improper Employment.- Any person other than the guardian who, during the prescribed hours of attendance at school, utilizes on his own behalf or on behalf of any other person, in connection with any employment, whether for remuneration or otherwise, the services of any child whose guardian is required under this Act to cause him to attend an approved school shall, on conviction before a magistrate, be liable to a fine not exceeding twenty-five rupees.

(The Burma Gazette, Part III,
dated 5-10-1940, pages 150 to 152).

Social Policy in War Time.

Wages.

Payment of Dearness Allowance to Low-Paid Government Servants;

Question under consideration of Government of India.

The Government of India is considering, in consultation with the Bombay Government, the adoption of a scheme of relief for low-paid Government servants who have been hard hit as a result of the rise in the cost of living due to the war. The scheme will come into operation in the event of a further material rise in the cost of living. The Government of India, it is learnt, has asked the Bombay Government to submit for its consideration a detailed scheme with suggestions for the rate of increase in the pay of the low-paid servants. It is expected that the Government of India will consult other Provincial Governments in this regard.

(The Hindustan Times. 17-10-1940).

Dearness Allowance for Low-paid Central Government Employees in Bengal and the Punjab.

The Governor-General in Council has had under consideration the question of affording relief to low-paid Government servants in the event of a substantial rise in the cost of living in the circumstances created by the war, and has decided to apply to Central Government servants employed in Bengal and the Punjab, excepting railway employees whose special case is under separate enquiry, the provisions of the scheme now in force in the two provinces for the benefit of their respective employees.

(Notification No.F.-44(4) R.II/40
dated 17-10-1940; The Gazette of India,
Part I, dated 19-10-1940, page 1479).

Dearness Allowance for Low-Paid Government Servants;

Assam Government's Decision.

The Government of Assam has decided to institute a dearness allowance based on the price of common rice payable to all Government servants under the rule-making control of the Government and drawing pay up to Rs.30 per mensem. The allowance will be at the rate of one anna in the rupee of pay when the average price of rice for the province (excluding Manipur) rises from the pre-war average of 11 seers to 8 seers to the rupee, and a second anna when it goes to 6 seers, provided the price remains at or higher than that level for three months. When the allowance admissible under this resolution has once become payable, the position will be reviewed monthly, and the allowance will continue so long only as the average price during the preceding three months is 8 seers or 6 seers as the case may be.

(Notification No. 5652-F(a), dated
5-10-1940; The Assam Gazette, Part II,
dated 9-10-1940, pages 1434 to 1435).

Dearness Allowance for Government Servants with Pay of Rs.30 per month
and ~~AND~~ under: Bihar Government's decision.

The Government of Bihar has decided that a cost of living allowance will be paid to all Government servants receiving emoluments of Rs.30 per month or less. The allowance will be admissible at the rate of Re.1 a month if common rice sells dearer than seven seers to the rupee, but not dearer than six seers, Re.1-8 a month when common rice sells not dearer than five seers to the rupee but dearer than six seers, and Rs.2 per month if common rice sells dearer than five seers to the rupee. The allowance will be paid to all whole-time Government servants, but not to village chaukidars or other part-time Government servants.

(The Hindustan Times, 27-10-1940).

Payment of Dearness Allowance by Tata Iron and Steel Company.

On account of the recent war-time increase in the price of essential commodities, the Tata Iron and Steel Co., Jamshedpur, has approved of the grant from 1-8-1940 of a war allowance to the Company's employees at Jamshedpur.

The following are the conditions under which the allowance will be paid: (i) The allowance will be purely temporary for the duration of the war. (ii) The allowance will be paid at a flat rate of Rs.2-8 per month or its equivalent in daily wages from 1-8-1940 to all employees of the Company working at Jamshedpur on wages or salaries, inclusive of bonuses and allowances, not exceeding Rs.75 per month. The allowance will be paid pro rata for the number of days of actual attendance during a month plus the days on leave with pay duly sanctioned. (iii) If, for three consecutive months, the cost of living index for Jamshedpur published by the Bihar Government falls below 118, the allowance will be discontinued. (iv) The allowance will be liable to revision, if, as a result of the recommendations of Government on the Bihar Labour Enquiry Committee's report, or for any other reason, the basic scale of wages is revised.

(The Tisco Review, October 1940 issue).

War Production.

The Empire Eastern Group Conference:
Discussion of War Supply Problems.

The Empire Eastern Group Conference (vide page 53 of our September 1940 report) on war supply problem met at New Delhi on 25-10-1940. Delegates and advisers from the following countries were present: Australia, New Zealand, South Africa, Southern Rhodesia, Burma, Ceylon, East Africa, Palestine, Malaya, Hongkong and India; the members of the

Roger Mission also participated.

Viceroy's Opening Address.- In his opening address, Lord Linlithgow, the Viceroy, pointed out that the idea underlying the Conference arose from the Imperial Conference of 1937. Nevertheless, it implies that those parts of the Empire which lie east and south of Suez are about to investigate the assumption of new responsibilities, which will lighten the burdens on the Mother Country.

Pooling of Industrial Resources.- He said: "We can do this best by preparing a joint scheme showing clearly how far, viewed not as individual Governments and countries, but as a group, we are capable of meeting war needs. All or almost all the countries represented here are producers of raw materials; some are fortunate in possessing more or less highly organized industries; and some are able to manufacture munitions of war on a fairly large scale. It will be for the delegations to declare the strengths and weaknesses of their respective countries, and for the Conference as a whole to say how far the deficiencies of one country can be made good by the actual or potential surplus of another. It is possible that in respect of certain items of supply no planning may be needed; but there will, I believe, be room for planning and 'rationalization' over a very wide field. You may find that it is convenient that one or more countries within the group should concentrate upon particular items, and that some general allocation of industrial responsibility will be inevitable. Again, you may find that all the countries in the group are short of certain essentials, and the means of securing these will have to be planned".

Need for Standing Committee.- "The Conference will enunciate certain principles and clear policies, but there will inevitably be a great mass of detail to be settled after the Conference disperses. One of the subjects of the Conference is therefore to consider the establishment of a Standing Committee to see that the Conference policy is acted upon with promptitude and energy".

The Conference has appointed two main Committees, one dealing with heavy and the other with light industries; these Committees have further been split into nearly a dozen sub-committees to study different aspects of war supply problems.

A series of informal discussions between the Commerce Department of the Government of India and some members of the Conference have also been started.

As at first planned, the Conference was to have a six-week session, but it is now understood that its duration will be considerably shortened.

(The Statesman, 25 to 30-10-1940).

List of more important Publications received in this Office during
October 1940.

Conditions of Work.-

- (1) Annual Review on the District Reports on working of the Indian Mines Act, 1923 (IV of 1923) in the Central Provinces and Berar for the year ending 31st December 1939. Nagpur: Government Printing, C.P. and Berar, 1940. Price annas five.
- (2) Annual Report on the Administration of the Factories Act, 1934 (XXV of 1934) in the Central Provinces and Berar for the year ending the 31st December 1939. Nagpur: Government Printing, C.P. and Berar. 1940. Price Re. 1-8-0.
- (3) Annual Report on the working of the Payment of Wages Act, 1936, in the Province of Bihar for the year 1939, by the Chief Inspector of Factories, Bihar. Superintendent, Government Printing, Bihar, Patna. 1940. Price Re.-/7/-.
- (4) Annual Report on the working of the Factories Act in the United Provinces for the year 1939. Allahabad: Superintendent, Printing and Stationery, U.P. 1940. Price Re.-/8/-.

Economic Conditions.-

The Lesson of Tariffs in India. Part II. By N.G. Abhyankar, M.Sc (Lond.). Reprinted from "The Journal of the Indian Merchants' Chamber". October, 1940.

Migration.-

- (1) Administration Report of the Controller of Labour for 1939. (F.G Gimson, Esq., C.C.S.) October 1940. Printed at the Ceylon Government Press, Colombo. 1940. Price 75 cents.
- (2) Annual Report of the Agent of the Government of India in Burma for the year ending 31st December 1939. Published by the Manager of Publications, Delhi, 1940. Price Re. 0-5-0 or 6d.
- (3) Annual Report of the Agent-General for India in the Union of South Africa for the year ending 31st December, 1939. Published by the Manager of Publications, Delhi. 1940. Price Re.1/- or 1s.6d.
- (4) India and Ceylon (Deteriorating Position of Indians in Ceylon) by Hiralal M. Desai, B.A. with a foreword by Bhulabhai J. Desai. 26, Church Street, Fort, Colombo. 1939. Price Re.1/-.
- (5) Memorandum on Indo-Ceylon Relations of the Ceylon Indian Congress Delegation in connection with the Exploratory Conference between the Governments of India and Ceylon. November 1940. Printed at the National Press, Kasturi Buildings, Mount Road, Madras.

Navigation.-

- (1) Bombay Port Trust - Administration Report, 1939-40. (Printed by G. Claridge & Co., Ltd., Bombay). 1940.
- (2) Administration Report of the Karachi Port Trust for 1939-40. The "Sind Observer" & Mercantile Press, Ltd., Karachi.

Co-operation.-

- (1) Report on the working of the Co-operative Societies in the Central Provinces and Berar for the year ending 30-6-1939. Government Printing, C.P. and Berar, Nagpur. 1940. Price Re.1-8-0
- (2) Report of the Committee on Co-operation in Madras, 1939-40. Madras: Printed by the Superintendent, Government Press. 1940. Price Rs. 2-12-0.

Organisation, Congresses, etc.-

- (1) Report of the Committee of the Bengal Chamber of Commerce, Calcutta, for the year 1939. Volume II. Documents and Correspondence. Printed at the Criterion Printing Works, 8, Jackson Lane, Calcutta. 1940.
- (2) Report of the Proceedings of the Madras Chamber of Commerce. January-December 1939. Madras: Printed at the Diocesan Press. 1940.

Public Health.-

- (1) Annual Report on the Administration of the Industrial Housing Scheme, 1939-40. Bombay: Printed at the Government Central Press 1940.
- (2) Annual Report of the Jharia Mines Board of Health for the year 1939-40. Superintendent, Government Printing, Bihar, Patna, 1940

Education.-

Report on Public Instruction in the N.W.F.P. for the year 1938-39 Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Rs. 4-4-0 or £0-6-3.

General.-

Government of the North-West Frontier Province, Public Works Department, Irrigation Branch. Administration Report up to the year 1938-39. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Rs.5-7-0

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for November 1940.

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NATIONAL LABOUR LEGISLATION

Government of India.-

Exemption of certain Allowances to Public Servants from Attachment for Debt.

The Government of India has notified that the following allowances of Government servants are exempt from attachment by order of a court: (1) travelling allowance, (2) conveyance allowance, (3) uniform and ration allowance, (4) cost of living allowance and (5) house-rent allowance.

(Notification No. 186/37 of Home Department
Dated 2-10-1940: The Gazette of India,
Part I, dated 5-10-1940, page 1422.)

Government of India.-

The Berar Laws Bill, 1940.

Though the provisions of many Central Acts are applicable to Berar, this result does not flow from the British Indian Act itself being proprio vigore operative in Berar but is achieved by the application to Berar by order made under the Indian (Foreign Jurisdiction) Order in Council, 1902, of each such Act, often with certain modifications of the form in which the Act is in force in British India. The repeal in British India of an Act made applicable to Berar does not automatically make the Act inoperative in Berar. Since the commencement of Part III of the Government of India Act, 1935, on 1-4-1937, Berar and the Central Provinces have been deemed to be one Governor's Province, and an Act passed after that date and expressed to extend to the whole of British India does extend proprio vigore to Berar.

The primary object of the present Bill is to assimilate the position of Central Acts passed before 1-4-1937, to that of those passed after that date and automatically in force in Berar. Among the Acts extended in full are: (1) The Apprentices Act, 1850; (2) The Code of Criminal Procedure, 1898; (3) The Code of Civil Procedure, 1908; (4) The Indian Mines Act, 1923; (5) The Indian Boilers Act, 1923; (6) The Workmen's Compensation Act, 1923; (7) The Criminal Tribes Act, 1924; (8) The Indian Trade Unions Act, 1926; (9) The Trade Disputes Act, 1929; (10) The Children (Pledging of Labour) Act, 1933; (11) The Factories Act, 1934; and (12) The Payment of Wages Act, 1936. Among Acts partially extended are: (1) The Indian Railways Act, ~~1890~~ 1890; and (2) The Cotton Ginning and Pressing Factories Act, 1925. Acts which have ceased to have effect and are repealed in Berar include: (1) The Employers and Workmen (Disputes) Act, 1860; and (2) The Indian Factories Act, 1911.

(The Gazette of India, Part V,
dated 16-11-1940, pages 241 to 248.)

Government of India.-Indian Railways (Second Amendment) Bill, 1940.

Mr. Mohamed Azhar Ali has introduced the Indian Railways (Second Amendment) Bill, in the Central Legislative Assembly on 7-11-1940 with a view to safeguard the interests of the lower staff in railways from unfair treatment by officers. The Bill provides, inter alia, that punishments involving dismissal or discharge shall be inflicted only by the General Manager.

(The Gazette of India, Part V,
dated 9-11-1940, pages 236 to 239).

Government of India.-The Employment of Children (Major Ports) Rules, 1940.

The Government of India has notified under the Employment of Children Act, 1938, Rules relating to inspections and medical certificates in ~~major port areas~~.

(The Gazette of India, Part I,
dated 30-11-1940, page 1686.).

Assam.-The ~~Draft~~ Assam Maternity Benefit Bill, 1940.

Reference was made at page 2 of our February 1940 Report to the Draft of the Maternity Benefit Bill, 1940; the Assam Government introduced the Bill in the local Legislature on 21-3-1940 and referred it for circulation the same day. The Government has, during the winter session held in November 1940, referred it to a Select Committee.

(The Amrita Bazar Patrika, 30-11-1940.).

Bengal.-The Bengal Rural Poor and Unemployed Relief (Amendment) Bill, 1940.

The Bengal Government intends introducing a Bill to amend the Bengal Rural Poor and Unemployment Relief Act, 1939, so as to remove certain verbal defects in the Act of 1939. The text of the proposed Bill is published at page 138 of Part IV B of the Calcutta Gazette dated 21-11-1940. .

Madras.-Draft Hazardous Occupations (Graphite) Rules, 1940.

The Government of Madras proposes to adopt rules to regulate employment in graphite works. The grinding and ~~staving~~ of graphite and the processes incidental thereto are to be declared hazardous; the employment of women, children and adolescents in these processes are to be prohibited; persons employed in graphite factories are to have medical certificates of fitness and they are to be medically examined once at least in every six months; and certain measures to ensure cleanliness and healthy working conditions are to be adopted.

(Notification No. 26: G.O. No.2293.
R.W. (Labour) dated 26-10-1940: The
Fort St. George Gazette, Part I, dated
12-11-1940, page 1457.).

Sind.-Draft Sind Shops and Establishments Bill, 1940.

The Sind Government intends introducing shortly a Bill in the local Legislature to regulate hours of work in shops, commercial establishments, restaurants, eating houses, theatres, etc.

General features.- The general features of the Bill, which is modelled on the Bombay Shops and Establishments Act, 1939, are: (1) The Act will come into force in the first instance only in the City and Cantonment of Karachi and Drigh Road, but the Provincial Government has the power to extend its application to any other area throughout the Province. (2) Children under the age of twelve are prohibited from employment. (3) Persons who have not completed their seventeenth year will not be employed before 6 a.m. and after 7 p.m. (4) Every employee will be given at least one day in a week as a holiday for which no deduction will be made from his wages. (5) Every employee will be entitled to leave at the rate of thirty days for every eleven months of service for which no deduction will be made from his wages. (6) For over-time work, an employee will be entitled to one and a half times his ordinary rate of wages.

Shops.- Special provisions applicable to shops are:- No shops will be opened earlier than such hour as may be fixed by the Provincial Government or closed later than 9 p.m. or such other earlier hour as may be fixed by the Provincial Government. No person will work for more than nine and a half hours in any day. Over-time work is permitted subject to the limit of 120 hours in a year. Further, no person will work for more than six hours in any day without a rest interval for at least one hour. He will not be required to work for more than four hours in any day unless he has had an interval for rest of at least half an hour. The periods of work and intervals for rest will not together spread over more than twelve hours in any day. In certain

cases, however, the spread-over may be extended to 14 hours in a day.

Commercial Establishments.- Special provisions applicable to commercial establishments are:- The Provincial Government will fix the opening and closing hours. No employee shall work for more than 54 hours in any week provided that during stock-taking, making of accounts, settlement or other prescribed occasions he may work for more than 54 hours, the excess being limited to 120 hours in a year. No person will work for more than 6 hours, without a rest interval of at least one hour. He will not be required to work for more than four and a half hours unless he has had an interval for rest of at least half an hour. The periods of work and intervals for rest will not together spread over more than twelve hours in any day. The restriction on spread over may be relaxed by the Provincial Government on six days in a year on account of stock-taking, making of accounts, etc.

Restaurants, theatres, etc.- Special provisions applicable to these are: No person will work for more than ten hours in any day unless he has had an interval for rest of at least one hour. He shall not be required to work for more than 6 hours in any day unless he has had an interval for rest of at least half an hour. The periods of work and intervals for rest shall not together exceed 14 hours in any one day.

(The Sind Government Gazette, Part IV, dated 21-11-1940, pages 557 to 573.)

The Bill was introduced in the Assembly during the closing days of November and was passed into law early in December 1940.

Sind.-

The Hindustan Times, 7-12-1940

Amendments to Payment of Wages Rules, 1936.

The Sind Government has notified certain amendments to the Sind Payment of Wages Rules, 1936; the amendments relate mainly to the rules relating to the submission and form of annual returns.

(The Sind Government Gazette, Part IV-A, dated 28-11-1940, pages 1851 to 1854.)

Burma.-

The Burma Laws (Adaptation) Act, 1940 (Act XXVII of 1940).

The Burma Laws (Adaptation) Act, 1940, which has received the assent of the Burma Governor, is published at pages 157 to 181 of Part III of the Burma Gazette, dated 2-11-1940. The Act re-states the existing laws with amendments not affecting the substance; several of the laws thus re-stated refer to labour matters.

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SOCIAL POLICY.

India and Draft Conventions and Recommendations of the
25th I. L. Conference:
Statement laid by Government of India before Central Assembly. ✓

The following statement gives particulars of the course which the Government of India propose to follow in respect of the Draft Conventions and Recommendations adopted by the Twenty-fifth Session of the International Labour Conference held at Geneva in June 1939; the Statement was laid before the Central Assembly on 25-11-1940.

Recommendations re. Vocational Training and Apprenticeship.— The Government of India are in full sympathy with the Recommendations, but it is not at present possible to give effect to them in India. They propose however to examine the whole system of technical training and apprenticeship, in consultation with Provincial Governments, when some experience has been gained of the working of the scheme for the training of skilled artisans for war purposes which is now being put into effect as a result of the recommendations of the Technical Training Enquiry Committee.

Draft Conventions and Recommendations re. Indigenous Workers.— No resolution will be moved on the Draft Conventions and Recommendations. The provisions of these Regulations are not applicable to India and therefore the Government of India do not propose to ratify the Draft Conventions or accept the Recommendations in question. (The above decision refers to; (a) Draft Convention concerning the regulation of written contracts of employment of indigenous workers, and (b) Recommendation concerning the maximum length of written contracts of employment of indigenous workers, (c) Draft convention concerning penal sanctions for breaches of contracts of employment of indigenous workers, and (d) Recommendation concerning labour inspectorates for indigenous workers.)

Draft Convention and Recommendations re. Placing and Conditions of Labour of Migrants.— No resolution will be moved on the Draft Convention and Recommendations. The Draft Convention and Recommendation, impose on a country ratifying and accepting the same obligations in respect of (1) emigration from that country and (2) immigration into that country. As far as (1) above is concerned, the Indian Emigration Act and the Rules framed thereunder practically cover all the requirements of the Convention and Recommendations, and the ratification of the Convention and the acceptance of the Recommendations will not be of any special advantage to India. As regards (2) though at present there is no organised, or unorganised immigration on a large scale into India, the Government of India do not consider it advisable to undertake the obligations involved in this respect. In the circumstances explained above, it is not proposed to ratify the Draft Convention or accept the Recommendations in question. (The above decision refers to; (a) Draft Convention concerning the recruitment, placing and conditions of labour of migrants for employment, (b) Recommendation concerning the recruitment, placing and conditions of labour of migrants for employment, and (c) Recommendation concerning co-operation between states relating to the recruitment, placing and conditions of labour

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of migrants for employment.)

Draft Convention and Recommendations re. Hours of Work and Rest Periods in Road Transport. - No resolution will be moved on the Draft Convention and Recommendations. The Draft Convention is applicable to (a) persons who drive, in a professional capacity, a road transport vehicle; and (b) attendants and other persons who travel with a road transport vehicle in a professional capacity connected with the vehicle, its passengers or its load. It provides for a 48-hour week, an 8-hour day and for not more than 5 hours continuous driving.

In India the Motor Vehicles Act, 1939, provides for employee drivers of transport vehicles only, a 54-hour week, a 9-hour day and not more than 5 hours work without an interval of at least half an hour's rest. In the existing conditions in India, the Government of India do not consider it practicable to make a further reduction in the daily and weekly working hours of drivers or to extend the scope of the Motor Vehicles Act so soon after its coming into force. They, therefore, do not propose to ratify the Draft Convention or to accept the connected Recommendations (b), (d) and (e) (see below). Recommendation (c) is independent of the Draft Convention but it has no application to present Indian conditions and would be difficult to enforce. The Government of India, therefore, do not propose to accept it either. (The above decision refers to: (a) Draft Convention concerning the regulation of Hours of work and Rest Periods in Road Transport, (b) Recommendation concerning Individual Control Books in Road Transport, (c) Recommendation concerning the Regulation of Night Work in Road Transport, (d) Recommendation concerning the Methods of Regulating Hours of Work in Road Transport, and (e) Recommendation concerning Rest Period of Professional Drivers of Private Vehicles) ✓

Industrial Relations in Cochin State:

Government to appoint Labour Officer. ✓ +

According to the Ernakulam Correspondent of the Hindu, it is likely that the Government of Cochin may appoint shortly a full-time Labour Officer for the administration of the Labour Department of the State. A resolution to the effect was tabled in the last session of the Legislative Council, but it was not taken up.

(The Hindu, 8-11-1940.) ✓

The Government Order on the subject was issued towards the end of November 1940; it states that the Cochin Government has passed in recent years several laws affecting labour and capital, but that these laws are administered by different officers in the State. At present, there is ^{single} no officer responsible for the general administration of labour subjects, with the result that representations relating to disputes regarding conditions of labour are made directly to the Government. With the growth of trade unions, questions affecting

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the relationship of employers and workmen are bound to arise more frequently.

It was therefore felt necessary to appoint a Labour Commissioner and the Government has appointed the Director of Industries and Commerce to take up this Office in addition to his existing work. The Labour Commissioner will be in charge of all matters affecting labour conditions in the State. It will be specially his duty to watch the relations between the employers and the workmen and to use his good offices to avert disputes, strikes and lock-outs.

(The Hindu, 28-11-1940.) ✓

Industrial Relations in Bihar:
Government to set up Labour Department. ✓

It is understood that the Bihar Government will shortly be setting up a Labour Department ^{under the} ~~with a~~ Labour Commissioner. The Labour Commissioner will have ~~in~~ the services of a Personal Assistant and three Labour Officers.

(The Amrita Bazar Patrika, 28-11-40) ✓

Women and Child Labour in Factories: Resolutions
adopted at 7th Biennial Conference of N.C.W.I. 27-11-1940 to 1-12-40.

For text of the resolutions on the above subject adopted at the 7th Biennial Conference of the National Council of Women in India held at New Delhi from 27-11-1940 to 1-12-1940, please see Item: "7th Biennial Conference of the National Council of Women in India" in section: "Organisation, Congress, etc." of this report. .

Extra Wages, Provident Fund, Bonus and Labour Retiring Gratuity
Scheme of the Indian Iron and Steel Company, Calcutta. ✓

Below are given details of the extra wages, provident fund, bonus, and labour retiring gratuity schemes in operation in the Indian Iron and Steel Company, Calcutta.

Extra Wages Scheme.- Extra wages to workmen are paid at the following rates: (a) When a dividend on the Ordinary shares at the rate of 10% per annum is paid, workmen receive the equivalent of one week's pay. (b) When the dividend is more than 10% but less than 15%, workmen receive the equivalent of two weeks' pay. (c) When the dividend is between 16% and 25%, three weeks' pay is paid to labour. (d) When the dividend is between 26% and 40%, the equivalent of four weeks' pay is paid. (e) When a dividend of more than 40% is paid, labour is entitled to the equivalent of six weeks' pay. The total amount disbursed by the Company under this scheme during the year was Rs. 200,066. The Company having paid this year (ended 31-3-1940) dividends aggregating 20% three weeks' wages have been paid to the workmen.

Retiring Gratuity Scheme.- Under the scheme, a workman is entitled to receive as a retiring gratuity a sum equivalent to half a month's wages for every completed year of continuous service. The amount expended under this scheme during the year was Rs. 48,098.

Labour Provident Bonus Scheme.- The Company agrees under this scheme to pay a workman a sum equivalent to 5% of the total wages earned by him in the last year of his service multiplied by the number of whole completed years of his service. The Company paid during the year Rs. 171,066 under this scheme.

Contribution to Provident Institutions.- This year, provision has been made for the Company's liability under the rules of this institution for the long service bonus payment. This rule provides that employees, who have been in the Company's service prior to April, 1930, are entitled at retirement to a bonus on the following scale:-

- 10 years' service but under 15 years - One month's salary.
- 15 years' service but under 20 years - Two months' salary.
- 20 years' service but under 25 years - Three months' salary.
- 25 years' service but under 30 years - Four months' salary.
- 30 years' service ~~maximum~~ and over - Five months' salary.

The Company's liability to date on this account was Rs. 48,898, and provision in the year's account amounts to Rs. 140,344. (It should be noted that the benefits of the Provident Institution applies to executive and clerical staff, but not to labour.).

(Summarised from the Report and Accounts of
the Indian Iron and Steel Co., Ltd., for the
year ended 31-3-1940.) ✓

Factory Administration in the Punjab, 1939.*

Statistics of Factories.- The total number of factories in the Punjab coming under the Factories Act increased from 887 in 1938 to 917. During 1939, 81 new factories were registered and 51 removed from the Register. The number of factories actually working during the year was 800 as against 780 in 1938. 470 of the 800 factories were perennial and 330 seasonal.

Number of Operatives.- The total number of operatives employed in factories increased from 72,268 to 78,302 during the year under report. This increase was due partly to the extension of operations in textile and government factories and railway workshops and partly to new registrations. The number of women workers decreased from 8,594 last year to 7,388 during the year under report. This decrease is due to (i) male labour which was plentiful, accepting the same rate of wages as was paid to women workers, (ii) roller gin machinery being replaced by saw gins which must be operated by men. The number of adolescents fell from 1,453 in 1938 to 1289 in 1939. There was, however, a slight increase in the number of juvenile workers; 902 boys and 7 girls were employed as against 792 boys and 43 girls in the year 1938.

Inspection.- There were 919 inspections during 1939 as against 725 in the year 1938. Of these, 219 inspections were made by the Chief Inspector of Factories, 355 by the Superintendents of Industries, 336 by the officers of the Public Health Department and 9 by district officers. 292 factories were inspected once, 156 twice, 69 thrice and 37 more than thrice, while 246 factories remained uninspected as against 255 in 1938.

Prosecutions.- 501 cases were instituted against the occupiers and managers of 190 factories during the year under report as compared with 148 cases against 68 factory occupiers and managers in the previous year. 409 cases resulted in convictions; in 5 cases the accused could not be traced and the cases were filed. In 21 cases the accused were acquitted. Sixty-six cases were pending trial in the courts at the close of the year. Convictions were gained in respect of the 2 cases which were pending at the close of the previous year.

The large increase in the number of prosecutions over the previous year follows Government's decision for a more rigid application of factory regulations than had previously been attempted. Complaints were made out against factory managers in respect of such offences for which only warnings had been issued previously.

As in previous years the largest number of prosecutions relate to offences for the over-employment of labour in seasonal factories; fines inflicted for such offences continued to be far too small to have a deterrent effect on factory managers. The total amount of Rs.6,440 was realized in respect of fines in cases disposed of during the year, as compared with Rs.3,436 during the previous year. The average amount

* Annual Report on the working of the Factories Act in the Punjab for the year 1939. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1940. Price Re.0-6-0. pp. 5+22+xxxvi.

of fine per case was Rs.16 as against Rs.23 in 1938.

The Government review of the Factories Act Report makes the following comment on the results of prosecutions: "Factory owners must realise that strict compliance with the requirements of the Act and the regulations must in the long run operate in their own interest by securing the goodwill of the workers. Government, however, regret that the magistracy of the Province has generally taken a very lenient view of offences. The average amount of fine per case for the year is only Rs.16 against Rs.23 in the previous year. The necessity for inflicting deterrent fines in flagrant cases cannot be too strongly emphasized."

Factory Administration in Bihar, 1939.*

Number of Factories and Workers.- The number of factories in Bihar on the register at the commencement of the year 1939 under report was 369. 25 factories were added to the register during the year and 8 factories, having ceased to operate, were removed. The total number of factories on the register at the end of the year was 386. Of the 386 factories on the Register 328 factories worked during the year and 58 factories remained closed throughout the year. Of the 328 working factories 260 were perennial and 68 seasonal.

The average daily number of workers in factories was 95,988 as against 93,034 in the year 1938 which is an increase of 3 per cent. over the previous year. The increase was due to new registrations as well as to increased employment in several industries. The average daily number of women workers in factories during the year under report was 6,758 as against 6,384 in the previous year which is an increase of 5.8 per cent. over the previous year. The increase was partly due to new registrations and partly to increased employment of such workers in several industries including seasonal factories. The average daily number of adolescent workers and children in factories during the year under report was 321 and 117 as against 326 and 187 respectively in the previous year.

Inspections.- Of the 328 factories which worked during the year, 289 factories were inspected as against 276 in the previous year out of 311 working factories. The number of factories uninspected was 39 as against 35 in the previous year. The total number of inspections of all classes during the year, including visits to unregistered factories, was 526 as against 586 in the previous year. 189 factories were inspected once, 62 twice, 22 thrice and 16 more than three times.

Prosecutions and Convictions.- During the year under report prosecutions were instituted against the occupier or the manager of nine factories as against 15 factories in the previous year. There were 25 charges in all against 14 persons and convictions were obtained in all cases except one in which the occupier was acquitted. The total amount of fine imposed was Rs. 435. +

* Annual Report on the working of the Factories Act, 1934, in the Province of Bihar for the year 1939 by H.M. Rai, Chief Inspector of Factories, Bihar. Superintendent, Government Printing, Bihar, Patna. 1940. Price As. 8. pp. 32. ✓

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Labour Conditions in Assam Tea Gardens, 1938-39:
Report of the Controller of Emigrant Labour, Assam.*

Labour Population on Tea Estates.- The total number of adults working and not working on tea gardens in the province of Assam was 606,459 on 30-9-1939 as against 604,585 in the previous year; and 564,147 children as compared with 548,516 in the previous year, making a total of 1,170,606 as against 1,153,101 in the previous year. The total number of new emigrants arriving in Assam during the year was 30,262 as against 33,015 in the previous year.

Recruitment.- The Presidency of Bombay still continued to be an uncontrolled emigration area, but 539 souls were newly recruited by the Tea Districts Labour Association, through their depot at Igatpuri as against 715 souls during the previous year. Recruitment was carried on as in the previous years from the Province of Bengal, Bihar, Orissa, Central Provinces, Madras and the United Provinces, all of which are controlled emigration areas. 26,380 souls were recruited by the Tea Districts Labour Association through their depots in those Provinces and 1,952 by the three other Local Forwarding Agencies in Ranchi. 19 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.

Cost of Recruitment-

28,871 souls were recruited for both the valleys of the province of Assam as assisted emigrants and members of their families, during the year, against 31,193 during the previous year. This year also the majority of the labourers were recruited from Bihar and Orissa, viz., 14,817 from Bihar and 8,937 from Orissa.

Cost of Recruitment.- The cost of recruiting through the Tea Districts Labour Association for the year was Rs.58-0-0 per adult, the Sirdars recruiting an average of 6.7 adults. The cost of recruiting for the year, including repatriation expenses, etc., averaged Rs.55-0-4 per soul and Rs.72-6-10 per adult as against Rs.57-15-9 per soul and Rs.74-15-6 per adult recruited during the previous year.

Wages.- In the Assam Valley the average monthly earnings of men, Women and children settled on the gardens rose from Rs.7-1-9, Rs.5-13-4 and Rs.4-3-4 to Rs.7-15-3, Rs.6-7-5 and Rs.4-9-2 respectively. In the Surma Valley the monthly earnings of men, women and children, increased to Rs.6-5-6, Rs.4-5-6 and Rs.3-2-2 from ~~Rs.6-2-5~~ Rs.6-2-5, Rs.4-4-1 and Rs.2-15-2 respectively. As regards the average monthly earnings of Faltu and Basti labourers on tea estates in Assam, the earnings of both men and women rose from Rs.4-11-10 and Rs.4-7-2 to Rs.5-2-1 and Rs.5-1-10 respectively. The monthly income of the children, however, fell to Rs.3-5-1 from Rs.3-6-2. In the Surma

* Annual Report on the working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September 1939.

Shillong: Printed at the Assam Government Press. 1940. Price Annas 9 or 10.d. pp.39.

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Valley, the average monthly earnings of Faltu and Basti men fell from Rs.4-14-3 to Rs.4-7-5, but those of the women and children rose from Rs.3-1-5 and Rs.2-3-8 to Rs.3-7-3 and Rs.2-5-3 respectively.

Housing and Welfare Work.- Houses are given to labourers generally free of rent. In many gardens, the labourers' lines are kept in model conditions, and the drains cleansed regularly. Free medical treatment and maternity benefits are given in most of the gardens. A bonus of Rs.3 to Rs.5 is also paid by some gardens at the time of child birth. In almost all the gardens free grazing of cattle is granted throughout the year. In some gardens, blankets are supplied to the labourers free of cost. Besides, the labourers get fuel from the garden lands free of any charge. In some districts, the benefit of sick allowance was also provided to the labourers.

Education of Children.- There were 387,746 children living on tea estates of the Assam Valley Districts at the beginning of the year, against 375,680 in the preceding year. The total number of schools in the Assam Valley during the year was 331 against 50 in the preceding year. The number of pupils attending these schools was 12,423 against 1,836 in the preceding year. The total number of children on tea estates of the Surma Valley were 160,770 in the beginning of the year against 156,295 in the previous year. There were 160 schools in the Surma Valley during the year against 68 in the previous year. The total enrolment of pupils of these schools was 8,435 against 2,317 in the preceding year. In addition to this 1,208 children of tea garden labourers attended ordinary schools situated at the vicinity of the tea gardens, against 1,271 in the preceding year.

Land Holding.- 159,443 acres of land belonging to the tea gardens are held by labourers as tenants, without any right of occupancy. As usual, their tenancy continues so long as they stay in the gardens. Besides, they held 12,607 acres of Government land and 10,413 acres of land belonging to other landholders, in the Assam Valley and 4,508 acres of Government land and 2,965 acres of land belonging to other landlords in the Surma Valley.

Industrial Relations.- There was an unusually large number of strikes, viz., 17 and much unrest, in the year under report as compared with three minor disturbances only in the previous year. The causes of these strikes and disturbances were the demands for more pay or less work or both.

Inspection.- Out of a total number of 756 estates employing 50 or more workers each, only 269 estates were inspected during the year by the various inspecting authorities. The 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.

Repatriation.- 13,999 emigrant labourers and their families were repatriated during the year by their employees; of these 8,252 were emigrants and 5,747 members of their families. 5,107 assisted emigrants with 3,864 members of their families were reported to have executed agreements extending their terms for further periods. ✓

Plans for Industrialisation of Kashmir: Government's
agreement with House of Tatas. ✓.

In his address at the annual meeting of the Kashmir Chamber of Commerce held on 29-10-1940, the Prime Minister of Kashmir referred to certain plans for further industrialisation of the State which the State authorities were planning, and said that, in this connection, surveys of a number of cottage industries have already been completed.

Dealing with large-scale industries, he said that the Government had recently entered into an agreement with the Tatas for carrying out surveys of large scale industries in the State at their own expense. The only condition was that the Tatas should be given the first choice to establish such industries. It had been decided that if the firm started any large scale industry, not less than 49 per cent. of the capital should be offered for subscription inside the State and that the staff should be recruited from among State subjects as far as possible. As a result of this agreement Tatas have already begun survey work in Kashmir.

(The Hindu, 6-11-1940). ✓.

Working Class Cost of Living Index Numbers for Various
Centres in India during August 1940. ✓.

The index numbers of the cost of living for working classes in various centres of India registered the following changes during August 1940 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 1940 rose by one point to 114. The average for 1939 was 106 as compared with 106 for 1938.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in August 1940 fell by one point to 78. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during August 1940 remained unchanged at 76. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in August 1940 rose by two points to 71. The average for 1939 was 63 as against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in August 1940 declined by one point to 68. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during August 1940 rose by 1 point to 108. The average for 1939 was 100.

(Extracted from the August 1940 issue of the
Monthly Survey of Business Conditions in
India.) ✓.

Protection of Handloom Industry:
Question under Consideration of Government of India. ✓

The views of the various Provincial Governments as also of millowners' associations on suggestions received by the Central Government for resolving the difficulty regarding the conflicting claims of the handloom and textile mill industries are now being sought by the Government of India. The suggestions received by the Central Government relate to the imposition of an excise duty on mill-made cloth, imposition of a terminal tax on mill products, restriction of mill output by prohibiting mills from producing certain classes of cloth, imposition of a cess on mill products, reduction of the duty on yarn, and fixation of quota and of particular counts between the handloom industry and the mill industry.

In its circular letter, the Government of India has requested both the Provincial Governments and the employers' associations to indicate whether they have any suggestions to make whereby the conflicting claims of handloom and mill industries may be resolved. It is stated that the Government is anxious to arrive at some definite conclusion on the subject before the next Industries Conference proposed to be held at Lucknow on December 16 and 17.

(The Industrial Bulletin of the
Employers' Federation of India,
Bombay, dated 28-10-1940.) ✓

Nationalisation of Electric Undertakings in Bengal:
Government of Bengal consults English Firm. .

It is understood that the Government of Bengal has commissioned a British electric firm to help it in the matter of implementing its decision to "nationalise electric undertakings to develop the province electrically".

The firm, the English Electric Company Ltd., is to consider and make recommendations to the Government with details of financial, technical and administrative proposals of the steps which are necessary for this purpose. The services of a Consulting Engineer, Mr. F. Lydall, have been requisitioned by the firm.

It may be recalled in this connection that some months ago Mr. S.W. Redclift, M.I.E.E., M.I.E. (Int.), Electrical Adviser to the Bengal Government, was appointed Special Officer to investigate into the possibilities of electrical development of Bengal. Mr. Redclift

has submitted his report on the subject, and it now appears the Government of Bengal has decided to nationalise electric undertakings in the province. The subject also came within the ~~prax~~ purview of the Bengal Industrial Survey Committee.

(The Amrita Bazar Patrika, 21-11-1940.)+

SOCIAL INSURANCE.

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Working of the Mysore Government Insurance Department, 1939-40.

The following information about the development and working of the State Insurance scheme of the Government of Mysore during the year ending 30-6-1940 is taken from a note on the subject published in the November 1940 issue of the Mysore Information Bulletin.

Working of the Public Branch.- The total business in force at the end of the year was 42,280 policies assuring Rs. 38,831,300, while the closing balance of the Fund at the end of the year 1939-40 was Rs. 10,138,600. As a result of the actuarial valuation of the Fund as at 30-6-1938, a simple reversionary bonus of Rs. 20 per thousand per annum was declared on all with-profit policies in force on the date of valuation. Notwithstanding the generally adverse conditions prevailing, during the year ending 30-6-1940, 6,904 policies of the Public Branch were issued for an assurance of Rs. 5,861,900.

Income Policy Scheme.- Government has also instituted an Income Policy Scheme as an adjunct of the Public Branch insurance scheme. The object of this scheme is to provide in return for a capital consideration or in lieu of the assurance amount payable on a policy of either the Official or the Public Branch, the payment of annuities for a stipulated period to the investor himself or to any beneficiary nominated by him.

Working of the Government Servants' Branch.- Since its inception in 1890 to end of June 1940, 34,838 lives were assured under the scheme for the total sum of Rs. 41,038,343, while the total business in force on 30-6-1940 was 29,989 policies assuring Rs. 25,608,510. The closing balance of the Fund on 1-7-1940 was Rs. 15,536,400. During the same period there have been six actuarial valuations and each valuation has disclosed an increasing surplus. The latest valuation of the Funds as at 30-6-1938 has admitted the grant of a compound reversionary bonus of 1.8 per cent. per annum.

The officials' assurance amount is free from attachments by civil courts. The general rates of monthly premium is ten per cent. of the salary, subject to a maximum of Rs. 70 and it is recovered by deduction from the salary bills of the officers.

Indo-Ceylon Exploratory Conference:Ends inconclusively on 12-11-1940. ✓

The Exploratory Conference of the Delegations of the Government of India and the Government of Ceylon which began at New Delhi on 4-11-1940 (vide pages 22-24 of our October 1940 report) terminated, according to a communiqué issued by the Government of India, inconclusively on 12-11-1940, no agreement being reached on the major issue of the status of Indians resident in Ceylon; the subjects of future emigration and trade relations between the two countries were not discussed (Hindu, 14-11-1940). The delegations of the Government of Ceylon and the Ceylon Indian National Congress left Delhi soon after.

Mr. Peri Sundaram, Leader of the Ceylon Indian Congress Delegation, in a statement dated 12-11-1940, reiterated the point of view of Indians in Ceylon thus:

A proper basis for settlement of outstanding questions would involve unreserved recognition of equal rights and opportunities for Indians already in Ceylon.

Demand by Ceylon for control of immigration into Ceylon on one side and for relaxation of the Government of India's ban on emigration on the other are inconsistent.

As the position of Indians in Ceylon had lately become very difficult, the relaxation of the ban, so long as fundamental issues remained unsettled, cannot be justified.

(The Hindustan Times,
13-11-1940).

The Statement was further amplified by the following statement issued to the press by Mr. Aziz, Secretary, Ceylon Indian Congress Delegation:

"There is a population of 882,000 Indians in Ceylon. Of this 682,000 are estate labourers. Thus the main problem of Indians in Ceylon is that of this section of the Indian community as far as the rights of citizenship are concerned. Few people in India perhaps realize the gravity of the situation with regard to these 682,000 of their brethren in Ceylon to whom and to whose children, according to the present circumstances, the only prospect available is to continue as labourers because every opportunity of lifting themselves up from this condition is closed. Besides this, outside the estates, the labourers have absolutely no other place to go except the roads of Ceylon. They are denied all rights of colonization and settlement. If the labourers choose to raise their voice against the employers for better conditions of living and wages, they are invariably terrorized by the threat of eviction.

"To my mind no settlement of the Indo-Ceylon problem is possible except on the basis of the Sinhalese politicians agreeing to accept Indians in Ceylon as a part of the country's population in any scheme of economic regeneration. The position of being continuously treated as aliens and being discriminated against cannot be accepted by a self-respecting people. There is, of course, no denying the fact that an economic problem in Ceylon does exist, but discrimination on racial grounds is no solution of it. Indians in Ceylon are quite prepared to co-operate in solving the economic difficulties of the island, but this is not possible except on the enduring foundation of just treatment and equality of ~~in~~ rights.

(The Hindustan Times, 15-11-1940).✓

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LIVING CONDITIONS
Housing.

Assisted Housing of Slum Dwellers:

Work of Delhi Improvement Trust in 1939. ✓

The following information about the work of slum-clearance carried out by the Delhi Improvement Trust is taken from the Annual Public Health Report on Delhi Province for 1939 submitted by the Chief Health Officer, Delhi Province:

Acceptance of Responsibility for Housing dispossessed Slum-Dwellers.- The report points out that an advance of the most outstanding importance has been the acceptance by the Government of India of the principle that assistance should be given to a population dispossessed by slum clearance to enable them to obtain not only alternative accommodation, but accommodation of a better standard than that from which they have been ejected. The main difficulty hitherto experienced in India in effective slum clearance has been due largely to the fact that the legislation devised for this purpose has not been as stringent as it is for instance in Britain and elsewhere. Comparing English and Indian practice in this respect, the report says: "In England if the Medical Officer of Health of a Municipality declares a house or block of houses to be slum property and this view is supported by the Inspector sent down by the Ministry of Health, the landlord is given six weeks in which to knock down the house and clear the site. The local authority may then, if they wish, acquire the land from him at the market value of the land cleared of buildings. The onus of clearing the slum property is, therefore, primarily on the landlord; in Delhi, on the other hand, the authorities have to pay for the slum houses, and to compensate the owner for depriving him of his means of exploiting human misfortune."

Responsibility of State.- The report further says: "Having got as far as to eject a person from a locality or building declared to be unfit for human habitation, no machinery has existed in India for his being rehoused. If he could afford to build himself another house, facilities were provided for him to do so. Otherwise he just went elsewhere to live in the same squalor in which he had always lived and to create a slum similar to the one which had been cleared. Both in Cawnpore and in Calcutta where Improvement Trusts exist it was found impossible to deal with this problem for the simple reason that very substantial free grants were involved and these were not forthcoming. In England, the cost of rehousing the poor has been accepted as a duty by the public and the State, and grants towards rehousing are made both by the Central Government and the Local Municipality concerned. Acceptance by the Government of India of this principle is, therefore, an advance of incalculable importance and one which may have the most far reaching influence on the progress of house improvements and slum clearance in this country."

Assisted Housing Scheme.- Giving details of the work actually carried out by the Delhi Improvement Trust, the report says: Under Indian conditions the minimum rent for a house fit for human habitation was assessed at Rs. 5 per month, and the lowest income which could bear to pay such rent at Rs. 30 per month. A family with an

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income less than this has been accepted by the Trust as one which cannot afford to pay for a house fit for human habitation and therefore needs assistance in rehousing. This standard has been applied to an area in Delhi City selected for slum clearance where it has been found that 137 families come within the "below Rs.30 per month" category.

Standard Houses for Minimum Rents.- The next important decision taken has been that of fixing a minimum standard of floor space for each person. Having regard to local circumstances generally this has been determined at 36 square feet per person, no distinction being made for separation of sexes, and a room capacity of not more than three adults (counting two children as one adult) for a single-roomed house, not more than five adults for a two-roomed house, and three rooms for a family consisting of more than 5 adults. Standard plans for one-roomed, two-roomed and three-roomed houses have been prepared on the basis of a plot of 100 square yards. The houses have been so designed as to make it easily possible for a one-roomed house to be converted by addition of rooms, into a two-roomed or a three-roomed houses. The cost will cost roughly Rs.450 for a one-roomed house, Rs.600 for a two-roomed house and Rs.750 for a three-roomed house. Now the average rent capacity of the families to be dispossessed is estimated at Rs.2-13-0 per month while a return of Rs.3-9-0 per mensem represents the minimum rent on a no profit basis. This figure includes maintenance at 1 per cent. ground rent and repayment of capital plus $\frac{1}{4}$ per cent. margin for cost of collection. This, plus the equated instalments of the cost on a 20 year basis works out to Rs.5-3-6 per month.

Hire-Purchase System.- The experiment proposed in Delhi is to make it possible for the poor class families concerned to own their houses on the hire purchase system. This, besides being a desirable feature in itself as it gives each individual a stake in the land, is calculated to overcome the reluctance experienced in other cities in India for dispossessed families to move into houses built for them. Any family which can pay a rent of Rs.3-8-0 per month will be admitted to the benefits of ownership through hire purchase and the difference between what can be afforded and the minimum rent (plus equated instalments) is made up by grants from the proceeds of a special tax imposed by Government, ~~namely~~ namely an entertainment tax.

Improved Standards Set Up.- Finally, the report points out that the houses themselves are a very great improvement on anything which this class of persons has ever been able to live in, let alone possess. They are well lit, well ventilated and have suitably built cooking verandas, each cooking place having a proper smoke flue. Each house has an open courtyard and a bathing platform. The experiment has everything to commend it, but is of an outstanding importance in that it lays down certain definite standards of accommodation and hygienic house requirements.

Miscellaneous.

7th Biennial Conference of the National Council of Women in India - New Delhi, 27-11-1940 to 1-12-1940.

The 7th Biennial Conference of the National Council of Women in India was held at New Delhi from 27-11-1940 to 1-12-1940, H.H. the Maharani of Travancore presiding.

Presidential Address.- H.H. the Maharani of Travancore, in her presidential address, stressed that the need of the moment was intensive work in the villages and among the masses. The removal of insanitary conditions and the provision of medical facilities had to be preceded by a nation-wide drive for instilling into the people right ideas concerning the care of the child, the home and the street, and pointed out that this need could be adequately met only through a net-work of well-organised rural reconstruction centres, development of first aid and home nursing, baby creches in factories and industrial areas, and legislation for the amelioration of the lot of children and for the eradication of professional beggary by dealing sympathetically and in constructive fashion with the beggar problem.

Resolutions Adopted.- Below are given the text of the more important resolutions on subjects of interest to the Office adopted by the Conference:-

I. Labour Questions.-

(a) Improvement of Literacy Standards.- The N.C.W.I., after careful consideration, is of the opinion that the disabilities of Indian women workers, which stand in the way of Indian labour keeping abreast of the times, are mainly due to evils resulting from illiteracy, and that the existing primary schools are not adequate to remedy these conditions. The N.C.W.I. therefore urges the Central Government to enact such legislation as will make it incumbent upon the managements of all mills, factories, mines and other works, employing labour on a large scale, to:-

- (1) Establish schools in their centres for imparting ~~for~~ elementary education to the children of their labourers; and
- (2) Provide facilities for adult education, such as night classes, illustrated lectures, special talks on the prevention of diseases, sanitation, personal and social hygiene, etc.

(b) Compulsory Sickness Insurance.- That the National Council of Women in India urges the Central Government to introduce a system

of compulsory contributions for Sickness Insurance for Industrial workers at an early date.

(c) Protection of Women and Child Workers in Unregulated Factories.- That, considering the unsupervised and deplorable conditions of women and children working in unregulated factories, the Government be urged to take steps to make compulsory the registration and strictest supervision of all such concerns, and that the existing legislation regarding the employment of women and children be enforced and applied to every concern which has women and children in its employ.

II. Child Welfare.-

(a) Uniform Children Act.- That in order to ensure the protection of exploited and neglected children, and the effective treatment of delinquent children, ~~in India~~, the N.C.W.I., realising the necessity of a uniform Children Act throughout India, urges the authorities concerned in Provinces and States to keep this ideal in view when framing local protective legislation, and to this end presses for an early enactment and enforcement of such legislation.

(b) Child Labour, Juvenile Courts, etc.- That the N.C.W.I. urges the Central Government to draw the attention of the Local Governments to the need for:-

- (1) Consolidating ^{and} strengthening existing legislation against the custom of devadasis, child labour, child beggary, and the use or employment of children for prostitution purposes;
- (2) Providing for the establishment of Juvenile Courts in large towns where such Courts do not exist.
- (3) Introducing legislation, where no such legislation exists, to protect all children from the harmful influences of street begging.

III. Health Questions.-

(a) Improved Standards of Civic Hygiene.- That in the interests of the health of the community, the National Council of Women in India considers:-

- (1) That a widespread knowledge of civic hygiene is essential;
- (2) That simple instruction in keeping homes and surroundings clean would go far towards preventing the spread of disease;
- (3) That teachers should be trained to present this subject to various age groups.

This Conference therefore recommends that a definite course of training in health education be given to teachers and that this subject should form a part of the regular curricula of all schools.

IV. Village Welfare.-

That, realising that the present day expansion of rural uplift, maternity and child welfare work, schools for girls, etc., means the increasing employment of educated women, the N.C.W.I. urges the Provincial Councils to get in touch with women of standing in rural areas who will lend their sympathy and support to the workers and stimulate their work.

That the attention of the Local Governments be drawn to the vast number of villagers who are forced to do without medical aid of any kind, and that they should set aside grants to be given to all local bodies, municipalities, or local government boards, who should be

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compelled to set up a sufficient number of central dispensaries, either stationary or touring, so that every village in the area served could avail itself of medical aid. One or more visiting nurses should be in attendance at each dispensary, and make regular visits to every village under their charge.

V. Social Questions and Protective Agencies.-

Social Questions Section.- That this Conference feels that a Social Questions Section within each Provincial Government would co-ordinate effort and deal adequately with social problems, helping to provide both officials and non-officials with accurate information, legislative help, and possibly financial assistance. It would also direct an intensive enquiry into, and campaign against, the traffic and exploitation of women and children, and would help to educate the public conscience in these matters. This Conference therefore recommends the N.C.W.I. Branches and Councils to approach their respective Provincial Governments urging them to form such Sections within their Governments with Liaison Officers, preferably women, in charge.

Rescue Homes.- That the Presidency, Provincial and State Councils of the N.C.W.I. are urged to assist in making plans for, and supporting:

- (1) Trained Provincial Women Welfare Workers;
- (2) Central Training Houses and Rescue Homes with responsible women's House Management Committees;
- (3) ~~Small shelters in each district, staffed by women, where women and girls in need could be housed temporarily until more permanent plans are made for them.~~

The Councils are further urged to request their Governments and Municipal authorities to contribute towards these protective agencies.

Prevention of Street Begging.- That this Conference urges the Provincial Governments to take steps to eradicate the wasteful, harmful, traditional customs of street begging, by educating public opinion regarding better methods of charitable relief, by enabling religious and charitable trusts to combine in any effort to provide adequate help for those who are really destitute and disabled, and by fostering employment schemes which would absorb and provide a means of livelihood for able-bodied beggars.

Registration and Inspection of Women's Institutions.- That this Conference is deeply concerned at reports ~~xxx~~ received regarding conditions in private nursing and maternity homes, nurses' institutes and bureaux, clinics, hostels, widows', orphans' and rescue homes, and requests Provincial Councils to urge their local governments to introduce legislation to provide for the registration and regular inspection of all such institutions..

Public Health.

Improving Health Conditions of Indian Women:
Resolutions adopted at 7th Biennial Conference of N.C.W.I.,
27-11-1940 to 1-12-1940.

For text of the resolutions on the above subject adopted at the 7th Biennial Conference of the National Council of Women in India held at New Delhi from 27-11-1940 to 1-12-1940, please see Item: "7th Biennial Conference of the National Council of Women in India" in section: "Organisation, Congresses, etc." of this report..

Work of Bombay Board of Education during January-July, 1940. ✓

The Provincial Board of Primary Education was constituted in *Bombay* in January, 1940, in accordance with the provisions of the amended Bombay Primary Education Act. The function of the Board, of which Mrs. Hansa Mehta is the President and Mr. Syed Nurullah (Assistant Director of Public Instruction), the Secretary, is primarily to advise Government on all matters connected with primary education in the Province. A brief resumé of the work done by the Board till the end of July 1940 is given below:

Consideration of Questions Referred by Government to the Board.-
The following questions were referred by Government to the Board for opinion: (1) Certain suggestions for payment of building grants to approved primary schools; (2) Cheap designs for primary school buildings; and (3) Recommendations made by the Joshi Committee in their report on vocational training in primary schools.

The Board has already offered its views on the first two questions and its report on the third question is expected to be submitted to Government shortly.

Other Problems Considered.- In addition, the Board ~~has~~ has discussed many questions relating to primary education and has forwarded its recommendations for the consideration of Government. The more important of these are:

(1) The need for an educational survey of all ~~populated~~ villages in each taluka of the Province with a view to having a complete and correct record of villages which are served by schools and of villages which are not yet so served. (2) The desirability of taking steps to provide play-grounds for as many schools as possible. (3) The desirability of direct grants being made by Government to 'B' class approved schools which are aided at present by the local authorities under the Primary Education Rules. (4) The desirability of making certain alterations in the census tables with a view to making them more helpful to those engaged in the expansion of primary education. (5) Opening of schools by local authorities for a group of thinly populated villages having a total population of 700 and over and the desirability of admitting for Government grant expenditure on such schools. (6) Opening of schools by local authorities in school-less villages with a population of less than 700. (7) Introduction of compulsory primary education in non-Local Authority Municipal Areas. (8) Co-education in schools and the opening of higher standards for girls. Government orders have already been issued on some of these recommendations.

(Press communiqué No. 597 dated 26-11-1940
issued by the Director of Information,
Bombay.) ✓.

Hours of Work ✓

Bengal.-

Exemptions under Factories Act Withdrawn.

Reference was made at page 5 of this Office's report for November 1939 to Notifications Nos. 3297, 3346 and 3354 issued by the Government of Bengal during the month of November 1939 exempting all jute mills in the province of Bengal from the operation of sections 34 (weekly hours) and 36 and 45 (restrictions on women's employment) of the Factories Act, and directing the mills to so arrange the period of work of adult workers, that, including intervals for rest, work does not spread over more than 13½ hours on any one day. The Government of Bengal has now issued another notification, No. 3543 Com. dated 4-11-1940, cancelling the three notifications referred to above.

(Notification No. 3543 Com.- dated
4-11-1940: The Calcutta Gazette,
Part I, dated 14-11-1940, page 3066). ✓

Wages

Grant of Grain Allowance to Low-Paid Government
Employees in N.-W.F.P.

The North-West Frontier Government, it is reported, has decided to grant a grain compensation allowance to its low paid staff. Whenever the price of common staple food grain gets dearer than nine seers per rupee, all whole-time Government servants whose pay exceeds Rs.16 but is less than Rs.30 per month shall be paid an allowance of Rs.2 per month. If the pay does not exceed Rs.16, this allowance will be Re.1/-. When the price is dearer than eight seers per rupee an additional allowance of a rupee will be granted. It is further stated that, if the prices of staple food grains rise substantially above these rates, a further increase in the rates of allowance will be considered by Government.

(Industrial Bulletin of the Employers'
Federation of India, Bombay, dated 4-11-1940)

Grant of Grain Allowance to Low-Paid Central Government
Employees in Bihar, ~~and~~ N.-W.F.P. and Sind.

The Governor-General in Council has had under consideration the question of affording relief to low paid Government servants in the event of a substantial rise in the cost of living in the circumstances created by the war and has decided to apply to Central

Government servants employed in Bihar, N.W.F.P., and Sind, excepting Railway employees whose special case is under separate enquiry, the provisions of the scheme of grain compensation allowance granted by the respective local Governments.

(The Gazette of India, Part I,
dated 9-11-1940, pages 1551 to 1552).

Payment of Dearness Allowance to Low-Paid Government Employees:

Decision of the Government of Madras.

The Madras Government has issued a communiqué on 18-11-1940 on the need for the payment of dearness allowance to low-paid Government employees. After reviewing the present conditions, it is stated that such rise in the cost of living as has occurred so far does not call for the grant of relief. The Government considers it desirable, however, that a scheme should be in readiness, and it is decided that all whole-time Government servants (other than those belonging to village establishments) whose emoluments do not exceed Rs.40 per mensem if employed in Madras City and Rs.30 per mensem if employed in the mufassil, should be granted an allowance at a flat rate of Re.1 per mensem when the Madras City cost of living index stands at an average of 112 over a period of three consecutive months. The allowance will be continued so long as the average, over the preceding three months, remains at or above 112. The question of increasing the allowance and raising the limit of pay up to which the allowance may be granted will be considered if the Madras City cost of living index rises substantially above 112.

(Communiqué No. 96 dated 18-11-1940
issued by the Finance Department,
Government of Madras.)

Dearness Allowance for Low-Paid Government Servants:

C.P. Government's Decision.

According to a Resolution dated 20-11-1940 of the Government of the Central Provinces, the Government has considered what relief it should give to the low-paid Government servants under its rule-making control if there should be a substantial rise in the price of staple food grains, and has decided that compensatory cost of living allowance at the rate of Re.1-8-0 per month will be paid to all such Government servants receiving a pay of Rs.30 per month or less, if and when the aggregate price of the staple food-grains at the headquarters of the district in which the Government servants are stationed has been maintained for a period of two months at eight seers to the rupee or less. When once the allowance has become payable, it will continue in any month only when the average price of the preceding two months is eight seers or less to the rupee.

The allowance will be payable to all Government servants whether ~~their~~ their posts are permanent or temporary, and whether their tenure is permanent or officiating, with the following exceptions:-

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(a) all menials paid under standing orders from contingencies at current market rates; and (b) all holders of temporary posts the pay of which has been fixed with regard to current market rates.

The term "pay" used above includes all pay or remuneration except compensatory allowances. The allowance is payable during privilege leave or leave on average pay not exceeding four months, provided that the head of the office certifies in writing that the whole of the extra expenditure continues during the leave.

(The C.P. and Berar Gazette, Part I,
dated 22-11-1940, page 1052.)

Grant of Grain Compensation Allowance to Low-Paid Government
Servants: Decision of Orissa Government.

The Government of Orissa has issued orders regarding the grant of a grain compensation allowance to its low-paid servants. It has been decided that grain compensation allowance at the rate of Re.1 per month will be payable to Government servants in receipt of emoluments of Rs.30 or less per month, when the average retail price of rice in the province for all headquarters and subdivisional stations, taken over three preceding calendar months, is dearer than 9 standard seers to the rupee. When the grain compensation allowance has once become payable, the position will be reviewed each month, and the rate of allowance payable will be adjusted when necessary on the basis of the prices prevailing over a three months' period. Should the average price rise even more substantially the position will be again reviewed.

Grant of grain compensation allowance will be subject to the following conditions: (a) The allowance will ordinarily be granted only to whole-time Government servants borne on the regular establishment. Village establishments and part-time Government servants will not be eligible to it. (b) Whole-time Government servants paid at piece-work rates, menials paid from contingencies, labourers in Government workshops and members of work-charged establishments in the Public Works, Electricity and other departments, other than casual employees, will be eligible for the allowance. (c) Government servants on leave other than extraordinary leave (i.e., without pay) will be eligible for the same allowance as would have been admissible to them had they not been on leave, whether the leave is on average (or full) pay, or half or quarter average pay.

The term emoluments include pay proper and special and personal pay, house-rent allowances and the calculated value of free quarters, over-time allowances and pensions. For the purposes of this calculation the value of free quarters shall be considered to be Rs.3 per month in the case of a person drawing Rs.25 or more as pay and special pay and Rs.2 per month for a person drawing less than that amount.

(Notification No. 11279-F dated 21-11-1940:
Supplement to the Orissa Gazette, dated
29-11-1940, page 988.) ✓

Bevin Scheme for Training Indian Skilled Workers in Britain:
First Batch to Leave in January 1941. ✓

According to an announcement made in the third week of November 1940, ^{by} Mr. Ernest Bevin, British Minister for Labour, ^{the Government of} ~~the Government of~~ ^{Great Britain} ~~Great Britain~~, has adopted a scheme under which ~~xxxxx~~ several hundred men from Indian workshops would proceed to England for advanced training, live in the homes of working class families, and be given an opportunity to study ^{the} trade union movement and other labour organisations in England. Below are given details of the scheme:

Intensive Training in India and Great Britain.- The scheme announced by Mr. Bevin dovetails into the Indian scheme announced a few months ago for the technical training of some 15,000 men (vide pages 50-51 of our August 1940 report), since the British Government have also agreed to send out instructors to India and to launch simultaneously this complementary scheme of industrial training in British workshops.

Several Batches to be sent to England.- The original proposal is understood to have been to send 100 trainees from India. But the British Government, appreciating the potentialities of the scheme as a contribution to India's industrial progress, has decided to take a first batch of 50 trainees, to be followed after a month to six weeks by another 50, and thereafter by additional groups of 50 at intervals to be decided in the light of experience gained in the original experiment. The first batch will leave India about the middle of January 1941.

Selection of Trainees.- The selection of workmen will be made by the National Service Labour Tribunals in consultation with employers and the Regional Inspectors appointed under the National Service Labour Scheme (vide pages 33-34 of our June 1940 report and item below in this report: "Appointment of Regional Inspectors"). The majority of these trainees will be taken direct from their workshops, but in every batch there will likely be a number of students who have applied for technical training under India's national service scheme.

Scheme to be financed by Government.- The men selected will start their training immediately they leave India. A tutor will be chosen to accompany each group, and his task will be to give them elementary training in English and to enable them to adapt themselves more easily to the conditions of family life in the great industrial centres of England. The Government of India will provide all necessary clothing and pay their fares to England, and the British Government will arrange for their accommodation in hostels before they go to lodge with families.

Study of Trade Unionism.- The British Minister for Labour has also made reference to the opportunities India's artisans will have under the scheme to study trade unionism in Britain, though it is not the intention to send men to make a special study of the trade union organisation. The idea is rather that the artisans should themselves

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see something of the working of the British labour organisations and return to this country as pioneers of a better trade union movement. Before the war, proposals were tentatively discussed by trade union leaders in India and officials of the British Trade Union Congress for the better organisation of India's trade union movement. Had not war broken out, a small delegation of trade union organisers would probably have visited India or, alternatively, a small party of representative Indian labour leaders would have gone to study the movement in Britain.

(The Statesman, 26-11-1940).

Regional Inspectors of Technical Training:
Seven Appointed by Government of India.

Seven regional inspectors, charged with the inspection of technical institutions and other potential training centres with a view to their utilisation for war purposes, have recently been appointed by the Labour Department of the Government of India.

The appointments are in pursuance of the Government of India's scheme for technical training following the promulgation in June of the National Service (Technical Personnel) Ordinance, 1940; it will be remembered that this scheme seeks to provide trained men for the technical branches of the defence services and war industry.

The inspectors will supervise the training classes and conduct the trade tests of the trainees at the end of their course.

(Notification No. TR 39 dated 22-11-1940
of the Department of Labour, Government
of India - Gazette of India, Part I,
page 1686)..

War Production.

Empire Eastern Group Conference ends on 25-11-1940: Setting
up of Representative Standing Body to co-ordinate War Production Recom-
mended.

The Empire Eastern Group Conference which met at New Delhi on 25-10-1940 (for previous references see page 53 - September and pages 40-41 - October 1940 reports of this Office) concluded on 25-11-1940. The principal recommendation made in the Report of the Conference is the appointment in India of a representative standing body to continue the work of the Conference and within a defined field to co-ordinate supply, plan production and assist in arranging new sources of production. Such a body, it is emphasized, cannot be

established by the Conference itself.

This recommendation, like the other recommendations in the report, has to be submitted to all the participating Governments, but the leaders of delegations express the hope that the proposals will meet with their support and acceptance. In the interests of continuity and pending a decision on this recommendation, the Government of India has agreed to the Conference's request that a portion of the secretariat of the Eastern Group Conference should be retained.

Leader's Statement.- The following are important extracts from a statement on the work of the Conference issued on 25-11-1940 by the leaders of the delegations from the participating countries:

"The report of the Conference, we trust, will prove to be the starting point of an intensive industrial war effort of very great importance.

"Between them, Australia, New Zealand, South Africa, India, Southern Rhodesia, Kenya, Uganda, Tanganyika, Northern Rhodesia, Nyasaland, Zanzibar, Burma, Ceylon, Malaya, Hong Kong and Palestine, have a population of 416 millions, and their combined imports and exports amount to over £1,300,000,000. Australia is already all out on an immense programme. India and South Africa are both on the same way and the various other participants are ready and willing to take orders for munitions of all kinds and use such machine tools and facilities as they have in their country. Already the interchange of information between the several delegations has brought to light important facts and promising opportunities of which most of us at the opening of our proceedings were entirely unaware, while during the weeks that we have been together it has already been possible, by correlating surpluses in equipment with existing requirements to supply important deficiencies without waste of time, or undue call on shipping space."

(The Statesman, 26-11-1940.).

Viceroy's Address to Combined Session of Central Legislature,
26-11-1940. ✓

In the course of his address to the combined session of the Legislative Assembly and the Council of State on 20-11-1940, the Viceroy dealt at some length with the more important problems facing India, and announced that, in view of the war situation, he had made a recommendation to the Assembly to reconsider its refusal to pass the Finance Bill designed to facilitate the financing of India's war effort. After referring briefly to the newly-created Supply Department and the work of the Eastern Group Conference, he dealt, among other matters, with India's trade and economic outlook, the problems of Indians overseas, and the labour situation. Below are given relevant extracts:

Dislocation of Trade and Industry.- "The need for harnessing India's economic resources to the task of making her a great centre for supplying the requirements of the military forces engaged in the war must take first place in our attention. But the Government of India are in no way blind to the pressing problems that war conditions have brought to Indian trade and industry. The dislocation of our export trade by the cutting off of nearly all European markets has been receiving the closest attention, not only of the Government but of the Export Advisory Council, in the hope of dealing with the problem of surplus production and of reducing the size of any surplus by finding new outlets for our products and manufactures. This last attempt is being pursued in various ways, of which mention may be made in particular of the exploratory mission of Dr. Gregory and Sir David Meek to America, and of the decision to increase the number of our Trade Commissioners in continents other than Europe, beginning with Australia. On the other side of the picture, the cutting off of many supplies which normally came from abroad has created many gaps, not only in India itself, but also in neighbouring countries, which Indian industry can hope to fill. Business and industrial interests in the country have not been slow to undertake enterprises designed to fill these gaps, while the Government have done their best to mobilise technical skill for their assistance by setting up the Board of Industrial and Scientific Research, which through its numerous sub-committees and in collaboration with the Director of Research, has already produced valuable results."

Indians Overseas.- "In spite of their immediate pre-occupation with questions arising out of the war, the Government of India continue to keep a vigilant watch on the interests of Indians overseas. In the Union of South Africa, the Broome Commission, which was appointed in May last to enquire into alleged penetration of Indians into predominantly European areas in Natal and Transvaal, commenced its labours last month. The ban on the assisted emigration of unskilled labour to Malaya continues, while questions of the wages of Indian labourers and of the status of the Indian community are still under discussion with the Malayan Government. In regard to Burma, the

Government are awaiting the results of Mr. Baxter's enquiry into the facts concerning Indian immigration into that country, and they are also watching with close attention the course of certain recent legislation which may directly affect the Indian community. Any experienced officer was sent to Mauritius to ascertain recent developments in that colony so far as they affect Indians. I regret that the recent conversations between the Government of India and the representatives of the Government of Ceylon should not have had more satisfactory results."

Labour.- "Labour in India has not been without its problems, but owing to the good sense of all concerned, there has been no major dislocation of work since the war began, and I believe that Indian Labour will continue its substantial contribution to the war effort. When disputes have arisen, the influence of Government has always been thrown in favour of adjustment and conciliation rather than dictation. Complaints of inadequate wages, in the circumstances of the war situation, have always received careful and anxious consideration; an examination has already been made of the cost of living in the coalfields and an enquiry has also been instituted into the claim of railway labour for a dearness allowance. The Government has taken steps to obtain skilled labour for those industries which are engaged on war production, ensuring at the same time that the interests of the artisan are safeguarded. Under the technical training scheme, we have planned not only to meet the immediate needs of the war effort, but by providing well-equipped and completely staffed institutions for training thousands of young men to be skilled technicians, we have kept in view the needs, when peace is at last restored, of India's expanding industries."

(The Statesman, 21-11-1940.) ✓ +

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List of more important Publications received in this Office during
November 1940.

Conditions of Work.-

- (1) Annual Report on the working of the Factories Act, 1934, in the Province of Bihar for the year 1939, by Mr. H.M. Rai, Chief Inspector of Factories, Bihar. Superintendent, Government Printing, Bihar, Patna. 1940. Price Annas 8.
- (2) Annual Report on the working of the Payment of Wages Act, 1936, in the United Provinces, for the year 1939. Superintendent, Printing and Stationery, U.P., Allahabad. 1940. Price Re.0-4-0.
- (3) Annual Report on the working of the Factories Act in the Punjab for the year 1939. Superintendent, Government Printing, Punjab, Lahore. 1940. Price Annas 6.
- (4) Annual Report on the working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September 1939. Shillong: Printed at the Assam Government Press. 1940. Price as 9 or 10d

Economic Conditions.-

- (1) "Automobile Industry in Bombay - Latest Phase of the Project" by Sir M. Visvesvaraya (pamphlet).
- (2) "Lack of National Responsibility towards a National Asset - A Review of the Handicaps to the Growth of Indian Shipping" by Walchand Hirachand (pamphlet).
- (3) 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 1939. Vol. I - Imports, Exports and Re-Exports of private merchandise and Government stores, and Imports and Exports of Treasure. Published by order of the Governor-General in Council. Manager of Publications, Delhi. 1940. ~~12s~~ Price Rs.16-4-0 or 25s.
- (4) Recent Trends in Commercial Policies, with Special Reference to India's Foreign Trade. III. - Indo-British Trade Trends, by N.G. Abhyankar, M.Sc.(Lond.) (Reprinted from "the Journal of the Indian Merchants' Chamber", November 1940).

Organisation, Congresses, etc.-

- (1) Bengal Nagpur Railway Indian Labour Union, Open-Line Branch, Kharagpur - Annual Report for 1939-40. S.V.L. Press, Kharagpur.
- (2) B.N.R. Indian Labour Union, Open-Line Branch - Proceedings of the Annual General Meeting for 1939-1940, held on 29th September, 1940. S. V. L. Press, Kharagpur.
- (3) Report of the Committee of the Bengal Chamber of Commerce for the year 1939. Appendices. Calcutta: Printed at the Criterion Printing Works, 8, Jackson Lane, 1940.
- (4) Report of the Eighteenth Session of the All-India Trade Union Congress, Bombay 1940. A.I.T.U.C. Office, B.I.T. Chawl, No.11, Foras Road, Bombay 8.

Public Health.-

- (1) Annual Public Health Report on Delhi Province for the year 1939. Compiled by the Chief Health Officer, Delhi Province, New Delhi. Printed by the Manager, Government of India Press, 1940.

Public Health (continued).-

- (2) Government of the North-West Frontier Province. Public Health and Vaccination Reports of the North-West Frontier Province for the year 1939. Manager, Government Stationery and Printing, N.-W.F.P., Peshawar. 1940. Price Rs.4-8-0 or £.0-6-9.

Education.-

- (1) Report of the Progress of Education in Bihar for the year 1938-39. Superintendent, Government Printing, Bihar, Patna. 1940. Price Re.1-5.
- (2) Annual Report of the David Sassoon Industrial School, Matunga, 1939-40. Bombay; Printed at the Government Central Press. Price Annas 2 or 3d. 1940.

General.-

Report on the Administration of H.E.H. the Nizam's Dominions for the year 1347 Fasli (6-10-1937 to 5-10-1938). Government Central Press, Hyderabad-Deccan. 1940..

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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for December 1940.

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

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Government of India.-

The Explosives Rules, 1940.

The Government of India has notified at pages 673 to 749 of the Gazette of India Extraordinary, dated 5-12-1940, the Explosives Rules, 1940.

Bengal.-

The Bengal Factories Rules, 1940.

In supersession of the Bengal Factories Rules, 1935, as subsequently amended, the Bengal Government has published a new set of Factories Rules.

(Notification No. 3360 Com. dated 4-10-1940, The Calcutta Gazette, Part I, dated 12-12-1940, pages 3507 to 3563.)

Bombay.-

Proposed Amendment of Bombay Factories Rules:
Safety of Hoists.

The Bombay Government proposes to amend the Bombay Factories Rules, 1935, in respect of wire ropes and chains used in hoists; the amendment proposes that new wire rope or chain shall be used in hoists only after obtaining a certificate of its safe working load; that the maximum working load of every hoist shall be prominently marked on the hoist; and that all hoist ropes and chains shall be periodically examined.

(Notification No. 9073 dated 11-12-1940: The Bombay Government Gazette, Part IV-A, dated 19-12-1940, pages 1089-1090.)

British Baluchistan.-

Employment of Children (Workshops) Rules, 1940.

The Chief Commissioner of British Baluchistan has adopted rules under the Employment of Children Act, 1938; the rules relate to the appointment of inspectors and the form of certificate of age required by the Act.

(Notification No. A./122(39) Tr-12044-G dated 2-12-1940: The Gazette of India, Part II-A, dated 7-12-1940, pages 1879 to 1880.)

Punjab.-

The Punjab Legislative Assembly (Removal of Disqualification) Amendment Act, 1940: Railwaymen in employ to be eligible for Election to Punjab Legislative Assembly.

The Punjab Legislative Assembly (Removal of Disqualification) Amendment Act, 1940, which received the assent of the Governor of the Punjab on 7-12-1940, declares railwaymen employed in the N.W. Railway to be eligible for election to the local Legislative Assembly ~~xx~~ to represent a trade union constituency.

(The Government Gazette (Extraordinary), Punjab, dated 10-12-1940, page 580.)

Sind.-

Adaptation of Bombay Factories Rules, 1935.

The Government of Sind has notified the adaptation of the Bombay Factories Rules, 1935, to Sind with necessary modifications.

(Notification No. 108 M/38 (b) dated 28-11-1940:
The Sind Government Gazette, Part IV-A,
dated 5-12-1940, pages 1870 to 1871.)

Hyderabad.-

Bhagela Agreement Bill (Legislation for Abolition of Forced Agricultural Labour).

On 21-12-1940, the Hyderabad Legislative Council referred to a Select Committee, the Bhagela Agreement Bill which aims at the abolition of the system of forced agricultural labour prevailing in some parts of the State.

(The Statesman, 24-12-1940.) ✓

Labour Member's Meetings with Representatives of Employers and Workers
re. Central Government's Labour Legislation Proposals, Calcutta,
5 and 6-1-1941. ✓

Reference was made at page 6 of our August 1940 report to the decision of the Government of India to meet representatives of employers and workers to consider certain draft Labour Bills. Meetings were held at Calcutta on 5 and 6-1-1940 between the Labour Member, Government of India, and representatives of industrial interests.

Meeting with Representatives of Workers, 5-1-1940. - The Indian Workers' representatives who met the Labour Member on 5-1-1940, included Mr. V.R. Kalappa, President of the All-India Trade Union Congress, Mr. N.M. Joshi, General Secretary of the A.-I.T.U.C., Dr. Suresh Chandra Banerjee, ex-President of the A.-I.T.U.C., Mr. R.S. Nimbekar, Mr. S.C. Joshi, Mr. G.M. Khan, Mr. Selvapathy Chetty, Mr. K.S.V. Naidu, Miss Shanta Bhalerao, Mr. M.K. Bose and Dr. Charu Chandra Banerjee. The subjects included in the discussion were: amendment of the Trade Disputes Act, granting of holidays with pay to workers, extension of maternity benefits to women workers in coal mines, legislation regarding shop assistants and amendment of Insurance Act to apply to insurance business conducted by trade unions. Sir Ramaswami Mudaliar explained the genesis of the meeting and stated that certain proposals were formulated at the last meeting of the Conference of Provincial Governments, held in January, 1940, at Delhi and that the decision of that conference was to obtain the opinion of the Provincial and State Governments on these proposals, and to have them further considered at the next ~~Labour Ministers'~~ ¹⁹⁴¹ Conference which would be held in Delhi about the end of January. The Government of India felt that in the meanwhile it would be of advantage if representatives of organisations of labour and of employers were also consulted on these proposals and their opinions obtained.

Amendment of Trade Disputes Act. - On the proposed amendment of the Trade Disputes Act in order to introduce a method of conciliation first and to prohibit during that period of attempted conciliation, any strike or lock-out, the trade union representatives are reported to have suggested that the period fixed for conciliation should be shortened and that following the precedent of the Bombay Act, employers should notify to the Government standardized conditions of work and any alterations therein from time to time, that victimisation of workers in case of legal strikes should be prohibited and that if possible the scope of legislation on the subject should, in the first instance, be limited to public utility services and might be extended there-after to other organised industries.

Holidays with Pay.- On the question of granting a certain number of holidays with pay for a year's service, the labour point of view, it is understood, was that the number of holidays proposed, which was six at the minimum, should be 14, that these holidays should be given at one stretch and not in instalments, ~~and~~ that if a worker left his employer in the course of a year, he should be entitled to a pre-dated grant of holiday, or pay in substitution thereof, and that the best way of enforcing the scheme of holidays with pay was that Government should constitute a fund with contributions from employers from which Government might disburse to the employers the holiday pay. They are further reported to have suggested that the benefit of holidays with pay should go not only to factory workers but also to workers in other industrial organisations.

Shop Legislation.- As regards the extension of legislation dealing with hours of work to labour employed in commercial establishments and shops, it was suggested on behalf of the Trade Union Congress that the Act should provide not merely a weekly holiday with pay, ~~but~~ but that daily hours of work should also be regulated and provision should be made for prompt payment of wages.

Extension of Maternity Benefit Legislation.- Another proposal before the Conference was the extension of the maternity benefit legislation to women employed in coal mines. It was proposed by the representatives that the benefit of this legislation should be extended not only to coal mines, but to municipal services in which female labour was employed, that the benefit should be extended to 12 weeks instead of 8 and that the minimum benefit payable should be 8 annas a day.

Control of Insurance Business by Trade Unions.- The delegation accepted the principle that schemes based on the "dividing principle" should be made illegal. They did not, however, think that there was a case made out for comprehensive legislation as proposed on the subject. But they suggested that preliminary investigation by Government of the various schemes now being worked out by Trade Unions might be undertaken, that the Trade Union Congress would give its support to such investigation and that any legislation rendered necessary as a result of this investigation might then be undertaken.

Meeting with Representatives of Employers, 6-1-1941 ~~2-12-1940~~- The Indian employers' representatives who met the Labour Member on 6-1-1941, included Sir Homi Modi, the Hon'ble Mr. J.H.S. Richardson, Mr. V.N. Chandavarkar, Mr. J.B. Ross, Mr. R.J. Griffiths, Mr. D.V. Bullock, ~~Mr~~ Sir F.E. James, Mr. H.A. Wilkinson, Mr. T. Maloney (representing the Employers' Federation of India), Sir Shri Ram, Mr. Kasturbhai Lalbhai, Mr. A.L. Ojha, Lala Padampat Singhania, Mr. B.M. Birla, Mr. Gurusaran Lal, Mr. Akhil Bandhu Guha, Mr. Karamchand Thappar and Mr. D.G. Mulherkar (representing the All-India Organisation of Industrial Employers). The views of these representatives on the various questions discussed with them are summarised below:

Amendment of Trade Disputes Act.- It is understood that regarding the proposal to amend the Trade Disputes Act, the delegates representing the two employers' organisations generally accepted the principles laid down for the resolution of the differences between labour and employ

but suggested several modifications. They thought it desirable to ascertain by secret ballot the opinion of workers when any question of strike arose. Stress was laid on the status of the conciliation officers, and it was suggested that the status should be prescribed by statute or rule made thereunder. The delegates were of the opinion that conditions in plantations being greatly different from conditions in other industrial concerns, the procedure suggested was unsuitable for plantation labour and, therefore, plantations should be left outside the scope of the proposal. It was generally agreed that there should be a penalty prescribed for illegal strikes and that both intimidation of workers and victimisation should be made illegal.

Holidays with Pay.- As regards the proposal for granting holidays with pay to all factory workers, the representatives expressed the view that while this proposal would increase the cost of production, there would be little or no corresponding benefit to labour. They were unanimously of opinion that there should be no legislation for holidays with pay and that the question of sickness insurance was of more practical importance and deserved more urgent consideration.

Shops Legislation.- Regarding the question of extension of legislation to labour employed in commercial establishments and shops, the delegates were in favour of Central legislation and they agreed that provision might be made for the prompt payment of wages, that clerical staff engaged in factories should be excluded from the definition of commercial establishments and that the question of excluding steamship companies from the purview of the proposed Bill might be further examined.

Extension of Maternity Benefit Legislation.- On the proposal for the extension of maternity benefits to women employed in coal mines, the delegates expressed the view that provision should be made as proposed and on lines analogous to those which applied to women employed in factories. They were also of the opinion that the maternity benefit legislation should be uniformly applicable to all the provinces.

A.R.P. Measures in Industrial Establishments.- The last question discussed concerned air raid precautions in industrial establishments. The opinion of the delegation was invited on the following points: (1) whether it was not desirable to get a certain number of instructors from the United Kingdom with practical experience of air raids and the latest methods adopted for defence against air raids; and (2) whether, when such expert instructors were obtained, a central school should be established for training personnel. The delegates thought that it was highly desirable to get the latest expert opinion on the subject, as also expert instructors, and that a central school would function more satisfactorily, training a number of instructors who, in their turn, would go to the different provinces to assist in A.R.P. work.

(The Statesman, 6, 7 and 10-1-1940 and the Hindustan Times, 10-1-1941.) ✓

6

CONDITIONS OF WORK

Hours of Work.

Weekly Holidays in Shops, Commercial Establishments, etc.:

Views of Madras and Bombay Chambers and of the Associated Chambers
on Government of India's Draft Bill. ✓

In July 1940, the Government of India submitted to local Governments a draft of an enabling Bill which it was proposed to pass for the purpose of granting weekly holidays to persons employed in shops, commercial establishments, restaurants and theatres, leaving it to the Provincial Governments to apply it to any area they liked within their jurisdiction by notification (vide pages 7-8 of the August 1940 report of this Office.).

Views of Madras Chamber.- In addressing the Associated Chambers of Commerce of India in connection with this and similar draft Bills, the Madras Chamber suggested that the Association should protest against the procedure which had been followed in respect of the proposed legislation in sending out what should be preliminary proposals in the form of draft Bills. In the opinion of the Madras Chamber, if the Government of India wished to undertake legislation on matters of this kind, their draft proposals should be sent for public criticism in the form of a statement of principles and not in the form of detailed draft legislation. The Madras Chamber also requested that representations might be made to the Government of India in connection with a representative conference of employers and employees which it was proposed to hold towards the end of the year in order to discuss the draft Bills and the opinion which might have been received on them, after which legislation was to be drafted for introduction in the Central Legislature next year. The Madras Chamber considered that such a conference was premature and in any case it would be difficult to make it really representative without making it thoroughly unwieldy and cumbersome.

Views of Associated Chambers of Commerce.- The President of the Associated Chambers, in replying to the Madras Chamber, stated that in his view the opportunity to be given to employers and employees of expressing their views before legislation was finally drafted, should not be rejected, even if it only afforded employing interests the further chance of urging the Government of India to slow up the rate of labour legislation or to defer all but essential measures until after the war. He added that to urge indefinite postponement of all progressive labour legislation was again merely to invite independent and widely divergent legislation on the part of the provinces.

Views of Bombay Chamber.- Copies of the correspondence between the Madras Chamber and the Associated Chambers were forwarded to the Bombay Chamber by the latter for comment. In replying to the Associated Chambers, the Committee of the Bombay Chamber stated that they were generally in agreement with the views expressed by the President of the Association as recorded in his letter to the Madras Chamber. In principle the Committee were of opinion that social legislation should as far as possible be enacted at the centre in order that industry in all the provinces would be on an equal footing. Even in cases where legislation had already been enacted in certain of the provinces and not in others before the introduction of central legislation, it would always be possible to bring the provincial legislation already in force into line with the

requirements of the central legislation. It would, of course, be better for central legislation to be ~~later~~ introduced before any of the provinces took individual action. However, this opportunity no longer presented itself, but the Committee considered that the Associated Chambers should not do anything which would tend to discourage the starting of central co-ordinating legislation and thus leave it open to still more ~~more~~ provinces to take independent action.

The Committee examined the Bill in consultation with the Labour Sub-Committee of the Chamber and they submitted their comments as under:-

The Committee considered that the weekly holiday should be on a Sunday or on a day in lieu of Sunday to be fixed by the employer and not by the Provincial Government. The Members were also of opinion that, instead of the Provincial Government fixing different days to suit different classes of employers, the employer should fix his own day. The Bombay Act which came into force on the 15th November 1940, had limited the total number of hours which might be worked, and it also fixed a weekly holiday. In the circumstances, the Committee thought that the projected enforcement of an additional half day's holiday was unnecessary. Further, they thought that it would be useless to enforce a half holiday from 1.p.m. when the number of working hours were not fixed. An employee could for instance start work at 5 a.m. on Saturday and close at 1.p.m. and thus evade the Act. Lastly, the Committee point out that if Government desired to introduce what they presumably claimed to be good social legislation, it was not understood why such legislation should not be made to the Government's own employees.

(Excerpts from the Proceedings of the
Committee of the Bombay Chamber of Commerce
for October 1940.) ✓

Minimum Wage of 6 annas a day in U.P. Sugar Factories:
Government's Decision. ✓

Reference was made at page 16 of our January 1940 report to the decision of the Government of the United Provinces to fix 5 annas daily as the fair minimum in sugar factories. Recently the Government has fixed the minimum for workmen of sugar factories, "whether employed directly or indirectly by the licensee or through a contractor" at 6 annas per day.

(The National Call, 6-12-1940.) ✓

Industrial Disputes in British India during the quarter ending
30-6-1940.✓

According to a press note on industrial disputes in British India during the quarter ending 30-6-1940, recently issued by the Department of Labour, Government of India, the total number of strikes during the period was 101 involving 268,580 workers and entailing a loss of 2,474,263 working days as against 128 strikes involving 273,990 workers and entailing a loss of 4,003,016 in the first quarter of 1940.

Provincial Distribution.- During the period under review, there were 35 disputes in Bengal involving 61,982 workers and entailing a loss of 212,209 working days. Next comes Bombay with 25 disputes involving 163,218 workers and entailing a loss of 1,428,395 working days; Madras with 12 disputes involving 7,711 workers and entailing a loss of 129,268 working days; Punjab with 9 disputes involving 1,019 workers and entailing a loss of 4,293 working days; the Central Provinces and Berar with 7 disputes involving 17,457 workers and entailing a loss of ~~238~~ 238,661 working days; Bihar and the United Provinces with 4 disputes each involving 12,086 and 3,260 workers and entailing losses of 379,381 and 68,060 working days respectively; Assam and Sind with 2 disputes each involving 1,631 and 178 workers each and entailing losses of 10,882 and 2,564 working days respectively; and Orissa with 1 dispute involving 38 workers and entailing a loss of 570 working days.

Classification by Industries.- Classified according to industries, there were 38 disputes in the cotton and woollen mills involving 187,495 workers and entailing a loss of 1,715,980 working days; 8 in Jute mills involving 35,046 workers and entailing a loss of 227,007 working days; 4 each in engineering workshops and mines involving 1,470 and 9,969 workers and entailing losses of 4,490 and 254,041 working days respectively; and 2 in railways including railway workshops involving 350 workers and entailing a loss of 12,500 working days. In all other industries together, there were 45 disputes involving 34,250 workers and entailing a loss of 260,245 working days.

Causes and results of Strikes.- Of the 101 strikes, 62 were due to questions of wages, 20 to those of personnel, 3 to those of bonus, 2 to that of leave and hours and 14 to other causes. In 31 cases the workers were fully successful, in 18 partially successful and in 47 cases unsuccessful; 5 disputes were in progress on 30-6-1940.✓

12th Industries Conference convened by Government of India, Lucknow,
16 and 17-12-1940. ✓

The 12th Industries Conference convened by the Government of India was held at Lucknow on 16 and 17-12-1940, Sir A. Ramaswami Mudaliar, Commerce Member with the Government of India, presiding. Besides representatives of the Government of India and Governments of all the provinces, representatives of Hyderabad, Mysore, Baroda, Travancore, Kashmir, and Gwalior States and those of ^{leading} industrial organisations ^{in the country} attended the session. The Conference was formally opened by His Excellency Sir Maurice Hallet, Governor of the United Provinces.

Presidential Address.- In the course of his presidential address, Sir A. Ramaswami Mudaliar referred to the expansion of Indian industries in war time and appealed to Indian States to level up the present divergence in industrial conditions and to bring Indian States in line with British India.

Proceedings of the Conference.- The following information about the work of the Conference is taken from press reports:-

Industrial Standardisation.- The Conference, first of all, considered the question of industrial standardisation. It had been urged by the representatives of Bombay that something on the lines of the British Standards Institution should be set up in India. The Conference considered, however, after discussion, that so far as technical standardisation was concerned, it was not possible to set up any body during the war. In so far as commercial standardisation was concerned, however, the Conference thought that the matter would be examined in consultation with the industries concerned and the Export Advisory Council with a view to seeing what action might be possible.

Protection of Industries.- The Conference then took up the question of protection to industries which might be set up during the war. The Conference welcomed the statement made on behalf of the Government of India that it was prepared to consider the question of assisting specified industries, the starting of which was considered essential under conditions created by the war, by such measure of protection against unfair competition from outside India as might be necessary to enable them to continue their existence. The question of revising the procedure with regard to enquiries on the subject of protection might be considered after the war.

Trade Delegations.- The Conference supported a proposal for sending trade delegations to Africa, South America, Australia and New Zealand and such other countries as might be necessary for the purpose of discovering new markets or expanding the old ones, both in connection with raw materials and manufactured goods. Such delegations would have to be sent under the auspices of the Government of India but it was hoped that commercial interests would give their support to them.

Help to Handloom Industry.- In connection with the problems affecting handloom weaving the Conference agreed with the recommendations recently made in Delhi that a fact finding committee should be set up to make a survey of the conditions of the handloom industry and should report in not more than nine months' time.

Distribution of Dyes to Handloom and Cottage Industries.- After a discussion of the question of supply of dyes for handloom and cottage industries it was decided that such provinces and States as desired to participate in the Government's scheme for distribution of dyes should put their requirements before the Government of India.

Board of Scientific and Industrial Research.- The Commerce Member made a statement concerning the establishment and purposes of the Board of Scientific and Industrial Research, and it was agreed by the Conference that there was no longer any necessity for the Industrial Research Council to continue its existence.

Stores Purchase Policy.- In considering the question of the Government of India's stores purchases policy, the Conference took note of the desire of the directors of industries in the provinces to be taken into consultation by the Supply Department.

Industrial Museum.- The question of the establishment of a permanent industrial museum at Delhi was postponed until the next Industries Conference when it was hoped more information concerning the views of provincial and State Governments and of industrial and commercial interests would be available.

Other Matters.- The Conference adopted the minutes of the previous meetings of the Imperial Sericulture Committee and the Woollen Industry Committee. A suggestion that the action taken at one Industries Conference should be placed before the next Conference was agreed to.

(The Leader, 14 and 21-12-1940, and the Times of India, 18-12-1940).✓

Handloom Industry Conference, New Delhi, 6 and 7-12-1940.✓

The problems of the handloom industry engaged the attention of a Conference convened at New Delhi on 6 and 7-12-1940 at which Sir Ramaswami Mudaliar, the Commerce Member, Government of India, presided. The Conference was attended by representatives of the Governments of Madras and the United Provinces, as also those of the Bombay, Ahmedabad, Bengal and South Indian Millowners' Associations, the Madras Handloom Weavers' Provincial Co-operative Society and Bihar Handloom Weavers' Society. Sir Purshottamdas Thakurdas represented the cotton interests.

The main problem before the Conference was that of allocation of specific counts to the handloom and mill industries so as to prevent competition between the two. The Government of India had circulated various proposals received from the Provincial Governments and other interests involved. The Conference considered the data now available inadequate to arrive at definite conclusions and recommended to the Government the appointment of a Committee to collect relevant data relating to the industry. The committee will investigate the difficulties of the handloom industry in the purchasing of raw materials and the marketing of its products, including the financing of these operations. It will also investigate the possibility of demarcating certain types or styles of cloth for production by the handloom industry alone.

The question of assisting the handloom industry in getting a fair price for its products was further considered by the Conference. It was generally agreed that the levy of an excise duty on cloth produced by mills would have to be at such a high rate for the purpose of equating prices of mill products and handloom products that it would not be desirable to levy it. The suggestion that a cess may be levied on

the yarn consumed in the mills was also considered and the Conference recommended that the suggestion may be deferred until the report of the fact-finding committee is available.

The decisions of the Handloom Conference were discussed at the 12th Industries Conference held at Lucknow on 12-12-1940 (vide pages of this Report). It is understood that the Government of India will shortly set up the Fact-Finding Committee recommended by the earlier Conference.

(The Statesman, 7-12-1940 and the Hindu, 6 and 10-12-1940). ✓

Possibilities of U.S.A. as market for Indian Goods:

Meek-Gregory Report.

In July 1940, the Government of India had sent Dr. T.E. Gregory, Economic Adviser to the Government of India, and Sir David Meek, Indian Trade Commissioner in London, to the United States of America to investigate the extent to which it would be possible to find markets there for Indian exports excluded from Europe as a result of the ~~blockade~~^{war}. A brief summary of the conclusions of the Mission, published recently, is given below:-

Economic Conditions in the U.S.A.- The economy of the U.S.A. is at present in the phase of recovery from the depression of 1938. This recovery has been brought about in part by the generally favourable business situation created by the earlier phases of the war, in part by Allied orders and in part by the anticipation that the vast expenditure contemplated under the armament scheme will react favourably on business. It is not unreasonable to assume that, unless some unforeseen setback takes place, the national income of the U.S.A. at present running at some 75,000 million dollars per annum, under the circumstances of full armament activity, will run at the level of some 80,000 million dollars.

Possible market for Manganese and Mica.- Under these circumstances, the normal movement of imports in the U.S.A. should be maintained and there should be some expansion as the aggregate income of the country expands. In addition, under the direct impulsion of the armament drive, there should be an expansion of the demand for products for stock-pile purposes and for armaments manufacture. In this connection, manganese ore and mica are of particular significance, but other commodities (referred to in detail in the report) may also be affected.

Shipping Difficulties.- In considering the export situation from India to the U.S.A. account must be taken of shipping difficulties. In this connection the inauguration of a new line between the two countries has improved matters appreciably, to judge by the opinion expressed in the U.S.A.

Market for Consumers' Goods.- There is a growing interest in Indian consumers' goods, such as cotton prints, druggets, etc. "Made in India" is itself a selling point and the anti-Japanese prejudice on the part of certain consuming section should assist the sale of Indian

products. On the other hand, since a considerable proportion of the total sale of consumers' goods takes place through large-scale organisations it is imperative that Indian producers and merchants should pay regard to the special character of the American market. ~~Mark~~ Variety, novelty, strict adherence to the specifications laid down, ~~and~~ promptness of delivery, are essential.

Need for Establishing Personal Contacts and Propaganda.- There is considerable reason to suppose that trade could be promoted if Indian business men were to visit the U.S.A. more frequently and were to make personal contacts with actual or potential buyers. Moreover, in view of the aggressive attitude of the producers of competing goods, such as paper bag makers, it is necessary to promote interest in Indian products by the preparation of pamphlets and other propaganda material setting out the merits of the products it is intended to sell, the terms on which they can be obtained, etc. This is work which must be undertaken by business men themselves and cannot be undertaken by Governmental agencies.

Possibilities of America as a market limited.- Whilst the analysis of the position of individual commodities contained in the report shows that in a certain number of cases expansion of importation is possible, thus providing new markets for products excluded from European markets, and whilst further armament expenditure is certain to increase the demand for certain special commodities, it is not possible for India to look to the U.S.A. as an effective substitute market for the entirety of lost European markets.

The position of all commodities the exports of which to European countries before the war were of any significance was examined. These commodities, it may be pointed out, were primarily raw materials, some of which are largely produced by the United States itself and some of which enter into direct competition with American products. Complete substitution of the American for the European market is thus not easily possible. But a review of the findings on the various individual items make it possible to divide them into three groups. The first consists of commodities of which it can be said that no problem of disposal arises owing to abnormal war demands in India or abroad or to other special conditions. These are tanned skins, raw rubber, pig iron and chromite. The second group comprises commodities of which Indian supplies would have to face competition from production within the United States themselves or in the Philippines or in South American countries, in the welfare of which the United States are specially concerned, as evidenced at the recent Havana Conference, and which apart from this have, in some cases, long-established connections with that country. Commodities in respect of which such competition is so effective as to leave little hope for expansion of Indian exports are: the whole group of oilseeds (including groundnuts) and oilcake; raw cotton and cotton waste; raw hemp; raw hides; wheat; bones; bone manure and bone meal; lemon-grass oil. The third group represents Indian exports the prospects of which in the U.S.A. are such as to warrant special attention being paid to them: these are jute goods, raw wool, raw skins, mica, coffee, tea, lac, coir manufactures, myrobalans, cashewnuts, kepok, cardamons, pepper and ginger.

Possibilities of Exporting Manufactured Goods also.- The report does not suggest that the potentialities of the U.S.A. as a market for Indian goods is confined either to "munitions" raw materials or to certain staple Indian products. On the contrary, the authors of the report attach much importance to the cultivation of the American consumer market for manufactured goods and in this connection the attention of manufacturers will be drawn to the conditions under which alone, in the opinion of the authors

of the report, contact can be successfully established with American buying organisations.

(The Hindustan Times, 14-12-1940). ✓

B.B. & C.I. and Assam Bengal Railways to be State-managed from
January 1942: Government's Decision. ✓

It has been decided to terminate the contracts of the Bombay, Baroda and Central Indian Railway Company and the Assam Bengal Railway Company on 31-12-1941, and notices are being served accordingly. The railways will be taken over for management by the State from 1-1-1942.

(The Statesman, 10-12-1940.) ✓

Industrial Development of Jaipur State:
Advisory Committee appointed. ✓

A committee of 3 officials and 3 non-officials, from the Central Advisory Board, has been constituted by the Jaipur State Government to assist the Government with a view to plan and develop suitable industries in the State, which will incidentally provide large opportunities for employment to State subjects. The members of this Committee are the Director of Industries and Commerce, the State Geologist, Principal of the School of Arts and Crafts (officials), and Seths Pirmal Makharia, Surajmal Patolia and Sheo Prasad Khetan (non-officials). This Committee was constituted on the recommendation of the Central Advisory Board.

(The National Call, 10-12-1940). ✓

The U.P. Sugar Factories Control (Amendment) Act, 1940. ✓

The Governor of the United Provinces has published an Act to amend the U.P. Sugar Factories Control Act. The statement of objects and reasons for the amendment points out that the sugar industry has passed through an exceptional crisis during the season 1939-40. In view of the importance of the industry in the agricultural economy of the United Provinces, the Government has decided to assume much wider control of the industry. A comprehensive revision of the United Provinces Sugar Factories Control Act of 1938 had, therefore, to be undertaken in consultation with the Government of Bihar primarily with a view (1) to provide for the control of production and sales of sugar; (2) to provide for the realisation of the subsidy given to the industry by means of an advance from the Government of India.

through the imposition of a special cess of six pies per maund of cane for a period of three years; (3) to empower the Provincial Governments to relax the conditions of the Act in certain special circumstances with a view to facilitate the production of sugar for purposes of export.

(The U.P. Gazette Extraordinary,
dated 30-11-1940.) ✓

Industrial Census of Burma:

Government's Decision. ✓

The Government of Burma has decided to take a census of all industrial establishments and of selected cottage industries after the general census is taken in March 1941. The census of industrial establishments will be for the whole of Burma, but the census of selected cottage industries will be taken only in the areas where the general census is being taken synchronously. Cottage industries selected for the purpose are cotton-weaving, silk weaving and pottery works.

In the census of industrial establishments, an attempt will be made to collect information relating, inter alia, to the nature of the establishment, ownership, and, in the case of textile establishments, the number of looms. An attempt will also be made to obtain information regarding the managerial, supervising, technical and clerical staff, and the personal occupation and other relevant particulars of the operatives, skilled or otherwise.

(The Times of India, 10-12-1940). ✓

Indo-Burma Trade Talks:

Preliminary Meetings held. ✓

Preliminary conversations between representatives of the Governments of India and Burma for the conclusion of a trade agreement was held at New Delhi from 11 to 13-12-1940. The meeting ~~was~~ intended to give an opportunity to the representatives of the Government of Burma to explain more fully the proposals they have made regarding the treatment of Burmese goods imported into India and indicate what treatment they propose to accord to Indian goods imported into Burma. The representatives of the two Governments discussed the problems likely to be encountered in the course of more formal negotiations. The results will provide a basis for that further examination of these problems which will be necessary on each side before formal negotiations are begun. It is hoped that ~~that~~ stage will be reached before the middle of February 1941. It is pointed out that the Government of India are pledged to consult non-official advisers before an agreement is concluded.

The composition of the two delegations were as follows:-

Indian Delegates: The Hon'ble Sir Ramaswami Mudaliar, Commerce Member, Sir Alan Lloyd, Secretary, Commerce Department, and Mr. M. Slade, Member, Central Board of Revenue.

Burma Delegates: Mr. J. Baxter, Financial Adviser, and Mr. D.B.

Petch, I.C.S., Secretary, Commerce Department. The Burma delegation ~~was~~ assisted by two Advisers: Mr. H.F. Oxbury, I.C.S., Collector of Customs, Rangoon, and Professor Beasley of Rangoon University.

(The Statesman, 4, 11 and 14-12-1940). ✓

Cotton Textile Mills Industry in India during 1939-40. ✓

The Millowners' Association, Bombay, has recently issued its annual statement regarding the progress of the Indian textile industry during the year ending 31-8-1940. The salient features of the statement are summarised below:

Number of Mills. - The total number of equipped mills in India (excluding Burma) on 31-8-1940 was 388 (excluding 34 mills in course of erection or recently registered) as against 389 on 31-8-1939. The number of mills in Bombay City and Island decreased from 68 in the previous year to 65 during the year under review. The number of mills in Ahmedabad decreased by one to 76 and in Central Provinces by one to 7. There was no change in the number of mills in the Bombay Province exclusive of Ahmedabad and Bombay City and Island, Rajputana, Berar, Bihar and Orissa, Hyderabad (Deccan), Central India, Punjab, Delhi, Travancore, Mysore and Pondicherry. The number of mills in Bengal increased by one to 31, in the United Provinces by one to 27 and in Madras by 2 to 60. Of the 388 mills in the country, 23 were partly or completely idle; of these 23 mills, 6 were in Bombay Province, 7 in Mysore and 3 in Central India.

Number of Spindles and Looms. - The total number of spindles ~~and~~ in the equipped mills of the country stood at 10,005,785 as against 10,059,370 in the previous year. The total number of looms was 200,076 as against 202,464. In Bombay City and Island the numbers of spindles and looms decreased from 2,850,774 and 67,235 in 1938-39 to 2,748,644 and 65,177 respectively during the year under report. In Ahmedabad the numbers of spindles and looms decreased from 1,901,872 and 46,853 to 1,898,530 and 46,278 respectively. In the Bombay Province, exclusive of Bombay City and Island and Ahmedabad, the number of spindles increased from 1.264 millions to 1.274 millions but looms decreased from 26,852 to 26,646. In Madras Province, spindles increased from 1,368,309 to 1,406,812 but looms decreased from 6,712 to 6,703. In the United Provinces, spindles and looms increased from 724,688 and 11,532 to 743,702 and 11,739 respectively. In Bengal, spindles and looms increased from 444,196 and 9,940 to 452,672 and 10,259 respectively. In Central India, spindles and looms increased from 389,118 and 10,972 to 391,616 and 11,064 respectively. In the Central Provinces spindles and looms decreased from 323,502 and 5,759 to 300,270 and 5,294 respectively. In Mysore, the number of spindles and looms were 163,312 and 2,734 as against 165,062 and 2,607 respectively; in Hyderabad 120,460 spindles and 2,219 looms as against 124,140 and 2,157 respectively; in the Punjab, 111,980 spindles and 2,581 looms as against 111,264 and 2,647 respectively; in the Delhi Province, 109,556 spindles and 2,878 looms as against 108,634 and 3,112 respectively; in Rajputana, 88,524 spindles and 2,136 looms as against 88,524 and 2,134 respectively; in Pondicherry, 87,824 spindles and 1,946 looms as against 87,824 and 1,946 ~~inxxxxx~~ respectively; in Berar, 69,048 spindles and 1,443 looms as against 68,312 and 1,437 respectively;

/Bihar and Orissa, 27,040 spindles and 679 looms as against 27,500 and 269 respectively; and Travancore, 11,680 spindles and 300 looms as against 12,000 and 300 respectively.

Number of Operatives.- The average number of operatives employed daily on day-shift work was approximately 430,165 as against 441,949 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 31-8-1940 amounted to Rs.436,222,157 as against 428,128,993 on 31-8-1939.

Activity of Mills.- During the year under review the industry consumed 1,839,937 candies (of 784 lbs.) of cotton against 1,905,367 candies in the previous year. The average number of spindles working daily during the year was 8,847,326 out of a total of 10,005,785 erected. In the previous year the corresponding figures were 8,986,371 and 10,059,370. Of the 200,076 looms installed, an average of 178,842 were working daily during the year as against 183,332 in the previous year out of 202,464 looms installed. The above quoted figures of spindles and looms activity do not include night shift working. The figure of cotton consumed, however, includes night and day consumption.

(Summarised from statement relating to the progress of cotton textile mill industry in India for 1939-40 forwarded to the Office by the Millowners' Association, Bombay.) ✓

Working Class Cost of Living Index Numbers for Various Centres in India during September 1940.

The index numbers of the cost of living for working classes in various centres of India registered the following changes during September 1940 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 1940 declined by 2 points to 112. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during September 1940 rose by 1 point to 79. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during September 1940 declined by 1 point to 75. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: January 1927) of the cost of living in Nagpur in September 1940 remained stationary at 71. The average for 1939 was 63 as against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in September 1940 rose by 4 points to 72. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during September 1940 remained unchanged at 108. The average for 1939 was 100.

(Extracted from the September 1940 issue of the Monthly Survey of Business conditions in India) ✓

Control of Insurance Business Carried on by Trade Unions:
Views of Bombay Chamber of Commerce. ✓

At page 30 of the Report of this Office for September 1940 reference was made to the steps taken by the Government of India to consult Provincial Governments on the desirability of applying the Insurance Act (Act No. IV of 1938; for text of the Act see pages 27 to 102 of Part IV of the Gazette of India dated 5-3-1938) with necessary modifications to insurance business carried on by trade unions.

Government of Bombay Consults Bombay Chamber of Commerce: Need for Control of Experts.- In October 1940 the Government of Bombay drew the attention of the Bombay Chamber of Commerce to the fact that under the provisions of the Indian Trade Unions Act, 1926, a trade union was allowed to carry on any form of insurance activity without being under any obligation to secure professional advice as to the actuarial soundness of such insurance business. Moreover, by virtue of section 118 of the Insurance Act, 1938, any insurance business carried on by a trade union was not subject to the provisions of that Act. It had been suggested to the Government of India that, in the interests of the trade unionists themselves, it was undesirable that a highly technical business as insurance should be carried on as a side activity by trade unions without the protection of supervision by any Department of Government having the necessary technical staff to exercise it. There was also a possibility that persons who had in the past been carrying on unsound schemes of insurance now banned by the Insurance Act might seek the shelter of the exemption granted to trade unions for the purpose of continuing their unsound methods from within the trade union movement.

Possibilities of Abuse of Privileged Position by Unions.- The most common example of unscientific schemes carried on in the past and prohibited by the Insurance Act, 1938, was what was known as insurance business on the dividing principle. A description of such business might be found in section 52 of the Insurance Act, 1938, which section prohibited insurers from indulging in such schemes. Similarly, section 69 of that Act prohibited provident societies from doing business on the dividing principle. This form of insurance business had no scientific basis, was inherently unsound and had been condemned by the actuarial profession. It offered a large scope for fraud on the part of agents and the persons in charge of the business. Although the business might superficially report progress at the initial stages as long as the membership was increasing, past experience and actuarial considerations showed that when membership fell, as it eventually must, the members existing at the time the decline set in were left with little or no protection to show for their contributions. In the past, many insurers and provident societies carrying on such business had failed, involving a loss of large sums of money to a considerable number of policyholders. There was nothing at the moment to prevent trade unions carrying on insurance business on the dividing principle and some trade unions appeared to be actually doing so. There had moreover been a case of an insurer transferring all his insurance business on the dividing principle to a trade union which was carrying it on unhampered by the restrictions imposed by the Insurance Act in the interests of policyholders.

It appeared therefore that it was necessary to consider carefully the question of controlling the insurance activities of trade unions. It was pointed out that objections might be raised on the ground that

any such control would curtail the privileges of trade unions, but in fact supervision of the business by qualified persons was actually not a curtailment of the privileges of a trade unionist but a benefit conferred on him. In the interests of the members of trade unions and to afford proper conduct of insurance activities, it was proposed to consider the application of the Insurance Act, 1938, with such modifications as might be necessary to insurance business carried on by trade unions.

Modifications suggested by Bombay Government.- The Government of Bombay added that it appeared that the following modifications in the provisions of the Insurance Act, 1938, might be necessary or ~~not~~ desirable before applying it to the insurance business of a trade union:-

(a) Deposit provisions might be the milder ones provided for Mutual Companies and Co-operative Societies in section 98 and not the more onerous ones in section 7. This was a concession to the trade unions in view of their financial resources and of the fact that they resembled mutual concerns rather than proprietary ones.

(b) The minimum limits prescribed in section 4 might not apply to trade unions which might want to encourage insurance business among the poorer members equally with members who could afford to insure for more than Rs.500.

(c) Section 6 relating to working capital might not apply, which was against a financial concession as (a) above.

(d) The provisions of Part III might apply to the insurance business conducted by a trade union if the limits set in sections 65 and 66 were strictly conformed to. The provision relating to the working capital might, however, be dispensed with. It was suggested that so far as they were not inconsistent with the concessions already proposed in this paragraph the other provisions of the Act, its schedules and the Rules framed under the Act should apply in toto to the insurance business carried on by the trade unions in view of the considerations set out in the previous paragraphs.

Bombay Chamber's Views.- The Government of Bombay requested the Chamber's opinions on the above proposals and suggestions. In reply the Committee stated that they were strongly in favour of the proposals to make the provisions of the Insurance Act, with some necessary modifications, applicable to insurance business carried on by trade unions. The Committee had no modifications in the Insurance Act to suggest other than those mentioned by Government and on these they submitted the following comments:

(a) The deposit required from a mutual insurance company (Rs.200,000) was the same as that to be made by an ordinary insurance company which carried on life business only. The concession to the former was in the method of making the deposits (Sec. 98 (2)). Opponents of the proposals (and there were sure to be some among the supporters of labour) might argue that an initial deposit of Rs.25,000 was too much to ask of a trade union. The amount could be slightly reduced if found expedient.

(b) The Committee agreed.

(c) The Committee agreed, but suggested there should be some provision for minimum working capital. In the case of a mutual insurance company the minimum was Rs.15,000. A minimum of Rs.5,000 might be applied to trade unions.

(d) The Committee agreed, ^{but} ~~that~~ here also they suggested there might be some provision as to the working capital. Part III of the Act provided that in the case of a Provident Society the minimum should be

Rs.5,000. The same figure might be suitable for trade unions.

In conclusion, the Committee stated that it might be contended that trade unions already had the necessary organisation to conduct their own insurance business; but, while the Committee did not wish to suggest a minimum figure for working capital which would make it impossible for trade unions to cater for the needs of the poor man who could not afford to insure in the amounts required by an insurance company, they thought it would be reasonable precaution to provide that working capital for the insurance schemes of trade unions should be specifically segregated from their ordinary funds.

(Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce for October 1940.) ✓

Compulsory Life Insurance for Government Servants:
Bengal Government's Scheme.

It is understood that the Government of Bengal is examining a scheme for compulsory life insurance of all Government servants in the Province. Relevant information is being collected at present regarding recruits, appointments, etc., during the last five years in gazetted, subordinate and inferior services and in subordinate offices, with the scale of pay, age, etc.

(The Hindu, 16-12-1940.) ✓

Need for Instituting National Health Insurance:
Please at 17th All-India Medical Conference, Vizagapatam. ✓

At the 17th session of the All-India Medical Conference held at Vizagapatam during the Christmas week of 1940, Dr. K.S. Ray, the President of the Conference, stressed the need for instituting a scheme of national health insurance scheme for India. Relevant extracts from his speech are reproduced below:

"Pressing hard on the attention of our legislators is the question of public health insurance with which is necessarily bound up that of rural medical aid, improvement and extension of hospitals or dispensaries generally. It augured well that as soon as provincial autonomy began to function in the provinces, the attention of those Governments was turned to labour, tenancy, and various other legislations ~~meant~~ meant for improving the economic condition of the people. While therefore there was much to congratulate these Governments on the success of those measures, I cannot but emphasise that there was one aspect of the question that did not unfortunately receive the same attention that its

importance warranted. I am referring to the introduction of a system of compulsory National Health Insurance. In a country like India where malaria, tuberculosis and other endemic and epidemic diseases are so rampant and account so largely for the devitalisation of our people, the question of public health must be given precedence in all efforts to improve the material conditions of the people. We have unfortunately no official statistics to ~~show~~ show the extent ~~to~~ of annual economic loss that the country suffers as a result of these diseases, but if the figures were available, one could assume they would be simply staggering.

"But what is nearer to the point is the institution of some scheme ~~in-the-institution-of-some-scheme~~ in India that at little cost will bring medical aid to all who desire it. I have in mind some such scheme as that of the panel system of England or its French counterpart, some scheme that gives the doctor a living and at the same time is within the means of at least the lower middle class people. It appears to me that a suitable scheme of this nature is not impossible of acceptance in India. If, for instance, in regard to mill-hands and such people the cost is shared between the Government, employers and employees, the share of each will not be found to be prohibitive or burdensome; nor even if the scheme is extended to the rural population. We have discussed various aspects of this question in committees and in our Journal, and Provincial Governments are not unaware of the views expressed. It is not a proposition that a private body can tackle and we can only press the matter again on the attention of the various governments concerned. We had also communicated our views on the matter to the Congress Economic Planning Committee."

(The Indian Express, 28-12-1940.)

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING.2nd Madras District Unemployed Conference, Madras, 21 and 22-12-40.

The second session of the Madras District Unemployed Conference was held at Madras on 21 and 22-12-1940, Mr. S.K. Ahmed Meeran presiding. The Conference was formally opened by Mr. S. Srinivasa Ayengar, a former President of the Indian National Congress.

Mr. Srinivasa Iyengar's Address.- In opening the Conference, Mr. Srinivasa Iyengar said that the outstanding national problem facing the country at present was poverty and unemployment. It was the primary duty of the State, not of the individuals however philanthropic they might be, to tackle the unemployment problem. The State should take over the sources of production and start new industries. Unfortunately, the pressure that should have been exerted on the Government to move in the matter had not been exerted. It was not education, Mr. Srinivasa Iyengar said, that created the unemployment problem but want of industries and occupations. The present war time was a golden opportunity to provide for the educated unemployed. Huge loans could and should be raised for starting industries. It was ridiculous for the Government to say that private enterprise should tackle the unemployment problem. By such means, ~~they~~ ^{industry} could not have the necessary capital and organisation. New industries should be started by the State or with State aid; otherwise the profits could not be distributed among the people at large. Mr. Srinivasa Iyengar suggested that the existing industries employing more than 500 hands should be taken over by the State. There was no use asking people to lower their standard of life. He suggested that the unemployed young men should ~~play~~ ^{have} a part of their own, non-political in character, and should co-operate with the Government, whoever they might be, for the purpose of relieving unemployment.

Presidential Address.- Mr. Ahmed Meeran said that the unemployment problem was becoming severe day by day. Apart from the wastage involved in not making use of available material, the suffering and hunger in which the unemployed found themselves created discontent driving them to paths of conduct fraught with grave consequences to society. It was essential that the State should take steps to tackle the problem. It was difficult ~~xxxxx~~ for private agencies to take up this task and he added that the Government should enact special taxation for the relief of the unemployed. He urged that in the matter of appointment preference should be given to the educated poor and pleaded for a change in the system of education so as to lay more emphasis on vocational training.

Resolutions: (1) Plea for Vocational Bias.- The main resolution adopted by the Conference expressed the view that the present system of education, while erring too much on the liberal side, did not provide the recipients with the means of earning their livelihood, ~~and holding~~ that the perpetuation of the system would only add to the growth of unemployment, ~~and~~ asked that the system be reformed with a view to make it more utilitarian by including such subjects as military science, aeronautics, the cinema, radio, wireless and photography at suitable stages.

(2) Committee to enquire into the Unemployment Problem.- The Conference ~~was~~ ^{resolved} that a standing committee of officials and non-officials, including scientists, industrialists and economists be set

up to inquire into the extent of the unemployment problem, classify the nature of the different groups of the unemployed and devise means to combat the problem. It also asked for the establishment of a separate department of the Government to deal exclusively with the problem and to help the Standing Committee.

3. Other Resolutions.- The Conference resolved to request the Government to implement Mr. B. Gopala Reddi's (Minister in the late Madras Congress Cabinet) scheme for the expansion of the multi-purpose co-operative societies, to conscript educated unemployed for training in educational methods utilising their services for the removal of illiteracy in the countryside; to promote a good scheme of insurance for unemployment; and lastly to levy a special tax on persons earning Rs.5,000 and more per annum and to use the proceeds thereof for the relief of the unemployed.

By other resolutions the Conference requested the Government to publish the colonisation scheme for the relief of the unemployed prepared by Mr. V.V. Giri during the regime of the Congress Ministry, urged trusts and endowments to organise schemes for the relief of the unemployed, recommended the Government to fix the age-limit for retirement from Government service at 50 and to raise the age-limit for entry thereto to 30, appealed to the unemployed to register themselves as such at the coming census and urged the Government to take full advantage of the occasion to take a complete statistics of the unemployed.

It was resolved to wait in deputation on the Advisers to the Madras Government with a view to draw their attention to the magnitude of the problem and to the need to tackle it properly by setting up the Standing Committee asked for.

(The Hindu, 23 and 24-12-1940).✓

Relieving Middle Class Unemployment:
Training Course instituted by Department of Industries,
Bengal. ✓

According to a notice dated 7-12-1940, issued by the Director of Public Information, Bengal, in furtherance of the scheme for relieving unemployment among the middle class youths of Bengal, the Department of Industries, Bengal, will enlist fresh batches of students for free practical training in the manufacture of metal casting, cutlery, pottery goods and umbrellas. The full course covers a period of 8 to 9 months. It will be open only to unemployed youths of Bengal who are keen on following the industry as a means of livelihood after the completion of their training.

Further, in connection with the scheme of training for the manufacture of inks, adhesives, disinfectants and sealing wax, the Department of Industries, Bengal, in the Chemical Section is making arrangements for enlisting fresh batch of students for giving them free training in the above subjects. The training class will be held at the Industrial Research Laboratory, Calcutta, and the full course of training will ~~cover a period of four to six months~~. The minimum qualification necessary will be passing of the I.Sc. Examination, but preference will be given to those who have passed the B.Sc. Examination.

(Communiqué dated 7-12-1940 issued
by the Director of Public Information,
Bengal.). ✓

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MIGRATION.

Indians in Ceylon, 1939:

Report of the Agent of the Government of India*. ✓

The Annual Report for 1939 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 1939 was 5,922,000; of these about 800,000 were Indians.

Indian Estate Population. - The number of Indian labourers and their dependents on estates on 31-12-1939 was 678,908 as against 682,570 at the end of 1938 and 677,987 at the end of 1937. Of the 678,908 persons, 209,718 were men, 202,819 women and 266,371 children. The total number of estates employing 5 or more Indian labourers and paying acreage fees to the Indian Immigration Fund on 31-12-1939 was 1,322 as against 1,325 in 1938 and 1,372 in 1937.

Migration Statistics. - The number of Indian estate labourers who came to Ceylon from India during the year 1939 was 29,259 as against 47,210 in 1938 and ~~51~~ 51,427 in 1937. During the year under review 31,714 estate labourers (excluding repatriates) returned from Ceylon to India against 43,803 in 1938 and 37,605 in 1937. There were 2,455 emigrants from Ceylon in excess of immigrants from India. There was a sudden steep fall in the number of immigrants from August due to the ban on emigration ordered in the Government of India notification of the 1st August 1939. The notification of the 1st August 1939 prohibited the emigration of all persons departing out of British India to Ceylon for the purpose of unskilled labour work.

There were 44,134 more departures than arrivals in the unassisted class during the year as against 45,923 in 1938 and 30,810 in 1937.

Labour Position in Estates. - The condition of the tea and rubber industries, with the prosperity of which the welfare of the vast majority of the Indian labourers in Ceylon is bound up, may be said to have been satisfactory during the year 1939, and better than in 1938. The outbreak of war early in September caused a sudden and considerable advance in commodity prices. The average price of tea per pound rose from 73 cents on the 1st August to Re. 1.01 on the 1st November and fell to 92 cents towards the end of December. The exportable quantity of rubber from Ceylon under the International Agreement was 62,275 tons in 1939 as against 45,375 tons in 1938. The total net exports during the year amount to 61,584 tons in 1939 as against 49,282 tons in 1938. The price of rubber continued to be fairly steady during January to August after which it showed a distinct rise during the remaining months of the year.

No shortage of labour was experienced by the estates during the year. During the first three months of the year many planting districts

* Annual Report of the Agent of the Government of India in Ceylon for the year 1939. Published by the Manager of Publications, Delhi. 1940. Price Re.1-10-0 or 2s.6d. pp.51.

were partially affected by drought and work was in consequence short on many estates. The stoppage of recruitment and subsequently the prohibition of emigration from the 1st August 1939 continued to have an indirect but nevertheless substantial and wholesome effect on the general condition of labour on estates and availability of work. In the last quarter of the year, however, labourers thrown out of work found some difficulty in securing new employment. Though the prevailing labour unrest was a contributory factor, this was mainly due to an absence of demand for any additional labour on estates.

Minimum Wages on Estates.- The following rates of wages continued to prevail up to 12-6-1939:-

			<u>Men</u>	<u>Women</u>	<u>Children</u>	
			Cents.	Cents.	Cents.	
Up Country	49	39	29) With issue price of rice not exceeding Rs.4/80 per bushel.
Mid country	43	35	25	
Low country	41	33	24	

The Wages Boards met early in 1939 and made ~~their~~ recommendations that the wages on mid and low country estates should be restored to the levels which prevailed before February 1932. This decision was confirmed by the Ceylon Government and the revised rates came into legal effect from the 12th June 1939. The following were the rates of minimum wages in force on estates from the 12th June 1939:-

			<u>Men</u>	<u>Women</u>	<u>Children</u>	
			Cents.	Cents.	Cents.	
Up country			49	39	29) With issue price of rice not exceeding Rs.4/80 per bushel.
Mid country			47	37	28	
Low country			45	36	27	

The cost of foodstuffs and other articles used by Indian estate labourers has risen since the declaration of war, at any rate since about November. This rise in the cost of living calls for an adjustment of earnings in proportion, and the matter has been brought to the notice of the authorities concerned.

Housing of Labourers.- Of the 577 estates inspected during the year, overcrowding was noticed on 41 estates of which 20 were only slightly overcrowded. Of the 82,655 line rooms inspected during the year 15,854 were found to be not up to Government standard and 66,801 were up to requirements. The Director of Medical and Sanitary Services reports:- "The percentage of non-overcrowded lines was 90 compared to 80 in 1938. Great improvement has also been made in the type of line built."

Maternity Benefits.- Details of an informal "agreement" between the Ceylon Health authorities and the representatives of the planting community regarding maternity benefits on estates were given at pages 54 of our May 1939 report. It was also stated that a draft Maternity Benefits Ordinance had been introduced in the State Council (vide page 2 of our March 1939 report). The question had arisen whether in view of the "agreement", estate labourers should be excluded from the benefits of the Bill. Standing Committee 'B', to which the Bill had been

referred, did not recommend the exclusion of estate labourers from its scope, but added a proviso to section 5 of the Bill prescribing that exemptions from liability to pay maternity benefits, at the cash rate of 50 cents. a ~~xxx~~ day for two weeks before and 4 weeks after confinement, under the Ordinance could be granted to an employer by the Controller of Labour if the latter was satisfied that such employer had provided such alternative benefits for female labourers resident upon estates as would be prescribed, and had made arrangements to his satisfaction to give effect to such undertaking. The Standing Committee also recommended the deletion of the proviso to section 18 of the draft Bill which, if allowed to remain, would have enabled an estate employer, if he chose, either to decline payment of maternity benefits under the new Ordinance or to avoid the obligation to provide a free lodging under section 12 (1) (f) of Ordinance No. 9 of 1912. The Ordinance as amended by the Standing Committee passed its ~~third~~ ^{third} reading in the State Council on the 19th July 1939. The Ordinance was however not brought into force during the year. Statutory regulations under clause 5 prescribing the alternative benefits which would entitle an employer to pay cash benefits at less than the Ordinance rate of 50 cents. a day for 6 weeks have also not yet been framed.

Résumé of Events.- (1) Dismissal of Indian Employees from Government Service.- 1939 has been an eventful year in the history of Indian labour in Ceylon. The Ceylon Ministry's scheme of dismissal of Indian daily paid workers was published early in March 1939. The announcement of this policy provided ~~x~~ the occasion for an intensification of the anti-Indian agitation, particularly in Colombo and its neighbourhood. This took the form of an aggressive boycott of Indian shops and demonstrations against the employment of Indians in Colombo. Repercussions of this movement were felt in ~~xxx~~ the planting areas where a certain amount of uneasiness among Indian estate labour was first noticed. The first strike in the history of Indian estate labour in Ceylon occurred towards the end of April 1939. The ferment gradually increased both in Colombo and elsewhere until about the end of August.

The Ceylon Ministry's scheme for the discontinuance of Indian daily paid staff in Government Departments was brought into effect on the 1st August. Certain modifications in it made by the Ceylon Government did not remove the objection to it on principle and did not satisfy Indian opinion. On 1-8-1939, the Government of India acting under the newly introduced Section 30-A (1) of the Indian Emigration Act published a Notification that in view of the great uncertainty prevailing in Ceylon regarding the employment of Indian unskilled labour in that country, as a result of the policy of the Ceylon Ministry, emigration to Ceylon for the purpose of unskilled work would be prohibited with effect from 1-8-1939.

(2) Organisation of Estate Labourers.- With the outbreak of the war on the 3rd September active anti-Indian boycott movement in Ceylon subsided. The uneasiness among estate labourers however took a new turn. Organised associations of labourers began to be formed on many estates. The movement which was hitherto unknown among Indian estate labourers grew rather rapidly. This was a sign of the times and indicated a rise of a new consciousness; and Indian labourers in Ceylon learned for the first time the value of collective bargaining and the advantage of giving united expression to grievances. A number of strikes occurred on several estates in the last four months of the year. The position tended to deteriorate gradually, though fortunately no cases of violence were reported up to the end of the year. The movement for the formation of labour unions appears to have come to stay.

In some cases employers tried to meet the situation created by the spread of the organisational movement among labourers by trying to get rid of the "leaders" who were canvassing membership for associations. Since August the Agency received 135 petitions alleging victimisation of labourers for no reason except that they worked for the formation of associations. In almost every case it was denied that the associational activities had anything to do with the reason for the dismissal of the particular labourers. It is significant that the number of criminal trespass cases increased with the increase in the unrest on estates and the increasing anxiety of the employers to meet the situation.

(3) Health Conditions.— Health on estates was generally satisfactory. There was a slight rise both in the birth and in the death rates among the Indian estate population and a slight fall in the infantile mortality rates and in the number of maternal deaths. There was also a small increase in the number of midwives employed on estates and in the number of maternity wards. An increase was also shown in the number of estate schools and in the number of children attending them. It is however disappointing that no progress has been made in the matter of replacement of unqualified dispensers on estates by qualified hands. No progress was also made during the year in the spread of co-operative institutions on estates.

(4) New Legislation.— As regards new legislation affecting Indians, the Village Communities Ordinance, to which reference was made in last year's report, became law with effect from 1-1-1939. The Destitute Immigrants' Regulation (Amendment) Ordinance was assented to by His Excellency the Governor on 8-2-1939. An Ordinance to restrict the immigration into Ceylon of members of Indian Criminal Tribes received His Majesty's assent during the year. The Shops Regulation Ordinance came into operation with effect from 1-8-1939. ✓

Conditions of Indians in Trinidad in 1939:

Report of the Protector of Immigrants. ✓

Indian Population and their Economic Conditions.— According to the report of the Protector of Immigrants in Trinidad, there were over 161,000 Indians in the colony on 31-12-1939, and they owned nearly 114,000 acres of land. The principal crops grown are cocoa and sugar cane, the largest acreage (50,188) being under cocoa and the next largest (20,125) under sugar cane. Of the area owned nearly 10,000 acres are uncultivated and about 12,000 acres given to mixed cultivation. The rest of the acreage is distributed amongst a variety of crops — rice, corn, provisions, coffee, cocoanuts, limes, etc. There was a further slight decrease in the number of Indian cane farmers during the year, the figure being 9,444 as against 11,245 in 1938 and 13,822 in 1937.

Education.— 26,294 Indian children (16,032 boys and 10,262 girls) attended schools during the year under review while the total number of Indian children on the rolls in 1938 was 24,974 (15,538 boys and 9,435 girls).

Emigration Statistics.— 78 Indians arrived in the colony during the year and 87 left during the same period.

Vital Statistics.— The number of births registered for the year was 5,851, the number of deaths 2,721 and the number of marriages 652. The corresponding figures for 1938 were 6,540, 2,647 and 635 respectively.

Political Status.- Indians enjoy the same political rights and privileges as other sections of the Island population and follow practically the same occupations which include those of landlords, merchants, shopkeepers, dairymen, peasant proprietors, professional men and civil servants. Three Indians continue to be elected members of the Legislative Council. The East Indian Advisory Board established in 1937, to advise Government on matters concerning the community, functioned satisfactorily during the year.

(Press Note issued by the Principal Information Officer, Government of India; No.F.24/42/40-Pub. dated 4-12-1940.) ✓

Indo-Ceylon Exploratory Conference:
Reasons for Failure.

Reference was made at page 18 of our November 1940 report to the communiqué issued by the Government of India that the Exploratory Conference of the Delegation of the Government of India and the Government of Ceylon which began at New Delhi on 4-11-1940 terminated inconclusively, no agreement being reached on the major issue of the status of Indians resident in Ceylon. Details of the discussions at the Conference and reasons for its failure were disclosed by Mr. D.S. Senanayake, Minister of Agriculture, Ceylon, who was a delegate to the Conference, at the 21st session of the Ceylon National Congress:

Proposals of the Two Governments.- Mr. Senanayake said that the Ceylon Government Delegation proposed that franchise should be given to all Indians now in Ceylon who have permanently settled down there and full rights of citizenship should be given only to the second generation of such Indians. To make the point clear, Indians now in Ceylon may be divided into three classes: (1) The second generation of Indians who have made Ceylon their permanent home: To them the Ceylon Government gives full rights of citizenship and treats them as Ceylonese for all purposes. (2) Those Indians, who have made Ceylon their permanent home irrespective of ~~xxx~~ who their parents were and have resided at least for five years. To them the Ceylon Government not only offered to give the rights to continue to reside and earn their living, but also to confer franchise rights. Such Indians, however, will not be entitled to certain special benefits namely obtaining crown lands under Government scheme, etc. (3) Those Indians now in Ceylon who have not settled permanently there but continue to have connections with India. They will be entitled to obtain certificates to enable them to continue to reside and earn their living but they will not have any other rights, such as franchise.

Representatives of the Government of India rejected these proposals and made the following counter-proposals: (1) The first category in the Ceylon delegates' proposals: giving full rights of citizenship to second generation of Indians permanently settled in Ceylon, to remain; (2) Full rights of citizenship with exceptions stated below to be conferred on all Indians who can furnish proof (a) of five years' residence and (b) of permanent interest in the island. The fact that a married person lives in Ceylon with his wife and children should suffice to raise presumption of permanent interest. A similar test

is to be adopted for unmarried persons. The only exceptions from full rights of citizenship applicable to this class are the following:

(1) They may not claim the right for appointment in Ceylon Government service but their descendents are to be entitled to it, (2) they may not claim grants of crown land already set apart for Ceylonese but they are to have equality of rights to all other crown land. (3) The other Indians not coming under the above classes, to be entitled to engage in any lawful vocation or calling which they now exercise or may hereafter exercise without discrimination. These Indians now in Ceylon may, however, qualify in future to come within the second category.

In explaining the implications of the proposals of the Government of India, Mr. Senanayake said: "Their proposals would practically amount to our having to confer full rights of citizenship on the entire 900,000 Indians now in Ceylon, irrespective of the fact that their real home is India and not Ceylon except to those who choose to living in Ceylon. We found it impossible to agree to these proposals and so the conference had to end in an unsatisfactory manner. We suggested that the proposed Indo-Ceylon trade talks be taken up but the representatives of the Government of India said, as no mutual goodwill had been established, they were not prepared to discuss the question of trade between the two countries."

(The Indian Express, 23-12-1940.)

The U.P. Debt Redemption Act, 1940. ✓

The Governor of the United Provinces has promulgated the U.P. Debt Redemption Act, 1940. In the statement of objects and reasons appended to the Act, it is pointed out that experience has shown that the provisions of the Acts which were passed for the liquidation of agricultural debt in 1935, have failed to reduce debts 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 this Act which applies only to loans incurred before 1st June, 1940. Under the Act, debt is reduced by the application of low rates of interest - $4\frac{1}{2}$ per cent. - per annum simple interest in the case of secured debt and 6 per cent. per annum simple interest in the case of unsecured debt, where the contractual rate is greater than these rates. The Act also provides for the application of the law of damdapat in the form in which it applies to unpaid interest. The Bill does not provide for the application of the principle of damdapat to paid interest as this in many cases amounts to a reduction not only of accumulated interest but even of the principal of the loan, and would mean the extinction of a large number of usufructuary mortgages without any payment by mortgagor. Decrees passed under the provisions of the Act will be executable under the ordinary law except as regards execution against land and agricultural produce. If such decrees are sought to be executed by sale of land the court will transfer the necessary amount of land at a valuation to the decree-holder; but if at any time before such land is transferred the debtor expresses in writing his desire to have the land put to sale, the court will sell it. Furthermore, a portion of the debtor's land will be altogether protected from sale or transfer in execution of a decree for debt. A decree can, however, be executed against this protected land by the grant of a self-liquidating mortgage for a period not exceeding ~~in~~ twenty years. As regards execution against agricultural produce, only one-third of the agricultural produce of the debtor will be liable to attachment at any one time and the period of limitation for the execution of decrees against such produce is reduced to six years.

The provisions of the Act regarding the reduction of undecreed debt are also made applicable to debt which has been decreed before the Act comes into force. The provisions of the Act relating to transfer of land at valuation and the protection of a portion of the debtor's land from transfer in execution of a decree for debt, apply to almost all agriculturists irrespective of the amount of rent or revenue or income-tax paid by them. The Act will not apply to proceedings for the recovery of debt from an agriculturist if the creditor declares that he will not proceed against the land, agricultural produce, or person of the debtor in execution of his decree. When such a declaration is made the debtor ~~XXXXXXXXXXXXXXXXXXXXXXXXXXXX~~ will not be entitled to claim any reduction of debt under the provisions of the Act and the creditor will not be entitled to proceed against the land, agricultural produce or person of the debtor in realization of his decree. Loans advanced by scheduled banks are excluded from the scope of the Act. ✓

The U.P. Regulation of Agricultural Credit Act, 1940. ✓

The Governor of the United Provinces has promulgated the U.P. Regulation of Agricultural Credit Act, 1940, with a view to prevent excessive borrowing by agriculturists. The Statement of objects and reasons points out that the Act deals with debt that may be contracted on or after 1-6-1940. It is concerned only with the debts of agriculturists and only with the extent to which decrees based on such debts can be executed against agricultural produce and land. It provides that no decree can be executed against agricultural produce after six years have expired from the date of the passing of the decree and that not more than one-third of an agriculturist's crops can be attached at any one time in satisfaction of any decree or any number of decrees. The effect of these provisions is that the amount that will be lent to a borrower, whose only security is his crop, will be limited to an amount that he can pay without undue hardship. At the same time any credit that he may have by virtue of any other security which he may be able to offer will not be interfered with.

In the case of proprietors the Act provides that the land of a proprietor who does not pay more than 25 rupees local rate or 250 rupees land revenue, is protected and cannot be sold in execution of a decree for debt, unless the court is satisfied that sale would not be adverse to the interest of the judgment-debtor, and his heirs, and that the judgment-debtor has other sufficient means of livelihood. All that the creditor can obtain is a self-extinguishing usufructuary mortgage for twenty years. At the expiry of that period the land reverts to the judgment-debtor, without any payment by him. In order to prevent evasion of this Act the Bill provides that this protected land cannot be permanently alienated except with the sanction of the Assistant Collector-in-charge of the sub-division.

(The Government Gazette of the United Provinces
Part VII-A, dated 28-12-1940, pages 27 to 31.) ✓

8th Annual General Meeting of Employers' Federation of India,
Calcutta, 17-12-1940. ✓

The 7th annual general meeting of the Employers' Federation of India was held at Calcutta on 17-12-1940 with Mr. J.H.S. Richardson, Deputy President of the Federation in the chair, in the absence of Sir H.P. Mody, the President.

Presidential Address.- In the course of the presidential address, Mr. Richardson referred to the impact of the war on Indian industries and expressed satisfaction that a great deal of possible unsettlement was obviated by the large orders in India for war supplies which counter-balanced the ill-effects of the war. Mr. Richardson said it would be foolish for employers to relax in the slightest degree their interest in the present activities of the Government of India in regard to the impending labour legislation. The question of technical training was of tremendous importance. Referring to the first batch of Indians from workshops in India who would be leaving India next month, he said that it would give them an opportunity of studying the trade union movement and other labour organisations in England. Mr. Richardson said that these men when they returned to India would be pioneers of a better and more responsible trade union movement.

Sir H.P. Mody's Message.- In the course of a message to the Conference, Sir H.P. Mody, the President of the Federation, pointed out that the war has brought many problems in its train for the employers. They have adjusted themselves with expedition and efficiency to the new conditions which have been created and have throughout adopted a helpful attitude towards the common task of prosecuting the war to a successful conclusion. Many new departments of Government have been created for handling the situation and naturally enough, in the initial stages, a certain amount of dislocation and confusion has been in evidence. Things are now being better organised, however, and if the authorities concerned will make it an article of faith to keep in close and constant touch with industrialists, the war effort of the country will be greatly accelerated.

Subjects Discussed.- The proposed amendment of the Trade Disputes Act, ~~Holidays with~~ pay, the extension of legislation to labour employed in commercial establishments and the extension of maternity benefits to women employed in coal mines were among the subjects discussed at the meeting.

Office-bearers for 1941.- Sir H.P. Mody was re-elected President and Mr. J.H.S. Richardson, Mr. G.B. Gourlay and Mr. R. Menzies were appointed Deputy Presidents of the Federation.

(The Statesman, 19-12-1940.) ✓

22nd Annual General Meeting of the Associated Chambers of
Commerce of India, Calcutta, 16-12-1940. ✓

The 22nd session of the annual general meeting of the Associated Chambers of Commerce of India was held at Calcutta on 16-12-1940, Mr. J.H.S. Richardson presiding. The meeting was formally opened by Lord Linlithgow, the Viceroy.

Presidential Address.- In his presidential address, Mr. Richardson surveyed the Indian political and world war situations and dealt at some length with the repercussions of the war on Indian industry generally and the export trade in particular; he also referred to the contribution that Indian industry would be able to make towards the accentuated production of war supplies, provided industrialists were given sufficient encouragement by the Government. The main points in the address are briefly noticed below:-

Dwindling of Export Trade.- Directing attention to the dwindling export trade of India, he said: "A study of the pre-war sea-borne trade accounts of British India shows that the increasingly growing number of countries with whom we have ceased to trade entails a loss of exports to the value of something over Rs.260 millions. In addition, exchange difficulties, shortage of shipping, increased railway freight and taxation all show the extent to which the commercial community has to bear the brunt of the war."

Work of Supply Department.- Referring to the many criticisms of the Department of Supply made by the business community, he said, that it would be surprising if the formation and development of such a colossal organisation, which has placed orders from the beginning of the war to the end of September 1940, amounting to some Rs.565 millions, did not in its early stage breed a variety of defects which quite rightly appear to industrialists, who are eager for their services to be utilized to the full, as serious impediments to the war effort, and made it clear that they were made only with a view to promote more effective co-ordination of industrial effort for the prosecution of the war.

Viceroy's Address.- The address made by the Viceroy on the occasion comprehensively reviewed industrial, economic and political conditions in the country, and their bearings on India's war effort. The points of interest to the Office in the address are briefly noticed below:-

Stimulating War Production.- Detailing the steps taken to accelerate and augment war production in India, he said that the matter was engaging the constant attention of the Government of India. "The National Service Ordinance recently enacted aims at securing that the skilled labour at present available in this country shall be put to the most efficient use, and the technical training scheme that we have devised (and which is estimated to cost very nearly Rs.10 millions) is designed to increase in a year our supply of such labour by no fewer than 15,000 men. Those measures are designed not only to assist the war effort. They have in view also the avoidance so far as possible of dislocation in those industries which in the main subserve civilian needs.... I hope that by far the greater proportion of the instructors we need will be found in India. But this country cannot meet the whole demand,

and I appealed therefore to His Majesty's Government to help us by lending us a small number of men trained in the latest methods now in use in the United Kingdom." He added that Mr. Bevin, the British Minister of Labour, cordially acceded to the request, and further initiated a scheme for training a number of artisans in factories in the United Kingdom.

Contraction of Exports.- The policy of economic warfare followed by the Government of India entails unquestionably hardships on the commercial community and the only justification for it can be that that policy is designed to expedite the termination of the war. But while pursuing that policy, the Government is concerned to mitigate as far as possible the injurious effects which it inevitably involves. It is with that object that the Export Advisory ~~Committee~~ Council has been established.

Alternative Markets.- The Government of India has had under investigation the possibility of alternative markets for products the export of which has been curtailed and for increasing India's exports to countries with which normal trade relations continue. A Trade Commissioner has been appointed for Australia and New Zealand, and that appointment will assist the growing trade between India and those two Dominions both now and in the post-war period. Consideration is being given to appointing Trade Commissioners elsewhere and to deputing Trade Missions to some of the countries in which there is a prospect of increased trade either in raw products or in finished goods.

War Industries.- The impetus given by the necessities of the war has resulted also in the establishment of certain new industries, and one may look as time goes on for still further development in that direction. The researches of the Board of Scientific and Industrial Research, with which leading scientists and industrialists are associated, have already borne good fruit, and the problem of utilizing their result so as to enable industries to be started is under active examination. The prospects of one industry in particular, the aluminium industry are excellent. The raw material is available in large quantity in this country. The facilities that are now being afforded by the Government are calculated to result in early production of this commodity which is most necessary and important for purposes of the war, and which will be of equal value after the return of peace. And the aluminium industry is only one of many others which have a bright future.

Work of Department of Supply.- Despite the admitted limitations upon many of the activities of the Department of Supply, its record stands scrutiny. The business done by the two purchasing organisations under the Department amounted in the first year of the war to ~~is~~ no less a figure than Rs.565 millions. By the end of 1940 India shall have supplied for war purposes 280,000 tons of Indian timber at a cost of just over Rs.27.3 millions, cotton canvas and cotton jute union canvas valued at Rs.27 millions; 12 million garments costing something like Rs.70 million, and tents costing over Rs.52 ~~thousand~~ ^{million}. The labour force employed on the making of Army clothing (to take one item alone) has risen from 750 before the war to about 18,000 to-day. Those are a few typical figures on the General Stores side. On the munitions production side, India has supplied to His Majesty's Government 120 ~~thousand~~ million rounds of small arms ammunition, nearly 400,000 filled shells of various calibres, large quantities of explosives, and very large quantities of engineering stores. India is also procuring naval crafts at an estimated cost of Rs.7.4 million. The Viceroy made no attempt to justify any failure there may have been to keep pace with

the requirements of the situation. , but he hoped that as both the Department and Industry settle down to the programme of forward production, the complaints will disappear.

Roger Mission and Eastern Group Conference.- There have been two events of great importance, for both of which India can claim to have been very largely responsible. The first was the arrival in India of the Ministry of Supply Mission under Sir Alexander Roger which will enable India to make much more rapid progress in the supply of munitions. The idea that such a mission should be sent to India originated in India many months ago. The arrival of the Mission preceded by a few weeks the opening of the Eastern Group Conference. This Conference was called to consider the war supply problems of the Empire countries east of Suez. The suggestion that it should be held was sent from India, again, many months ago. Indian industrialists took part in the Conference as Advisers. For reasons that would be appreciated, he said, he could not enter into the conclusions and the recommendations of the Conference. But it was generally agreed by the visiting Delegations, the Ministry of Supply Mission, and the Indian Delegation, that the Conference accomplished what it set out to do, and laid the foundations of a sound co-ordinated War Supply policy. The Government of India had no hesitation in accepting its recommendations and it is hoped that His Majesty's Government in the United Kingdom and the other participating Governments will find it possible to do the same; and that ~~it would be possible~~ to settle down without delay to give effect to its proposals.

Political Situation.- The Viceroy concluded his address with a review of the political situation in the country. He pointed out that ~~an~~ offer which he had ^{been} made on the 8th August last which affirmed that the accepted goal of the British Parliament was the attainment by India of free and equal partnership of the British Commonwealth, that the responsibility for framing the future constitution of India, subject to certain fundamental obligations of Great Britain, rested with Indians, that the rights of minorities should be adequately safeguarded, that immediately after the war a body representative of all the principal elements of Indian national life would be set up to devise the framework of the new constitution, and that in the meantime they proposed to expand at once the Government of India by the inclusion in it of Indian political leaders and to set up a War Advisory Council which should contain representatives of the Indian States as well as of British India. He invited the various Indian political parties to unite and work out the offer which was still open.

(The Statesman, 17-12-1940.)

Resolutions Adopted.- The following were ^{among} the resolutions adopted:

(1) Distribution of War Supply Contracts to include Smaller Concerns.- "The Associated Chambers wish that in the granting of Contracts by the Supply Department the interests of small established and reliable concerns should have 'special consideration'".

In moving the resolution, Mr. P.H. Guest (Northern India Chamber) pointed out that this resolution has emanated from a feeling that, with the transfer to Calcutta of many of the offices of the Supply Department and particularly the offices of Munitions Production and the Contracts Directorate, there will be a tendency for a centripetal force to operate with the result that those areas most remote from the centre will tend to be forgotten or neglected.

Industrial concerns may be grouped into three classes: (a) Those first-class firms of large size found in Bengal and Bombay who will contribute mostly to equipping the armed forces; (b) Firms of much smaller capacity but capable of contributing in the aggregate very considerably to the war effort; and (c) Petty firms who can only be brought into the productive orbit by the co-ordinating efforts of the firms of the first and second class in their respective areas. The resolution implies that there is a danger not only of the petty concerns but also the provincial firms, being drawn under the control of the Bengal and Bombay concerns. At present * in the Punjab much machinery is either idle or only being utilized to a small extent because its peace-time work has been severely restricted due to causes originating from the war.

The resolution was adopted with the amendment that the words "not be overlooked" be substituted for the words: "have 'special consideration'" at the end of the resolution.

2. Need to Amend Workmen's Compensation Act to exempt Employers from Liability for War Injuries.- "This Association urges upon the Government of India the advisability of enacting without delay legislation with a view to relieving employers of their liability to pay compensation under the Workmen's Compensation Act in respect of injuries that may be caused to operatives by the acts of an enemy or acts done in repelling an enemy; and providing for the payment by the State of compensation to such operatives."

In moving the resolution, Mr. C.P. Bramble (Bombay Chamber of Commerce) pointed out that so far as injuries resulting from war are concerned the present position is by no means clear. It would seem to be that an employer is liable for all injuries received indirectly by his workmen, while in the course of their employment. It is true that the employer can at present pass on his ill-defined and nebulous liability to the assurance companies, but for how much long that would be possible, one does not know.

The Government of India has already taken satisfactory action to cover the case of sea-faring men. There is also the experience of the compulsory insurance of commodities on land undertaken by Government at the cost of the merchants.

(The Statesman, 17-12-1940, Y
and the text of resolutions adopted,
forwarded to the Office by the
Secretary, Associated Chambers of
Commerce, Calcutta.) ✓

The Delhi Provincial Shop Assistants' Conference, Delhi, 29 and
30-11-1940. ✓

The Delhi Provincial Shop Assistants Conference was held at Delhi on 29 and 30-11-1940, Nawabzada Mahmud Ali presiding. Resolutions adopted by the Conference, inter alia, requested the Local Government to enforce the Bombay Shops and Establishments Act in the Delhi Province, urged shopkeepers to fix an eight-hour working day and allow one month's leave in a year or pay one month's extra salary. The conference ^{also} demanded 25 per cent. ^{increase in wages as} war allowance on account of the increased prices.

(The Hindustan Times, 1-12-1940.) ✓

Trade Unionism in Hyderabad State:
Labour Leaders' Protest against Government's Opposition. ✓

Several labour leaders in India, including Messrs. V.R. Kalappa (President, All-India Trade Union Congress), Jamnadas Mehta and S. Guruswami (President and General Secretary respectively, All-India Railwaymen's Federation) and Aftab Ali (President, All-India Seamen's Federation) have issued a statement protesting against the attitude of the Government of Hyderabad State towards trade unionism; relevant extracts from the Statement are reproduced below:

"It is disconcerting to note that the hitherto liberal policy of His Exalted Highness the Nizam's Government in respect of trade union movement in the State has changed of late. The withdrawal of the 12 years' uninterrupted recognition of the State Railway Employees' Union on personal grounds and the Administration's insistence on highly retrograde and unheard of terms of recognition for the Union to agree to without question are facts in evidence. So far as we can see, the differences between the Union and the Administration are capable of adjustment to mutual satisfaction. Any prolonged tension is neither desirable for Government nor conducive to the welfare of the workers, and the impasse should therefore be ended."

(The Hindu, 13-12-1940.) ✓

24th session of Indian Economic Conference, Mysore,
28 to 30-12-1940. ✓

The 24th session of the Indian Economic Conference was held at Mysore from 28th to 30-12-1940, Mr. D.R. Gadgil, ^{Director, Lokhale Institute of Politics and Economics, Poona,} presiding. The Conference was formally opened by His Highness the Maharaja of Mysore.

Address of the Maharaja of Mysore.- In opening the Conference, the Maharaja referred to the present political and economic ills of the world which have resulted in the present war and to the suffering of the masses on that account. He said that unless the masses were assured that a new order would be established in harmony with their hopes and needs by peaceful and constitutional means, the millions who were bearing in patient hope the uncertainties and the horrors of the present war, would turn to those who made insidious promises of a short cut to Utopia through revolution. Concluding, His Highness opined that the task of those who would build a new world from which war and poverty should be banished was two-fold. They had to prepare plans for the new order of things, political and economic, which could be demonstrated to be possible ~~as well as~~ as well as urgent and desirable. The other part of the task was to enlist the feelings of men and women on their side, to make them willing and eager to adopt their proposals. In these tasks the economists had a great part to play.

Presidential Address: Rural Indebtedness.- Mr. Gadgil took up the question of the manner in which the economic policy of the State in India should be modelled as the theme of his Presidential address. Referring to the operation of laissez faire policy in Indian economic policy, he drew attention to the development and the working of the rural credit system in India as offering a specially instructive ^{example.} One witnesses the results of a rapid transition from conditions of restraint imposed by laws and by social conventions to a state where there was complete liberty for the borrower to ruin himself and for the creditor to exploit him mercilessly. The fundamental factor in these relations is the great disparity in knowledge and economic power between the two parties, so that, where the disparity is the greatest the results are the worst. It is in the more precarious and poverty-stricken tracts that the money-lender is decisively dominant; and where, as in the case of the aboriginals, these conditions are accentuated by habits born out of a traditional primitive life the borrower is often no better than a serf. The failure of a policy of laissez faire to generate corrective forces, even in the very long term, is only too obvious over the whole field of Indian rural credit.

Wages of Labourers.- Another large field in which the failure of the usual 'laissez faire' assumptions may be shown to be markedly evident is that of the wages of industrial labour. The traditional market analysis yields the result that payments for similar services will be the same and it has been usually taken for granted that payments to the various types of workers in given occupations or industries in a locality or a region will tend to uniformity. This trend should further be specially marked among workers in modern large-scale industry who are concentrated in a

few important centres. The data regarding wages paid to industrial workers in India reveal a state of things which is at considerable variance with the results of this market analysis. Except where some measure of collective bargaining or external regulation is present, large differences are found to exist between the scales of payments to workers engaged in even contiguous establishments and no trend can be observed towards the disappearance or reduction of such differences. The forces which are usually said to make for a disturbance in the working of a free market for labour in other countries have mostly been absent in India. Trade unions have been either absent from large parts of the field of industrial labour or, where present, have been mostly ineffective; employers' organisations have also not usually paid any attention, till very recently, to the regulation of wage rates and the State has done nothing. And yet in this market, subjected to almost no influence or interference from outside, one finds conditions which can only be described as chaotic. In India industrial labour grew up mostly in new cities and was recruited from diverse regions, diverse occupations and from all strata of society. This heterogeneous mass was again not stable in its composition for any long period. Hence it, and in a somewhat similar manner the class of employers also, ideally fulfilled the requirements of free market analysis. The result lends support to the view that except under appropriate social conditions 'laissez faire' does not lead to order but, as one would naturally expect it to do, to chaos.

Technological Unemployment.- Referring to the problem of technological unemployment, the President pointed out that it is only recently that the spread of modern industry and the continued progress of invention have brought home the difficulties of industrialisation acutely. That is why there has been in recent years more consideration given to the immediate unemployment caused by the progress of technology, as apart from the larger employment it may ultimately create; and in this latter respect also the verdict is not so emphatic as it used to be once. Even so the industrial countries of the West have experienced nothing like that entire upsetting of the traditional economy without compensating alternatives which has been the experience in India for a century. The nearest to this experience that the West has approached has been in the field of agriculture, where the technological changes in Colonial agriculture have impinged disastrously on the peasantry of many European countries. Even the modern refinements in the analysis of technological unemployment do not take into account the large variations in the incidence of this unemployment as between country and country. And yet in India these differences are the most striking feature of the situation. Here the technological revolution has meant chiefly the successive loss of avenues of employment. And this experience must continue with the constant progress of technology as long as the ~~desperate~~ position continues. Wherever either social, political or geographic factors prevent the wide adoption of modern technology the impact from outside of its products must lead to unemployment without necessarily resulting in sufficient compensatory action. These aspects of the question rarely receive their due attention and the analysis is carried on on the hypothesis of universalism, because its postulates fit, approximately, or used to fit the facts in the Western countries.

Landlord System.- All these considerations emphasize the fundamental importance, in ~~data~~ determining economic policy, of the social environment within which the economic problem is posed. In the field of applied economics the social background is all-important, especially

when there is an attempt, as has happened throughout the last 150 years ~~to~~, to apply the theoretical analysis formulated and the lessons of experience gained in one country to another very differently circumstanced. In illustration of this, Mr. Gadgil referred to the development of the landlord system in India. While the peculiar character of the system introduced in Bengal was no doubt the result of particular local and historical circumstances, men like Lord Cornwallis may well have thought of the great benefits that the landlord system would confer on the land. Their policy was mainly based on the result of experiments in England. The result of the experiment in India was that the landlords, either in the permanently or the temporarily settled provinces have not functioned as pioneers of agricultural improvement,

Unemployment Insurance.- In most countries of the western world poor relief has been traditional and unemployment insurance in one form or another covers an ever widening field in recent years. In India the only measure of this character adopted has been the opening of famine relief works by Government at times of widespread failure of crops. The incidence of this relief is, however, occasional and it is further available only in times of failure of crops due to natural causes and not in other times of agricultural distress as, for example, that brought about by a collapse of prices. It is unnecessary to argue the case for the urgent need for the introduction of some general system of poor or unemployment relief in India. There should be no dearth of suitable items for a public works programme. The extent of the construction of roads, embankments, wells, tanks, or works of afforestation, etc., that could be ~~fully undertaken in rural India~~ is very considerable and this is work that will enlarge in a productive manner the country's capital equipment. Obviously, the scale on which these annual works are provided would be very much smaller than is usual in a year of famine; they would also not be large concentrated works but local works scattered over the district. Their cost, too, would not prove them uneconomic. In other countries where the policy of relief through public works has been found costly that has been largely because of the need of adapting labour, which was mainly industrial, to work to which it was unaccustomed and in some respects unsuited. In India, however, labour seeking work on relief works would be accustomed to the work it would have to do. The provision of work along these lines would obviate many of the difficulties in the way of the administration of relief or insurance schemes on the western model; and this seems the best way in which to begin to tackle this problem. It is conceded that the cost of such a continuous public relief-works policy would be considerable; but whatever the cost, it must be borne. For, this is a primary responsibility which the society must recognise and the State should take upon its shoulders.

Control of Investments.- The chief type of control exercised at ~~present~~ present over the introduction of new inventions is that by the activities of various types of vested interests. If the State itself controls investments likely to be affected by new inventions it is usually prompt in controlling them. The best instance of this is, of course, the attitude adopted by all Governments which own railway systems towards the extension of mechanical road transport. The Indian Government, faced with the new means of transport, talks of the danger to public investment; but it does not yet recognise the corresponding responsibility where the traditional mode of living of millions of people is similarly endangered. The extent of the suffering involved in the process of transition is yet very inadequately realised. The artisans and the agriculturists have undoubtedly suffered the most. The history of the fortunes of the handloom industry is a continuous record of

partial stabilisation followed by ever fresh periods of disaster. He said that detailed studies of conditions in centres like Sholapur and Poona had revealed the precariousness of the equilibrium in the industry and the appalling conditions of work and living obtaining within it. And yet Governments have attempted little to remedy or to alleviate the situation.

Location of Industry. - Lastly, Mr. Gadgil referred to the problems created by the location of industry. India is a vast country and the problem of location is of particular importance in it. In recent years there has been a controversy regarding the location of sugar factories and the permissible extent of the development of the sugar industry in the country. The report of the Tariff Board on the heavy chemicals industry pointed to the great advantages of a concentration of that industry. But its purely negative policy would not allow the Government to do anything in this regard. Attention was also drawn in this connection to the claim made by the iron and steel industry in India in respect of 'freight advantages'. This claim was allowed by the Tariff Board but it raises an important question of principle which needs careful consideration. The claim of the Tata Iron and Steel Co., in effect means that even a single monopolist concern, wherever situated, ought to commandeer the whole of the Indian market. At the same time, under the present policy, such a monopolist concern would be under no obligation not to indulge in rate-cutting to prevent the emergence of a competitor even in a distant part of the market.

While vested interests in India are too ready to seek support of arguments that would obtain for them a field free from external competition they often show themselves extremely impatient of the logical extension of these arguments, viz., internal regulation. An undue concentration of industries in one region is bound to accentuate the difficulties in other regions and a pure laissez faire attitude towards internal financial and industrial exploitation is likely to give rise to forces making for economic and social disintegration over large areas. What Indians have still to fight for is the recognition of the fundamental claim that the concrete facts of the situation shall be allowed to shape an appropriate positive economic policy for the country; and what is to be emphasised is that in the shaping of this policy the legitimate claims of the major geographical and social regions in the country should be given due weight.

Several papers on current economic problems were read at the Conference. Dr. J.P. Neogi, Minto Professor of Economics, Calcutta University, has been elected President of the 25th session of the Conference to be held at Bombay in December 1941.

(The Indian Express, 30-12-1940, and the Hindu, 3-1-1941.) ✓

The ~~2nd~~ 22nd session of the National Liberal Federation was held at Calcutta from 28 to 30-12-1940 under the presidentship of Mr. V.N. Chandravarkar, ex-Vice-Chancellor, Bombay University. A brief summary of ^{the} passages in the Presidential address and resolutions which are of interest to the Office, is given below:

Presidential Address: Plea for Industrial Planning.- After reviewing the political and war problems in India, the president urged the need for large-scale industrial planning. The Roger Mission and the Eastern Group Conference that met at Delhi only recently will do all that is needful for purposes of war-time industry and for correlation on that account between countries and interests with kindred aim. But this is only a temporary phase. What Indians ought to press upon the attention of the Government as also upon the attention of all businessmen in India is that a temporary alignment and co-ordination of effort are not enough. What India needs most is a definite and large-scale planning which will unmistakably provide for clear-sighted industrial prosperity of India after the war. And the task should be a joint consultation and effort between officials directly concerned and businessmen in the country as well. In all fields of industry, India is pushing ahead since the last war and there is no dearth of non-official talent and capital in this country, provided one knows how to harness it to this planning of industry and to the successful orientation and carrying out of the plan.

Resolutions: (1) War and Industrial Development.- Dr. P. Neogy moved the following resolution on war and industrial development:

"The National Liberal Federation of India strongly protests against the virtual exclusion of Indians from higher positions in the Supply Department in connection with its recent reorganisation and urges its Indianisation in order to win the confidence of Indians.

The Federation presses on the Government of India and the provincial Governments the importance of taking advantage of the present conditions to foster the industrial development of the country. It is necessary in its opinion for this purpose that the fiscal policy of the Government should be suitably changed and that special efforts should be made to secure the establishment or expansion of the basic chemical and other industries and the establishment of new industries under Indian control and management,

The Federation is of opinion that national interests require that special attention should be paid to the establishment of small-scale industries.

The Federation urges the taking of all possible steps to develop shipbuilding, aircraft and automobile manufacturing industries in the country.

The Federation appreciates the decision of the Government of India to appoint more trade commissioners with a view to finding new markets for Indian products, but in view of the magnitude of the interests involved is of the opinion that vigorous efforts should be made to find new outlets for such commodities the marketing of which has been adversely affected by the war."

(2) Indians Overseas.- The following resolution on Indians overseas was moved by the President:

"The Federation reaffirms its resolutions about the injustice to Indians overseas and calls upon the Government not to relax its efforts to remove the cause of their just complaints. The Federation welcomes the firm attitude adopted by them to take such further steps as may be necessary to protect the interests of Indians.

The Federation welcomes the raising of the status of the representative of the Government of India in South Africa from that of an Agent to the High Commissioner and wants the Government of India to appoint high commissioners in other Dominions. The Federation disapproves the appointment of officials to such posts and is of the opinion that all such offices should be held by Indians selected from the public life of the country."

(3) Reforms in Indian States.- "The National Liberal Federation expresses its full sympathy with the natural and perfectly legitimate aspirations of the people of Indian states for civil and political liberties.

The Federation urges that the rulers of states should without further delay concede to their subjects the rights of security of person and property, liberty of speech and press, freedom of association as well as representative government as a prelude to responsible government."

(The Amrita Bazar Patrika, 29-12-1940,
and Leader 1-1-1941.) ✓

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Meetings Announced

19th Half-Yearly Meeting between the Railway Board and the

A.I.R.F: Items on the Agenda. ✓

A Press Communiqué issued by the Government of India announces that the nineteenth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation will be held in New Delhi on January 8, 1941, and if found necessary on the 9th also. The following subjects are to be discussed: (1) alleged grievances of employees of the Bengal Doon Railway on their transfer to State Railway Service; (2) alleged grievances of ex-apprentices and retrenched employees of State-managed railways; (3) working of the rules regulating discipline and right of appeal of non-gazetted railway servants on State-Managed Railways and (4) the age of compulsory retirement for inferior servants employed on State-managed railways.

(The Hindu, 24-12-1940.) ✓

Second Conference of Labour Ministers to meet on 27 and 28-1-1941:

Items on the Agenda.

The second conference of Labour Ministers will be held at New Delhi on 27 and 28-1-1940. The agenda will include: amendment of the Trade Disputes Act, 1929; Holidays with Pay, extension of legislation to labour employed in commercial establishments and shops, amendment of Section 5 of the Factories Act, recognition of trade unions, sickness insurance, and the extension of maternity benefits to women employed in coal mines.

(The Statesman, 20-12-1940.) ✓

Technical Institute for Delhi:
Decision of the Government of India. ✓

The Government of India has decided to convert the existing Government High School and Commercial Institute at Delhi into a Technical Institute, in pursuance of one of the main recommendations of the Abbott-Wood Report. (A brief summary of the main recommendations of the Abbott-Wood Report was given at pages 84 to 86 of our July 1937 Report). The proposed Institute will contain, in addition to an experimental Technical High School, provision for courses or classes in technical, commercial and art subjects for students already in or preparing to enter employment. The Technical High School will provide for an annual intake of 60 pupils. The minimum age at entry will be 11 and the normal length of the course, six years. The school will thus contain about 360 pupils and no reduction in the total facilities for higher education in Delhi will be involved. It is hoped to start the new venture in the school year 1941-42.

The general aim of the Technical High School will be to offer to pupils of the normal high school type an alternative form of higher education of a less academic character which will allow a greater freedom of choice both to pupils and teachers and will comprise, in the later stages, grouped courses incorporating the principles of technology and of commerce. Technical skill and manual dexterity will not be pursued merely for their own sake. The object will be to cultivate an interest in the wider problems of modern industry rather than in the technical difficulties of particular processes, so that the pupil upon entering employment will have an interest in his trade or profession not confined only to the office or workshop but embracing its more comprehensive aspects, whether economic, technical or sociological.

(The Statesman, 7-12-1940.) ✓

SOCIAL POLICY IN WAR TIME. ✓

Wages.

War Allowance for Railway Employees:
Court of Enquiry Submits Report.

Reference was made at pages 49 to 50 of our August 1940 report to the appointment of a Court of Enquiry by the Government of India to go into the question of the need for the grant of war dearness allowance to railway workers. It is understood that the Court has submitted its report and that it will be published in January 1941.

(The Statesman and Hindustan Times,
14-12-1940.)

Grant of Grain Allowance to Low-Paid Central
Government Employees in Orissa.

The Central Government has decided to apply to Central Government servants in Orissa, except those in railways, the provisions of the scheme of grain compensation allowance adopted by the Orissa Government (vide page 29 of our November 1940 Report).

(Notification No. F-44(4)-R.II/40: dated
19-12-1940: The Gazette of India, Part I,
dated 21-12-1940, page 1750).

Industrial Development.

Plans for Construction of Air-Craft and Ships in India:
Government's Announcement.

The Government of India issued a statement on 16-12-1940 on the Government's policy ^{regarding} ~~the~~ the development of air-craft, shipping and automobile industries in this country; a brief summary of the Statement is given below:

Air-Craft Industry.- The statement points out that the Government of India has been most actively interested in a scheme for establishing an aircraft factory in India with American technical assistance. All assistance in obtaining the necessary plant and raw material from America when it cannot be obtained in this country has been given, and it has given such assistance as was needed to secure a suitable site for the factory in India. The Government of India has now entered into a contract under which it will buy aircraft to be produced in India by a company to be formed under the auspices of the promoters of the scheme.

Ship-Building Industry.- The Government of India has also been sympathetic to a scheme for establishing a shipbuilding yard, a site for which has been finally decided upon at Vizagapatam. Land has been leased to the promoters for the purpose in the Port Area and they have actually taken possession with a view to starting construction of the shipbuilding yard. There are considerable difficulties in starting a ship-building project in time of war such as procuring the necessary ship's engines which cannot be constructed in India and securing steel for the ship's hulls. The Government of India has used its good offices with the British Government to obtain the necessary assistance from the United Kingdom and will continue to do all in its power to help in overcoming difficulties.

Automobile Industry.- The Government of India shares the public's desire to see the manufacture of automobiles established in India, and it is willing to do all that is practicable to assist this development. The only private scheme which has been put before the Government contemplates the collaboration of Indian interests and American manufacturers in a plan which is confined to the assembly of imported parts in the first instance and later partial manufacture, relying largely upon the use of imported semi-manufactured parts. The wisdom of proceeding by stages is fully appreciated but the stages so far envisaged by the promoters will leave India still dependent upon foreign countries for essential supplies and the Government has had to bear this in mind when considering the proposition in the light of certain peculiar difficulties of the moment connected with the release of dollar exchange, the acquisition of machinery and other material, and the availability of skilled labour. The conclusion is that, so long as these difficulties remain, the Government would only feel justified in giving active support to the scheme in its present phase if it could be shown that its operation would constitute a direct and immediate measure of assistance to India's war effort; but after a careful examination of the position it has been forced to the conclusion that this would not be the case.

(The Statesman, 17-12-1940.) ✓

List of more important publications received in this Office during
December 1940.

Conditions of Work.-

- (1) Interim Report of the Riot Enquiry Committee, Burma. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1939. Price Annas 7 = 7d.
- (2) Final Report of the Riot Enquiry Committee, Burma. Rangoon: Superintendent, Government Printing and Stationery, Burma, 1939. Price Rs.2 = 3s.

Economic Conditions.-

- (1) Department of Development (~~or~~ Industries) Orissa;
 - (a) Bulletin No.2 of 1940 - Sal oil as an Economic Product of Orissa;
 - (b) Bulletin No.3 of 1940 - Raw Materials for Soap in Orissa; and
 - (c) Bulletin No.4 of 1940 - Permanent Writing Ink from Local Tanning Materials;
 By K.C. Sen, M.Sc., (Industrial Surveyor, All-India Village Industries Association, Orissa). Superintendent, Government Press, Orissa, Cuttack. 1940. Price Annas 2 each.
- (2) The Lessons of Tariffs in India. III. - Tariff in Relation to the Indian Cotton Industry, by N.G. Abhyankar, M.Sc.(Lond). Reprinted from "the Journal of the Indian Merchants' Chamber", December 1940.
- (3) Government of Burma; Reports of the Fiscal Committee:-
 - (a) Interim Report on Local Taxation (price Annas 2 or 2d.);
 - (b) First Interim Report of the Fiscal Committee (price Annas 3 or 3d.)
 - (c) Second Interim Report of the Fiscal Committee (price Rs.2-8-0 or 3s.9d.).
 Rangoon: Superintendent, Government Printing and Stationery, Burma, 1938.

Agriculture.-

1. Report of the Land and Agriculture Committee, Burma:-
 - a) Part I - Tenancy;
 - b) Part II - Land Alienation (price annas 6 or 7d.);
 - c) Part III - Agricultural Finance, Colonisation, Land Purchase (price Re.1 or 1s.6d.); and
 - d) Part IV - Regulation of Money Lending (price annas 6 or 7d.).
 Rangoon: Superintendent, Government Printing and Stationery, Burma. 1940.

Organisation, Congresses, etc.-

- (1) The Seventh Biennial Report of the National Council of Women in India. April 1938-October 1940.
- (2) National Council of Women in India, VII Biennial Conference, 27th November-1st December 1940. Resolutions.

Annual Report on the Progress of Education in the Delhi Province,
for the year 1938-39. Printed by Manager, Government of India
Press, Calcutta. 1940.

Annual Report of the David Sassoon Industrial School, Matunga, 1939-
40. Obtainable from the Superintendent, Government Printing and
Stationery, Bombay. Price annas 2 or 3d. 1940.

Annual Report of the Agent of the Government of India in Ceylon
for the year 1939. Published by the Manager of Publications, Delhi.
1940. Price Re.1-10 or 2s.6d.
