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**INTERNATIONAL LABOUR OFFICE**  
**INDIAN BRANCH**

Report for September 1938.

B. I. T. Registry
22 OCT. 1938
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**N.B.** Every section of this Report may be taken out separately.

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Ratifications.

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I.L. Convention re. Minimum Age (Non-Industrial Employment)  
(Revised): Orissa Millowners' Association, Balasore, Opposes Ratification

It is understood that the Government of India is now consulting industrial interests as to the possibility of India ratifying or giving effect to the I.L. Convention re. Minimum Age (Non-Industrial Employment) (Revised) adopted in 1937. The Orissa Millowners' Association, Balasore, after considering the Government's communication on the subject during the last week of August 1938, has decided that under existing conditions in India, and these in Orissa particularly, it was prejudicial to the interests of both Indian industry and labour to give effect to the Convention in this country.

(The Amrita Bazar Patrika, 28-8-1938.)

I.L. Convention re. Minimum Age (Non-Industrial Employment)

(Revised): U.P. Merchants' Chamber, Cawnpore, Opposes Ratification

The reply sent by the United Provinces Merchants' Chamber, Cawnpore, to the Provincial Government with regard to its enquiry as to the possibility of India ratifying or giving effect to the I.L. Convention re. Minimum Age (Non-Industrial Employment) (Revised), adopted in 1937, does not favour any legislation in this respect. It is pointed out that as long as primary education has not been made compulsory it would be clearly unwise to restrain the children of skilled labourers from learning the craft of their fathers from an early age.

The Chamber, however, agrees that children should not be employed in hotels, restaurants and places of public entertainment, particularly in such of them to which bars are attached, and suggests that the age limit be fixed at 15 for employment at such places. No legislation, it is stated, is necessary for this prohibition and observance of this may be enforced by stipulations in bar licenses or even by simple administrative instructions to the excise authorities. Beyond this the Chamber does not consider any legislative action to restrict employment of children necessary or just. (The National Herald, 21-9-1938).

The Motor Vehicles Bill, 1938, passed by the Central Assembly:  
Provisions re. Minimum Age and Hours of Work. +

At pages 2-3 of our May 1938 report were reproduced the provisions relating to age of employment and hours of work of drivers of motor vehicles in the Motor Vehicles Bill, 1938, which was introduced in the Central Assembly on 18-3-1938. The Select Committee to which the Bill was referred, recast the above provisions as follows:-

Age Limit for Drivers of Motor Vehicles:- Section 4 (1) No person under the age of eighteen years shall drive a motor vehicle in any public place.

(2) Subject to the provisions of section 14, no person under the age of twenty years shall drive a transport vehicle in any public place.

(3) No thing contained in sub-section (1) or subsection (2) shall prevent any person who, before the commencement of this Act, possessed a licence to drive a motor vehicle from obtaining a licence to drive a motor vehicle of the same class.

Restriction of Hours of Work of Drivers:- Section 64. (1) No person shall cause or allow any person who is employed by him for the purpose of driving a transport vehicle or who is subject to his control for such purpose to work ---

(a) for more than five and a half hours before he has had an interval of rest of at least half an hour; or

(b) for more than eleven hours before he has had an interval for rest of at least eleven hours; or

(c) for more than fifty-four hours in the week.

(2) The Provincial Government may by rule made under section 67 extend all or any of the provisions of sub-section (1) to drivers of such motor vehicles as may be prescribed.

(3) The Provincial Government may by rule made under section 67 grant such exemptions from the provisions of sub-section (1) as it thinks fit, to meet cases of emergency or of delays by reason of circumstances which could not be foreseen.

(4) The Provincial Government may require persons employing any person whose work is subject to any of the provisions of sub-section (1) to fix beforehand the hours of work of such persons so as to conform with these provisions, and may provide for the recording of the hours so fixed.

(5) No person shall work or shall cause or allow any other person to work outside the hours fixed or recorded for the work of such persons in compliance with any rule made under sub-section (4)

(6) The Provincial Government may prescribe the circumstances under which any period during which the driver of a vehicle although not engaged in work is required to remain on or near the vehicle may be deemed to be an interval for rest within the meaning of sub-section (1)

Debate over Select Committee's Report: Amendment reduces Daily Hours to 9:- During the detailed consideration of clauses which

began on 31-8-1938 in the Central Assembly, Mr. N.M. Joshi moved two amendments to Clause 64. By the first amendment the period for which a driver shall work at a stretch was reduced from five and a half hours to five hours. Mr. Joshi's other amendment provided that the hours of work of drivers shall not be more than nine hours a day. These amendments were accepted by the House without a division.

Amendment to provide for further Reduction of Hours of and for Weekly Rest Lost:- A third amendment by Mr. Joshi sought to empower the Provincial Governments to modify the provisions referring to hours of work in prescribed circumstances by increasing the interval of rest to one hour instead of half an hour, by reducing the hours of work per day to eight, by reducing the hours of work per week from 54 to 48 and by requiring that a driver shall have an interval of rest of 24 hours or one calendar day in each week.

The above amendment was pressed to a division and rejected by 34 voted to 29. The amendment was supported by the Government and opposed by the European Group, the Congress Nationalists and the Muslim League, while the Congress Party remained neutral. In the course of the debate Mr. Joshi's amendment was commended to the House by Mr. Clow and Professor Ranga.

(The Statesman, 13-9-1938).

The Bill was passed by the Central Assembly on 17-9-1938).

(The Hindustan Times, 18-9-1938). ✓

Indian Emigration (Amendment) Bill, 1938:

Passed by Central Legislature. ✓

Reference was made at pages 7-8- of our August 1938 report to the introduction in the Central Assembly of the Indian Emigration (Amendment) Bill, 1938, which empowers the Government to control "unassisted" emigration of unskilled workers from India. The Bill was taken up for consideration on 17-8-1938 on the motion of Sir G.S. Bajpai, (Secretary, Department of Education, Health and Land).

In doing so, he gave figures to show that unassisted emigration of unskilled labourers proceeding to Malaya and Ceylon was rapidly increasing year by year. This unrestricted flow of was likely to disturb the conditions of life of Indians in these Colonies, for whom the Government had secured a certain standard of wages after prolonged negotiations. The Central Government had therefore, after consulting with the Madras Government (for the emigrants were entirely Madrasis) decided to bring forward this Bill.

Professor Ranga moved an amendment penalising persons who assisted emigration in contravention of the Bill. (The Bill as it was, imposed penalties only on labourers who attempted to emigrate in contravention of the Bill). This amendment was accepted by the House and the Bill was passed the same day.

(The Hindustan Times, 18-9-1938). ✓

23. 4  
The Bill as passed by the Assembly was adopted by the Council of State on 20-9-1938.

(The Statesman, 21-9-1938). ✓

The Bengal Jute Ordinance, 1938:  
Limitation of Hours of Work and Looms in Jute Mills by  
Government. ✓

X At pages 6-7 of the present report, under the Section: "Conditions of Labour", is given a summary of the main provisions of the Bengal Jute Ordinance, 1938, promulgated on 9-9-1938. The Ordinance seeks to regulate output by empowering Government to reduce hours of work and to prohibit increase in loomage in jute mills of Bengal. ✓

The Employers' Liability Bill, 1938:  
Bill Passed by the Central Legislature. ✓

Reference was made at page 5 of our August 1938 report to the introduction of the Employers' Liability Bill, 1938, on 15-8-1938 in the Central Assembly. The Bill was taken up for consideration by the Assembly on 20-9-1938 and passed by it the same day. ✓

(The Statesman, 21-9-1938).

The Bill as passed by the Assembly was adopted by the Council of State on 22-9-1938.

(The Statesman, 23-9-1938). ✓

Employment of Children Bill, 1938:  
Bill passed by the Central Assembly and the Council of State. ✓

The Employment of Children Bill, 1938, introduced on 15-8-1938 in the Central Assembly, to which reference was made at pages 2 and 5 of our August <sup>1938</sup> report, was passed by the Assembly on 20-9-1938.

(The Hindustan Times, 21-9-1938). The Bill as passed by the Assembly was adopted by the Council of State on 22-9-1938,

(The Statesman, 23-9-1938). ✓

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The Bombay Industrial Disputes Bill, 1938:  
Bill Undergoing Second Reading. ✓

Reference was made at page 3 of our August 1938 report to the introduction on 2-9-1938 in the Bombay Legislative Assembly of the Bombay Industrial Disputes Bill, 1938. On the same day the Government moved that the Bill should be taken into consideration. Labour members in the Assembly opposed the motion without success.

In the course of the debate on the first reading of the Bill, members of the Assembly representing labour interests criticised the Bill for curtailing the right of workers to strike (vide pages 23-24 of the August 1938 report for the views of the Bombay Provincial Trade Union Congress on the Bill).

The debate on the first reading of the Bill came to a close on 15-9-1938, and the second reading was commenced on 16-9-1938. ✓

Conditions of Labour.

Bengal Jute Ordinance, 1938: Government to regulate Hours of Work and Restrict Looms in Jute Mills. ✓

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References were made at pages 16, 11 to 12, and 8 of the February and May 1938 reports respectively of this Office to the obstructionist tactics of a group of small jute mills in Bengal to frustrate the efforts of the Indian Jute Mills Association to effect a working time agreement between all jute mills with a view to control jute output. Unrestricted production since 1936 has led to continuing loss, which in its turn has already forced a few mills either to close down or to abolish double-shifts, thereby throwing a number of workers out of employment. The Minister of Commerce and Labour, Government of Bengal, met the gen group of dissident millowners to bring about an agreed formula regarding working hours, but without success.

Provisions of Bengal Jute Ordinance, 1938: Regulation of Hours of Work and Looms:- The Bengal Government thereupon issued an Ordinance on 9-9-1938 restricting manufacture of jute products by regulating hours of work in jute mills. (for text, vide pages 247 to 249 of the Calcutta Gazette Extraordinary dated 9-9-1938). The Ordinance reserves the right for Government to fix the times during which each mill can work and to restrict the increase or replacement of looms in any jute mill.

Appointment of Advisory Committee: A 45-Hour week fixed for jute mills:- In order that the Provincial Government may have the considered opinion of the industry itself in matters which affect it so vitally, it has set up an Advisory Committee to advise Government in regard to the Jute Industry in general and matters covered by the Ordinance in particular. At a meeting held on 12-9-38 the Committee recommended a 45-hour week as the maximum working period for all big mills, and a 72-hour week for the five small mills having 175 looms or under. The Committee is reported to have further recommended that no extension of looms should be granted to mills having 300 looms or over, but have suggested that the five small mills might be allowed extension of their looms up to 300, with the provision of these that as soon as any one of these mills increased its looms over 175, it would come within the 45-hour week regulation. (The Amrita Bazar Patrika, 14-9-1938)

Future Policy of Government:- The Government proposes utilising the period that will elapse from the date of the promulgation of the Ordinance and its being passed into an enactment in the next session of the Legislature, to investigate the possibility of the establishment of a statutory body with full controlling powers. It is not possible for Government, without consulting the interests involved to create such a statutory body immediately. It proposes therefore, before the ordinance takes the form of Legislative enactment, to send

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consult the industry and the interests involved regarding the administration of the Act and the constitution and the functions of the statutory body, and to make provision in the Act to secure for the proposed Statutory body ample powers to fulfill its purposes.

(Summarised from Press Note dated 9-9-1938 issued by the Director of Public Information, Bengal) ✓ +

Minimum Wages for Bombay Municipal Employees:  
Rs. 21/- and Rs. 19/- monthly for Women and Children  
Recommended by Standing Committee. ✓ +

References were made at pages 11 and 22 of our January and February 1938 reports to the decision of the Bombay Corporation to fix Rs. 25/- as the minimum salary per month, exclusive of benefits such as house rent allowance or the value of free quarters, for employees of the Corporation, excluding women, boys and men on daily wages. The Standing Committee of the Corporation at a meeting held on 31-8-1938 approved of two reports submitted by the Commissioner, Bombay Corporation, <sup>as first</sup> advising the Municipality against fixing the minimum wage payable to women and boys employed by the Municipality at Rs. 25, and the second against extending the leave rules to the inferior service.

Lower Minimum for Women and Boys:- The Commissioner recommended that the wages of women drawing Rs. 19 and below should be increased to Rs. 21 per month and that the pay of boys (there are at present only 3 boys in the Corporation's service) should be raised from Rs. 18/- to Rs. 19/- per month. The additional cost entailed by the increase given to women and boys is estimated to cost the Corporation Rs. 43,000 per annum. Arguing the case against the proposal to give women and boys also a minimum wage of Rs. 25/- per month, the Commissioner stated that to pay women and boys the same wages as are paid to men irrespective of the amount of work performed was neither an economical nor a reasonable proposition. It would only lead to a gradual replacement of women and boys by men and thus create a new labour problem. He also said that the expenditure entailed by such a step, amounting to Rs. 475,000 per annum, would be beyond the financial capacity of the Corporation. +

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No Extension of Leave Rules to Inferior Staff:- The extension of the leave rules to the inferior staff, the Commissioner said, would mean an additional liability of over Rs. 2,20,000 per year. He therefore advised against such extension, and the Standing Committee approved of the Commissioner's recommendation. ✓

(The Times of India, 2-9-1938), +

Mysore Motor Bus Drivers Demand 8-Hour Day:

Representation to Government by Mysore Motor Transport Workers Union. ✓

The Mysore Motor Transport Workers' Union has recently submitted a letter to the Chief Secretary to the Government of Mysore bringing to his notice certain grievances of motor drivers employed in the several bus services in Bangalore City. The letter alleges that the drivers are worked 16 hours and more per day. The Union urges the Government to fix their hours of work at eight per day and to undertake the necessary legislation in the matter.

The Chief Secretary has forwarded the letter to the Traffic Board, Mysore.

Existing Rules re. Hours of Work and Rest Periods.- Rule 46 of the Mysore Motor Transport and Taxes Act provides that "No person shall drive or cause or permit any person employed by him, or subject to his order, to drive a motor bus (1) for a continuous period of more than six hours or, (2) for a continued period amounting in the aggregate to more than eleven hours in any period of 24 hours calculated from midnight or, (3) so that the driver has not at least ten consecutive hours of rest in any period of 24 hours.

(The Times of India, 29-8-1938). ✓ +

Factory Administration in Hyderabad State

During 1936-37 \*. ✓ +

Statistics of Factories.- During the year 1346 Fasli (6-10-1936 to 5-10-1937) the number of factories on the register increased from 521 to 559. The net increment is the result of 40 factories being added, and 2 factories being removed from the register. Of the 559 factories on the register 410 factories worked during the year and the others remained closed. Of the factories that worked 65 were perennial factories and 345 seasonal. 231 seasonal and 6 perennial factories and ~~instruc~~ were connected with the cotton industry.

\* Report on the Administration of Factories and Boilers Inspection Department of H.E.H. the Nizam's Government for the year 1346 Fasli, (6th October 1936 to 5th October 1937). (With the Government Review thereon) --- Hyderabad-Deccan --- Government Central Press, 1938. pp. 20.

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Inspection.- Of the 410 factories in commission during the year 373 were inspected; ~~259~~ which 259 were inspected once, 79 twice and 35 more than twice. Besides, 38 unregistered factories ~~ere~~ were inspected and instructions to protect machinery were issued.

Statistics of Workers: Number of Children.- The average daily number of operatives in all the industries as estimated from the annual returns received from the factories was 32,493 or an increase of 2,761 over the figure of the last year.

During the year the average daily number of children employed was 256 in the spinning and weaving mills, and 779 in other industries (including 168 apprentices and students working in the Government Mint Workshops) as compared with 331 children employed in the spinning and weaving mills, and 610 in other industries (including 247 apprentices working in the Mint workshop) during the preceding year, or an increase of 94 in the total number of children employed in all the industries. In the year under report, 583 children were examined and granted certificates by the Certifying Surgeons as against 274 children in the preceding year.

Number of Women Workers.- During the year, the average daily number of female employees in all the registered factories was 10,647 of which 1382 were employed in the spinning and weaving mills. No case of employment of women in the nights was detected.

Accidents.- There were 119 accidents during the year of which 3 were fatal, 50 serious and 86 minor, as against 66 accidents (2 fatal 21 serious and 43 minor) in 1935. The Chief Inspector has remarked that the need for a Workmen's Compensation Act is being felt keenly. (A Bill is already under consideration of the Government.)

Protection of Machinery.- Protection of machinery is reported to be generally satisfactory. ✓ +

#### Industrial Disputes in U.P.: Government

Contemplates Legislation on lines of Bombay Industrial Disputes Bill. ✓ +

According to a message from the Statesman's Correspondent in Cawnpore, a measure on lines similar to the Bombay Industrial Disputes Bill, 1935, is likely to be introduced by the Government of the United Provinces in the next session of the local Legislative Assembly. The draft of the Bill, it is understood, is now under the consideration of the Government Industries Secretariat. The Bill is expected to provide for the recognition of trade unions, the appointment of a conciliator and board of conciliation and also possibly a court of industrial arbitration. Since one of the Cawnpore strikers' demands included agreement on terms of employment, the new measure, it is understood, will provide for the drawing up of standing orders regulating relations between employers and employees. -Providing Provision will be made for making strikes and lock-outs illegal and punishable under certain circumstances. (The Statesman, 11-9-1938). ✓ +

Working Class Cost of Living Index Numbers for various centres in India during July 1938. ✓+

The cost of living index number for working classes in various centres of India registered the following changes during July 1938 as compared with the preceding month.

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in July 1938 rose by 1 point to 106. The average in the year 1937 was 106.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in July 1938 remained unchanged at 71; for 1937 the average was 75.

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

Nagpur.- The index number (base: January 1927) of the cost of living in July 1938 declined by 1 point to 60, which figure is, however, provisional.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in July 1938 fell by 1 point to 55 which is also provisional.

(Extracted from the Monthly Survey of Business Conditions in India for July 1938.) ✓+

Western India Match Factory Strike, Madras:

Recommendations of Court of Enquiry:

10 Days holiday with Pay Recommended. ✓+

On 12-5-1938 the workers of the Western India Match Company Limited, Tiruvottiyar, struck work, consequent on the refusal of the management to accede to certain demands put forward by them. (Vide page 21 of our June 1938 report). The Government of Madras intervened, and as a result both parties agreed to a Court of Enquiry being appointed. A Court of Enquiry was appointed on 30-7-1938 to make recommendations in regard to "the pay, emoluments and facilities granted by the Western India Match Company, Limited, to the workers in Madras in comparison with the pay, emoluments, and facilities granted by other industries in the Presidency to their workers and particularly the pay, emoluments and facilities granted to their workers by other match manufacturers in the Madras Presidency."

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Recommendations of the Court.- The recommendations of the Court, (which held sittings from 12-9-1938 to 15-9-1938), submitted recently, are summarised below:-

1. Holidays with Pay.- In view of the fact that the workers' demand for paid holidays is very reasonable and also as some other industries in the city are already granting it and have not waited for legislation on the point, the Court recommends that the ten days' casual leave be granted to the workers. The Court considers that leave for 10 days is modest in view of the attendance bonus already being paid. The company employs 750 workers and this grant of 10 days' holidays has been estimated by the Court to entail an expense of Rs. 6,000 per annum.

2. Wage Rates.- The Court has found the rates of wages in the factory quite satisfactory and has, therefore, recommended no increase.

3. Hours of Work.- The number of hours of work per day at present is 9 $\frac{1}{2}$ . The union wants a 7-hour day with no reduction in wages. This, the Court points out, is not possible, but states that in some other major companies, however, the hours of work are 8, 8 $\frac{1}{2}$ , and 9.

4. Other Recommendations.- Other recommendations include the maintenance by the company of a more fully equipped dispensary. In view of the low dividends of the factory the Court does not think the Company can be asked to provide additional housing facilities for the workers.

(Summarised from a Communique dated 21-9-1938 issued by the Development Department, Madras.) ✓

Minimum Wages and Paid Holidays for Municipal Sweepers:  
C.P. Government Appoints Committee of  
Inquiry. ✓

The Government of the Central Provinces and Berar has appointed a Committee to examine the wages and conditions of work of sweepers in municipal and notified areas in the Province. The Chairman of the Committee is Mr. A.V. Thakkar, General Secretary, Harijan Sevak Sangh, Delhi, and its Secretary, Mr. P.K. Sen, Inspector of Factories, C.P.

Terms of Reference.- The terms of reference of the Committee will be -

(1) to examine the wages paid to sweepers, male and female and to report on (a) their adequacy or inadequacy; (b) the desirability and feasibility of introducing (i) a system of minimum wages and (ii) a system of holiday with pay; (2) to examine and report on their conditions of work and living with particular reference to housing and sanitation, and to make recommendations in regard to the measures necessary for bringing about an improvement.

(The Amrita Bazar Patrika, 27-9-1938). ✓

Jute Ordinance Condemned;  
Views of Bengal Provincial T. U. C. +

X  
At pages 6-7 of the present Report (under the section: "Conditions of Labour") are given the salient features of the Bengal Jute Ordinance, 1938. At a meeting of the Working Committee of the Bengal Provincial Trade Union Congress held on 12-9-1938 at Calcutta, under the presidentship of Mr. Mukundalal Sircar, a resolution was adopted protesting against the promulgation of the Ordinance, which, in the view of the meeting, aimed at festering the interests of capitalists, particularly of the European ones, to the detriment of the interests of the workers, including those of the jute growers and the general public.

The Ordinance an Anti-Labour Measure.- The committee held that the Ordinance hit the workers directly, as it contained neither any safeguards for preventing the existing rates of wages, already below the subsistence level, from suffering a further reduction owing to the shortening of hours of work as laid down in the Ordinance, nor any provision for those who would be thrown out of employment as a result of it. In the opinion of the meeting, the Ordinance was a gift to the European capitalists as represented by the Indian Jute Mills' Association for the assistance the European ~~block~~ bloc inside the Bengal Assembly gave to the present Ministry on the occasion of the voting on the no-confidence motion against the latter and revealed once more the anti-national and anti-working class character of the Ministry. (In this connection, reference may also be made to page 43 of our August 1938 Report.)

The meeting urged the immediate repeal of the Ordinance and called upon the workers of Bengal to carry on an incessant campaign against the Ordinance.

(The Amrita Bazar Patrika, 16-9-1938.)

Government Justifies Measure.- In a communiqué dated 24-9-1938, issued by the Director of Public Information, Bengal, the Government has justified the promulgation of the Ordinance as a necessary step to prevent a collapse in the jute mill industry, the existence and welfare of which is vital for Bengal. The jute mills, it is pointed out, have been losing money every month and it is estimated

that they were losing Rs. 4 millions a month. At the same time, they were producing more hessian and sacking, namely, more manufactured goods than there was a demand for, with the result that the stock was increasing rapidly and a time was soon arriving when many mills would have closed down throwing a large number of labourers out of work and many others would have curtailed their hours of work. It is believed that if the conditions had persisted in this manner 48,000 labourers would have been thrown out of employment, which number might have later increased to 70,000.

It is also pointed out that the result of the new rule will be that only those labourers working in night shifts will be retrenched and it is hoped that employment will be found for them in those mills which have already closed down and which will be opened under the new conditions. Instead of throwing so many thousands of labourers out of work everyone will have some work and will get some wages instead of some people getting full wages and some others starving for want of employment. This new law has been <sup>adopted</sup> ~~done~~ in accordance with the wishes of the labourers whose unanimous opinion it is that everyone should have some work to do rather than that some should have more and others should have nothing at all. ✓

Labour Welfare Work in Bombay City:

Government Orders Survey. ✓

The Government of Bombay has decided to make a survey of labour welfare activities undertaken by different agencies as a first step in the direction of extending and co-ordinating industrial <sup>welfare</sup> work in Bombay City. The Commissioner of Labour, Bombay, has asked various welfare institutions in the city to furnish him with the details of work done by them. He says that Government is of the opinion that the minimum needs of industrial workers are the establishment of libraries and reading rooms, provision of facilities for physical culture and recreation, and the publication of appropriate literature for industrial workers.

(The Indian Textile Journal, September 1938.) ✓

Socio-Economic Survey of Sholapur: Gokhale Institute  
of Politics and Economics to undertake 2-year Survey. ✓

At the request of the Sholapur Municipality, the Gokhale Institute of Politics and Economics, Poona, has begun a socio-economic survey of the city. The survey will consist of a study of small and large-scale industries, especially handloom and flour mill industries, wholesale and retail trades, markets, bazars and fairs, educational activities, social work carried on by public institutions and charitable bodies, some important professions, health conditions and problems of general interest to the city population, including water-supply and drainage, and samples of dwellings of the people. The study will also include the economics of transportation, labour conditions, taxation measures, excise policy, etc, of the city.

It is expected that the collection of data will occupy about 15 months and about the same time will be needed for the analysis and tabulation of the data and the writing of the report.

Mr. L.V. Gogte is in charge of the Survey. +

(The Times of India, 30-8-1938). ✓

The Bengal Shop Prices Regulation Bill:

Introduced on 22-8-1938. ✓ +

Prof. Humayun Kabir has introduced on 22-8-1938 in the Bengal Legislative Council the Bengal Shop Prices Regulation Bill, 1938, to provide for the regulation of prices of articles of merchandise sold in shops and through agents or representatives and to introduce fixed selling prices.

According to the Statement of Objects and Reasons appended to the Bill, the Bill is aimed to save middle class shopkeepers from the evil effects of unhealthy and unrestricted competition in trade. Uncertain prices and haggling mean time lost and tempers frayed. The present system entails unnecessary strain on the workmen in the distributive and allied sections in shops and very often results also in loss of trade and confidence of the buying public. It is, therefore, imperative that the State should control the retail and wholesale prices of various commodities and manufactured articles, by legislation designed to improve the present deplorable conditions prevailing in the general trade of the province.

The Bill enjoins a shopkeeper to fix the prices of his commodities at certain definite rates and not to make reductions in them as a result of haggling. The prices are not to be varied from time to time on the same day except in the case of perishable goods. Articles or goods are not to be exposed or displayed before customers without the price being definitely indicated and goods are not to be sent to residences of customers without marking on them their prices. Observance of the above provisions are to be enforced by creating a corps of shop inspectors.

The text of the Bill is published at pages 133 to 136 of Part IV-B of the Calcutta Gazette dated 1-9-1938. ✓

Need for Protection of Indian Textile Industry:  
Tariff Board Enquiry to be Ordered. ✓

The period of protection at present enjoyed by the textile industry in India will come to an end on March 31, 1939. The question whether the industry should continue to enjoy protection, and if so, for what period and at what level will, it is understood, be determined by a Tariff Board. The personnel of the Tariff Board to be appointed to conduct this inquiry is expected to be Sir A. Ramaswamy Mudaliar (Chairman), Dr. Sir Zia-ud-Din Ahmed and Mr. Roughton, members. A junior I.C.S., officer is likely to be selected to act as Secretary to the Board.

(The Hindustan Times, 4-9-1938). ✓

Regulation of Motor Transport in Ceylon:  
Census of Motor Vehicles Contemplated. ✓

The Government of Ceylon, acting on the principal recommendation of the Hammond Commission on Transport, has decided to take an island-wide census of motor buses, and lorries, and collect data about the routes on which they ply, the hours of work of men employed in them, their ownership and other factors. This will be followed by the establishment of a Central Authority for the control and direction of all motor transport in the Island.

It is also understood that a Highway Code for Ceylon, printed in three languages--English, Sinhalese, and Tamil-- will shortly be published by the Government for the instruction of all road users--motorists, busmen, pedestrians and carters. The object of the code is to

effect a reduction of accidents on the road. In recent years the Police Traffic authorities have drawn attention to the increasing toll of the road, and in their analysis of the causes of such accidents, have shown that the pedestrian is the chief cause of the accidents, closely followed by drivers.

(The Times of India, 24-9-1938). ✓

Development of Industries in U.P.:

Commercial Intelligence Service and Industrial Financing

Corporation set up. ✓

In addition to the establishment in the United Provinces of the Bureau of Economics for the collection of statistical data (vide page 33 of our August 1938 report), the local Government has set up a Commercial Intelligence Section attached to the Industries Department of the Government.

Functions of the Commercial Intelligence Service.- The object of the new section is the collection and dissemination of commercial intelligence. It will be independent of the Central Bureau of Economic Intelligence which will be under the Director of Public Information. The new section will attend to individual inquiries, will collect, collate and disseminate useful industrial and commercial information, will explore sources, actual as well as potential, of raw materials, their prices and other incidental expenses and will study the potential market for products of the United Provinces and the movement of commodities and agencies through which it takes place.

To help the business community, a monthly report of business conditions in the United Provinces will also be issued. The Commercial Intelligence section will also prepare an authoritative commercial directory for the United Provinces and issue periodical supplements. Schemes for starting small industries are being prepared and will be issued in the form of a special series to help commercially-minded educated young men.

(Statesman, 25-9-1938).

U.P. Industrial Financing Corporation.- With the object of financing small-scale enterprise in the Province, the United Provinces Industrial Financing Corporation, was started in June 1938 and registered as a joint stock company on 24-6-1938. The Corporation is a Government controlled body, three of its directors being nominees of the Government; the Government has further agreed, for a maximum period of 15 years and up to Rs. 150,000, to make certain annual payments to the Company. The capital authorised is Rs. 50,00,000 divided into 500,000 shares of ten rupees each. The present issue is 150,000 shares of ten rupees each.

(The National Herald, 22-9-1938). ✓

Planned Industrialisation of India: Congress  
Industries Ministers Conference, New Delhi, 2 & 3-10-38.

A conference of Industries Ministers of the seven Congress provinces with a view to studying the industrial possibilities of the various provinces and utilizing the existing industries for the improvement of the country was held at New Delhi on 2 & 3-10-1938 under the presidentship of Mr. Subhas Chandra Bose, President, Indian National Congress. Among those present were Mr. V.V. Giri (Madras), Dr. Katju, (United Provinces), Mr. Kanugga (Orissa), Dr. Syed Mahmud (Bihar), Mr. L.M. Patil (Bombay), all Ministers of Industries. Besides the Industries Ministers there were present Sir M. Visweswar-ayya, Mr. J.B. Kripalani, Mr. G.D. Birla, and Lala Shankarlal.

The proceedings of the conference opened with an address by the Congress President, and was followed by the reading of memoranda by various Ministers making suggestions.

Presidential Address.- Declaring the conference open, Mr. Bose said ~~That Congressmen to-day had not only to strive for liberty but had also to devote a portion of their thought and energy to problems of national reconstruction.~~ They had to determine whether this revolution would be a comparatively gradual one as in Great Britain or a forced march as in Soviet Russia, and there was no doubt that India's position demanded that it should be a forced march. With the problems of poverty and unemployment looming so large in the national life of the country to-day, the question of utilizing all the resources of the country to the best advantage of the nation had assumed enormous importance. He maintained that India had resources similar to those of the United States of America or Russia. What was wanted was a systematic and organised <sup>exploitation</sup> of those resources in the interests of the nation. He quoted the example of Russia, which had made remarkable progress since the War.

<sup>2</sup> Talking of cottage industries, the Congress President said that there was no conflict between cottage industries and large scale industries. Such a conflict, if any, arose out of misunderstanding. He was a firm believer in the need for developing India's cottage industries, though he held that they had also to reconcile themselves to industrialisation.

Detailing the problems of the conference had to consider he emphasized the following points:

- (1) Arrangement for a proper economic survey of each province.
- (2) Co-ordination between cottage industries and large-scale industries with a view to preventing overlapping.
- (3) The advisability of having a regional distribution of industries.
- (4) Rules regarding technical training in India and abroad for Indian students.
- (5) Provision for technical research.
- (6) The advisability of appointing a committee of experts to give further advice on the problems of industrialization.

Speech of Mr. V.V. Giri.- Mr. V.V. Giri, Minister for Industries, Madras, regretted that as regards the key industries, mineral resources, shipping and other means of transport, <sup>the views of the</sup> the views of the Congress Provincial Governments and the Central Government. <sup>such as the views of the Government.</sup> In his opinion, the Congress Industrial programme should be directed to make the country self-contained in respect of all industries for which raw material was available in the country and thus save the drain of millions of rupees to foreign countries and at the same time provide employment for the unemployed masses. He suggested the following points for consideration of the Conference.

1. A list of important and key industries deserving State recognition and encouragement should be drawn up.
2. These industries should be set up and fostered in areas which are economically more suitable so as to be in a better position to meet foreign competition and give the maximum relief to the consumer.
3. The indiscriminate expansion of a particular industry should be controlled to avoid cut-throat competition and to give adequate return to labour.
4. Currency, tariff, railway freight, etc., being vital factors for the development and progress of these industries, all the provinces and the States must combine and present a united demand to the Central Government for necessary help and protection.

Mr. V.V. Giri referred to Sir M. Visweswarayya's scheme for the establishment of an automobile factory in India and observed that the time had come when there should be coordination of all provinces in starting this industry and he had no doubt that even the Indian States would co-operate in this great objective which would prevent the annual drain of Rs. 8,00,00,000. He hoped that the Conference would come to definite and concrete conclusions on this point and give a lead to the country.

Others who addressed the Conference were Dr. Syed Mahmud, Mr. L.M. Patil, Dr. Katju, Mr. Kanunga, Mr. G.D. Birla and Sir M. Visweswarayya. All the speakers emphasized the need for proper economic planning, revitalizing the existing industries, both big and small, and devising ways and means for developing new industries. Sir M. Visweswarayya laid special emphasis on his motor industry scheme.

Resolutions Adopted.- The following resolutions were adopted by the Conference.

Unemployment to be combated by Planned Industrialisation.- This conference of the Ministers of Industries is of the opinion that the problems of poverty and unemployment, of national defence and of the economic regeneration in general cannot be solved without industrialization. As a step towards such industrialization, a comprehensive scheme of national planning should be formulated. This scheme should provide for the development of heavy key industries, medium-scale industries and cottage industries, keeping in view our national requirements, the resources of the country, as also the peculiar circumstances prevailing in the country. The scheme should provide for the establishment of new industries of all classes and also for the development of the existing ones.

Large-scale Industries to be started first.- This conference having considered the views of several provincial Governments, is of the opinion that pending the submission and consideration of a comprehensive industrial plan for the whole of India, steps should be taken to start the following large-scale industries of national importance on an all-India basis, and the efforts of all provinces and Indian States should, as far as possible, be co-ordinated to that end.

- (a) Manufacture of machinery and plant and tools of all kinds.
- (b) Manufacture of automobiles, motor boats, etc., and their accessories and other industries connected with transport and communication.
- (c) Manufacture of electrical plant and accessories.
- (d) Manufacture of heavy chemicals and fertilizers.
- (e) Metal production.
- (f) Industries connected with power generation and power supply.

Planning Committee.- With a view to doing preliminary work for giving effect to the first two resolutions this conference appoints a planning committee (the personnel of which will be announced later by the Congress President). To enable this committee to commence work forthwith the different provincial Governments are requested to make suitable financial contributions. The Committee will submit its report to the Congress Working Committee and to the All-India National Planning Commission provided for hereafter within four months of the commencement of its sitting.

All-India National Planning Commission.- This conference is further of opinion that a commission fully representative of all-India, including the British Indian provinces and the Indian States, should be appointed for the purpose of giving effect to the first two resolutions after due consideration of the recommendations of the Planning Committee. The commission, shall consist of the following to be called the All-India National Planning Commission, shall consist of the following members with powers to co-opt: (a) one nominee of the Government of each province or State co-operating in this work; (b) four representatives of the Federation of Indian Chambers of Commerce; (c) a representative of the All-India Village Industries Association and (d) all members of the Planning Committee.

Work of Planning Committee and Commission.- The Planning Committee and the All-India National Planning Commission shall have a paid non-member secretary with necessary staff. The Commission shall at its first meeting frame rules for its own procedure.

The Commission may appoint a sub-committee or sub-committees of experts to report to it on the technical or financial aspects of any industry under consideration and may for expert investigation employ suitable technicians.

The Commission shall submit interim reports on each industry by definite dates to be fixed by the Commission at its first meeting.

Reports on Selected Industries.- The first meeting of the All-India National Planning Commission shall be presided over by the President of the Indian National Congress. At that meeting the commission shall elect its own chairman who, if not already

a member of the Commission shall ex-officio become a member of that body.

The Commission shall in its report formulate complete schemes, including recommendations on the following points:--Place or places where a particular industry shall be established, with due regard to all relevant circumstances such as the supply of raw materials, natural and local advantages, facilities etc., method of organization of industry, whether it should be under complete State control or under private enterprise and, in the latter case, the mode of State aid and method of financing the industry and its management.

Financial Arrangements.-- Each co-operating province and State shall make an initial financial contribution to the Commission to meet all necessary expenditure.

As soon as the All-India National Planning Commission comes into existence, the Planning Committee provided for will be absorbed in the Commission and will place before the Commission all the facts materials, reports, etc., collected or drawn up by it.

Mr. V.V. Giri, Minister of Industries, Madras, will take the necessary steps for bringing into existence the All-India National Planning Commission and will also convene the first meeting of the Commission.

Power Alcohol -- Use of Molasses.-- The conference is of the opinion that it is of national importance that industrial and power alcohol should be manufactured in India and the necessary raw material, chiefly molasses, now available in India in huge quantities, which is at present being wasted, should be fully utilized. This conference has heard with satisfaction that the Governments of the provinces of the U.P., Bihar, Bombay and Madras have schemes for the manufacture of power and industrial alcohol under their consideration. This conference is of the opinion that all the provinces and States should fully co-operate and assist in the establishment and development of such an industry on an all-India scale, and to that end this conference strongly recommends that necessary legislation should be enacted throughout India to make illegal the sale of petrol unmixed with power alcohol for purposes of automobile fuel.

Co-operative Marketing.-- This conference resolves that all the provincial Governments and Indian States should co-operate with and assist one another in matters of marketing, industrial research, compilation and distribution of commercial and industrial intelligence, expert advice and technical and vocational education.

Automobile Industry.-- This conference favours the automobile project placed before it and recommends that the planning committee should examine the whole scheme in all its details and make its recommendations to the national planning commission.

(Statesman and Hindustan Times, 3 & 4-10-1938).

Statistics of Unemployment to be included in 1941 Census:  
Suggestion by Indian Merchants' Chamber, Bombay. ✓

The desirability of recording particulars of unemployment, both educated and otherwise, in the country while taking the next census in 1941 is urged by the Indian Merchants' Chamber, of Commerce, Bombay, in a recent communication to the Secretary to the Government of India, Department of Education, Health and Lands. This suggestion is made since preparations for the 1941 census are now in progress and the preliminary details regarding the form and method of collecting and tabulating the relevant particulars are under consideration. The next census affords, the Chamber says, an unique opportunity of making a concerted attempt "to remove a lacuna in the vital statistics of the country".

Employment Statistics:- In the last census, occupation was one of the headings under which information was required to be tabulated. The Chamber has suggested that efforts be made also to collect employment statistics under different heads such as industrial, agricultural and vocational.

(Times of India, 12-9-1938). ✓

Plea for new Agency for Relief of Unemployment:  
Memorandum to U.P. Government by General Secretary, U.P. Association  
of Educated Unemployed. ✓

Mr. G.M. Sinha, General Secretary, U.P. Association of Educated Unemployed, Allahabad, recently submitted a memorandum to the Minister for Development, U.P., suggesting the establishment of a separate agency to tackle the problem of unemployment in the United Provinces. The main points brought out in the memorandum are given below:

Lukewarmness of Departments of Industries: Need for New Agency.-  
Dealing with the work of the several provincial Governments Departments of Industries, the memorandum charges them with indifference to the proper development of industries in India, and asserts that a thorough overhaul of these Departments are necessary. But as the task would be a very heavy one, the memorandum advocated that, so far as the United Provinces is concerned, a separate agency should be set up under the Department of Industries of the Province to organise and develop industries in right earnest. The scope and methods

of work of the agency are thus set out in the memorandum.

Scope and Methods of Work:- The proposed agency will undertake the survey of industries in the U.P., select suitable persons for receiving training in different arts and crafts; start some model industries itself; employ some enthusiastic young men in these model industries and offer them the opportunities for learning the practical side of business; offer financial aid to deserving people; offer them services of business and technical experts on part payment or free of charge; guarantee purchase of a part of their produce; exempt them from certain duties and taxes; offer them free or cheap motive power; place at their disposal beautiful designs and acquaint them with statistics of consumption and opportunities of profit in various industries.

(The Leader, 16-9-1938). ✓

Alliviation of Unemployment in Madras:

Labour Minister's Scheme under Consideration of Government. ✓

In reply to a deputation of political sufferers ~~which~~ (discharged political prisoners, who are mostly educated youths without employment) which waited on him at Nellore on 8-9-1938, the Hon. Mr. V.V.Giri, Minister for Labour, Madras, disclosed, that the Government of Madras is now considering a scheme, drawn up by him, for providing work for the educated unemployed. According to the scheme, about 500 acres of land would be set apart in each district and an Ashram established in each such colony where the unemployed would be taught to engage themselves in agriculture, cottage industries or allied occupations. Funds for the maintenance of the Ashrams, it has been suggested, might be met from an annual collection of a rupee from each employee in Government and quasi-Governmental institutions, the Government paying a like contribution from their funds.

(The Hindu, 20-9-1938). ✓

Relief of Unemployment in Bihar: Government's  
Review of work done. ✓+

A press note reviewing the efforts of the Bihar Government to tackle the unemployment problem in the province has recently been issued by the Government; a brief summary of the note is given below:-

Government Employment Bureau.- The Government Information Bureau, now known as the Employment Bureau, has been trying, since its inauguration in 1935, to tackle the problem of unemployment amongst the educated middle class. ( vide pages 75-76 of our August 1935 report). The Bureau addressed approximately 1,200 industrial concerns situated in the province of Bihar and those situated outside but having interest in the province.

As a result of the efforts made by the Bureau, requisitions for 1,619 posts were received mainly from factories and railways, and 429 persons were appointed either in permanent posts or as apprentices. The figures of appointments given above, it is pointed out, are not complete, in as much as a large number of men who secured appointments on the recommendation of the Bureau failed to intimate the fact of their being employed, presumably in the expectation of getting better jobs on its recommendation later on. Although the number of the em The increase in the number of requisitions received, it is remarked, shows the growing popularity of the Bureau both amongst the employers and the employees.

Work of Employment Board: Apprenticeship Scheme: The Employment Board started recently under the auspices of the Bureau (vide page 37 of our May 1938 report) at its inaugural meeting held recently formulated various proposals for tackling the problem of unemployment. Steps are being taken to give effect to their various recommendations. The question of launching an apprentice scheme in the province is being now considered. Action is also being taken to have a complete census of the unemployed through the educational institutions and also through the various thanas.

The Bureau is also arranging for practical training of men with only general qualifications in various factories. Practical training is imparted in factories, but there is no arrangement whatsoever for imparting theoretical training. The Bureau has realised that in the present progressive state of industry, practical knowledge only without an adequate grounding in scientific principles on modern lines is defective, and as such the question of making arrangements for their theoretical training has been taken up.

(The National Herald, 28-9-1938). ✓+

Social Conditions.

The Bihar Prohibition Act, 1938, (Bihar Act VI of 1938). ✓

Attention is directed to pages 48 to 71 of Part IV of the Bihar Gazette dated 28-9-1938, where is published the Bihar Prohibition Act, 1938, which received the assent of the Governor of the Province on 9-9-1938. The Act prohibits with immediate effect the publication of advertisements of any liquor, tari or other intoxicating drugs. The other provisions of the Act or any of them are to come into force in any local area in the Province on such date as the Governor may fix. ✓

Nutrition Committee set up in Mysore State:

Sequel to Java Conference on Rural Hygiene. ✓

The Mysore Government has constituted a Nutrition Committee consisting of eight members, with the Director of Public Health as Chairman, to examine the several problems pertaining to food and diet of the people and to make recommendations to the Government regarding the measures that might be adopted from time to time to effect improvements in this behalf.

This step was taken by the Mysore Government in pursuance of the recommendation made by the Inter-Government Conference on Rural Hygiene held in Java in August 1937, suggesting the formation in each province or state <sup>of</sup> a Nutrition Committee consisting of nutrition workers and representatives of State Departments to advise the Government on matters pertaining to the food and diet of the people. The Java Conference was attended by Sir Mirza M. Ismaïl, the Dewan of Mysore.

(The Hindu, 27-8-1938). ✓

Nutrition Surveys in India:

Work in 1937 of Nutrition Research Institute, Coonoor. ✓

Nutrition surveys have recently been carried out under the Nutrition Advisory Committee of the Indian Research Fund Association in the Madras Presidency, Mysore State, Assam, Kashmir, the Punjab, Central Provinces and Orissa. The results of these investigations are of great value in defining the problem of nutrition in India and clearly demonstrate the deficiencies of typical Indian diets. In each case the state of nutrition of the population whose diet is investigated has been studied by various methods. The relation between signs of deficiency, disease and certain indices based on body measurement has been extensively studied.

Work of Nutrition Research Institute, Coonoor, in 1937.-  
The Director of the Nutrition Research Laboratories at Coonoor, which are maintained by the Indian Research Fund Association, is co-ordinating the activities of the field workers and experts

engaged in nutritional research in the country. As hitherto, the emphasis has been on research likely to yield results of practical value; at the same time, however, it may be claimed that useful contributions have been made to the science of nutrition. The activities of the Research Institute during 1937 included (1) systematic analyses of Indian foodstuffs; (2) diet surveys for assessing the nutritional state of the people; (3) the investigation of objective standards for detection of malnutrition; (4) controlled diet experiments on school children for the evolution of well-balanced diets; (5) the training of provincial nutritional workers and (6) educational propaganda.

Co-ordinating Nutrition and Agricultural Research.- Sir John Russell, in drawing up his report published in 1937 on the work of the Imperial Council of Agricultural Research, had stated as follows: "The first need in my view is to make a nutrition survey in each province so as to discover what are the chief deficiencies in dietary. The medical authorities should then meet the agricultural experts to decide what crops, including fruits and vegetables, should be grown to supply the missing elements. The approximate quantities needed should be indicated, and the agricultural staffs acting along with the rural development authorities would then encourage by all means in their power the growth of these crops."

A liaison Officer has now been appointed who works in the Imperial Agricultural Research Institute at New Delhi, for the purpose of co-ordinating agricultural research and the requirements of human nutrition.

(The Statesman, 10 and 19-9-1938.) ✓

Health of Bombay Factory Workers:

Bombay Corporation urges Government to appoint Enquiry Committee. ✓

At a meeting of the Bombay Municipal Corporation held on 22-9-38 Dr. J.N.Choksy moved a proposition asking the Municipal Medical Relief Committee to prepare a representation to the Government of Bombay requesting it to appoint a committee to inquire into the health conditions of industrial labour in the city and to suggest ways of <sup>for</sup> improvement improving it. The mover said that the health of industrial workers in the City has hitherto been neglected to a great extent. Humidity and temperature were controlled in mills for improving yarn and cloth, but the human element did not count. The <sup>in this respect</sup> Factory Act was old and antiquated.

Seconding the proposition, Mr. Jamnadas Dwarkadas said that conditions in factories were responsible for the average span of an

industrial workers' life being at the low figure of 23½ years.

The resolution was adopted.

(The Times of India, 24-9-1938). ✓

Recreation Centres in U.P. Villages and Municipalities:

Recurring Yearly Grant of Rs.29,000 Sanctioned. +

In <sup>is</sup> the budget for 1938-39, the United Provinces Government has provided for a recurring grant of Rs. 29,000 for 58 playgrounds and gymnasiums to be established in the province. 48 out of these recreation centres and gymnasiums are to be in rural areas, and a sum of Rs. 24,000 has been set apart <sup>for the purpose.</sup> Ten playgrounds will be established in second and third class municipalities and a grant of Rs. 500 will be given to each selected municipality for this purpose.

It is learnt that the Government issued a circular to all Commissioners of divisions in the United Provinces in the month of August 1938 and asked them to draw the attention of the second and third class municipalities to this scheme; ~~as~~ it is expected first class municipalities will make the arrangement at their own expense. The Government contemplates selecting one municipality from each division for this grant. The Provincial Rural Development Committee will be entrusted with the task of establishing recreation centres through district, tahsil and village recreation committees.

(The National Herald, Lucknow, 28-9-1938) ✓  
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Education.

Reorganisation of Educational System of Hyderabad State:  
Recommendations re. Vocational Training in Abbot Report. +

Mr. A. Abbot, an educational expert belonging to the Board of Education, Great Britain, was sometime back invited by the Government of Hyderabad State to conduct a survey of the educational system of the State during the cold weather of 1937-38, and to make recommendations for its re-organisation with a vocational bias imparted to it. Mr. Abbot's report, which has recently been published, is briefly summarised below:-

Necessity for co-ordinating Business and Education.- The demand for more and better technical education arises from (a) the desire of the authorities to have a complete system of education and (b) the need of industry and commerce for better trained personnel. Those concerned with technical education should be well acquainted with the educational needs of industry and commerce; co-operation between education and business is therefore essential.

Industries of the State.- Agriculture is the most important industry of the State. Instruction in special agricultural schools is not necessary for the ordinary cultivator, but the Secondary schools in rural areas should have a strong bias in the direction of agriculture and there is scope for certain High Schools to include such a bias, for those of their pupils who will spend their lives in agriculture.

The Customs Reports indicate that the national industries are mainly "primary" and "non-manipulative" in character. The number of factories coming under the Factories Act is increasing; at present it is 472. The available information furnishes a basis for speculation only as to the direction and amount of industrial expansion which may occur. There appears, however, to be a possibility that cotton spinning and manufacture will increase, that hosiery and boot and shoe manufacture will be started, that industries subsidiary to the vegetable oil industry will arise, and that the maintenance and repair of motor vehicles will become more important.

Mr. Abbot has recommended that the Industrial Laboratory, the Geological Survey and the Forestry Department should co-operate fully for the purpose of helping the better exploitation of the natural wealth of the State.

Vocational Openings.- There are 472 establishments carrying on "organised industry" in addition to the railway service, the collieries and the electrical power stations. Workers in them are of three grades: (a) directing and managing staff, (b) a supervisory group, (c) rank and file workers. There is little scope at present in Hyderabad for the employment of additional members in the directing grade. There is, however, considerable room for the increase of facilities for training men who will be foremen and skilled artisans. Foremen in a "manipulative industry" should have worked as skilled

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artisans, but those in "non-manipulative industry" need not necessarily possess great manual skill. The observations made above apply to small as well as to large undertakings.

Types of Industrial Schools and Instruction.- The only sound basis for a sound vocational education is a good general education. Vocational and technical schools can be classified as follows:--- (a) Post-primary, starting at Class VI (Industrial Schools), (b) Post-Secondary, starting at Class X (Vocational High Schools), (c) Post-High School, starting at Class XIII (Technical College), (d) Post-University (Advanced Courses).

"Industrial Schools" should not admit boys who have left school before the end of the primary stage. They should teach skilled crafts, spending two-thirds of their time in the workshop and the remaining one-third in learning suitable technical drawing, workshop arithmetic and increasing their skill in reading and writing. The "Vocational High School" should enjoy the same popular esteem as the ordinary high school, seeing that it demands the same standard of entrance and its pupils attain the same level of knowledge. It is a pre-apprenticeship school and does not turn out skilled workmen, though it gives considerable manual skill and technical knowledge on which a good apprenticeship can be based.

The curriculum of the Vocational High School should include mathematics, science, technical drawing, workshop practice (in both wood and metal) and English. Except in English, the instruction should be given in the vernacular, though English technical terms should be used. In the third year of the course, there should be some degree of specialisation.

Vocational Colleges.- Students should not be admitted to the vocational College (post-high school) unless they have made normal progress through either an ordinary or a Vocational High School. The Vocational Colleges should not aim at providing degree courses in engineering, but should confine itself to providing practical and technical training for men who will be capable of working, maintaining and repairing plant and machinery, both electrical and mechanical. There is room in the Vocational College for the training in general science of boys who aim at occupying responsible positions in non-manipulative industries: but no boy should be encouraged to enter this course unless he has before him an assured prospect of employment. Pupils admitted to the Commercial courses should have obtained the H.S.L. (High School Leaving) Certificate. The subjects of instruction for them should include English and Urdu, Geography, and History, Shorthand, Typewriting, Book-keeping, Arithmetic and the Elements of Commerce.

A central School of Arts and Crafts also should be established.

Part-time Adult Classes.- Part-time education should be given in each technical school started for the benefit of young men who can devote only part of their time to study: but this kind of education should be mainly in theory since their experience in the workshop should provide the necessary practical training. The schools should provide short full-time courses of instruction where these are appropriate. A three months' course, for example, ought to be sufficient for training drivers of motor-tractors.

Administration: Establishment of Advisory Council on Technical Education. - The Departments of Public Instruction, of Technical and Vocational Education, and of Commerce and Industries are all closely concerned with education for industry and commerce. The heads of these Departments should therefore constitute a Board, or Standing Joint Committee, for the consideration of matters affecting policy. An Advisory Council on Technical Education has already been established for the purpose of advising on the formulation of the broad scheme of technical education. It is desirable that the Principal of the Gosmania Technical College and the Principal of the Central School of Arts and Crafts (when this is established) shall sit with the Advisory Council as "Assessors", who place their knowledge and experience at its disposal, but take no part in any vote. The Secretary of the Advisory Council should be an officer of the Commerce and Industries Department and should serve as liaison officer between the Department and the Advisory Council.

Local Committees. - For administrative purposes, the State should be divided into five regions. Each of these regions should have a local Advisory Committee. The functions of the Local Advisory Committee would be to select sites for schools, to consider the educational needs of industry and commerce within their respective regions, to estimate as exactly as possible the number of recruits to each industry needed annually and to watch carefully all industrial and developments. It would be their duty to make recommendations on all these matters to the National Advisory Council.

National Industrial Committees. - In addition to the Local Advisory Committees, the Advisory Council should establish National Industrial Committees dealing with various industries which are widely spread throughout the State. One of these should deal with cotton spinning and manufacture.

(The Hindu, 27-8-1938). ✓+

Compulsory Education of Children up to 11 years:

to be extended to B and E Wards of Bombay City. ✓+

It is proposed to introduce free and compulsory primary education, with the sanction of Government in the B and E wards of Bombay City from 1-6-1939. The introduction will apply to all children between the ages of six and 11 years, except children of Europeans and Anglo-Indians. The annual cost of the scheme will be approximately Rs. 1,25,000, which will be borne by the Bombay Municipality Corporation.

At a special meeting of the Corporation held on 12-9-1938 to consider the scheme, it was disclosed that the Bombay Government has proposed to grant Rs. 20,000 per annum towards the cost of the scheme which has been estimated at Rs. 500,000 per year. The meeting considered that the Government's grant-in-aid was too small and decided to refer the matter to the Committee of the Corporation appointed some

time ago to carry on negotiations with the Government and report on the subject.

Free and compulsory primary education was first introduced in F and G wards of the City in ~~193~~ 1924.

(The Times of India, 6 & 14-9-1938). ✓  
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Agriculture.

The Punjab Registration of Money-lenders' Act, 1938.,  
(Punjab Act III of 1938). ✓

Reference was made at page 41 of our June 1938 report to the Punjab Registration of Moneylenders' Bill, 1938. The Act as passed by the Punjab Legislative Assembly received the assent of the Governor on 31-8-1938; the text of the Act is published at pages 111 to 114 of the Government Gazette (Extraordinary) Punjab, dated 2-9-1938. ✓+

Sickness Insurance for Seamen: Bombay Chamber of  
Commerce asks for Details of Scheme. ✓

It was stated at page 1 of our August 1938 report that the Government of India had under consideration, as a sequel to the Convention re. Sickness Insurance for seamen adopted by the 21st Session of the I.L. Conference, the introduction in India of a scheme of sickness insurance for seamen. The Government of India expressed itself in full sympathy with the principles underlying the Convention and was desirous that the possibility of introducing some system of sickness insurance should be explored, possibly for a particular class of seamen at special centres. The Government of India believed that it might be possible to provide at the principal ports like Bombay and Calcutta certain amenities through the institution of a small scheme of insurance offering limited benefits. It was pointed out that the co-operation of the shipping companies, from whom it might be necessary to levy contributions either in the form of periodical subscriptions or as a fixed fee at the time of discharge of the seaman, would be essential in any such scheme.

The Committee of the Bombay Chamber of Commerce, which was consulted on the subject by the Shipping Master, Bombay, stated that until the Government of India could give details of the system of sickness insurance which they had in mind, the committee would not be in a position to explore the possibilities of introducing such a system. For example, it was not clear whether the Government of India proposed to apply the insurance scheme to steamers of non-Indian registration, to steamers of Indian registration or to sailing craft or to all of these, nor was any reason given why shipping should be singled out as a suitable industry for experiment.

(Summarised from excerpts from the proceedings of the Committee of the Bombay Chamber of Commerce for July 1938). ✓

Maritime Affairs.Indian Seamen's Welfare in Calcutta:Seamen's Welfare Association's Offer to run Venereal Clinic:Special Sub-Committee for Welfare Work Formed. ✓

At a meeting attended by the Principal Officer, Mercantile Marine Department, Bengal, the Shipping Master, the Port Health Officer, the Shipping Sub-Committee of the Bengal Chamber of Commerce, and representatives of the Seamen's Welfare Association, the Indian Chamber of Commerce, the Muslim Chamber of Commerce and the Indian Seamen's Union (all of Calcutta), held at Calcutta on 10-3-1937, a scheme for welfare work among Indian seamen prepared by Mr. Aftab Ali of the Indian Seamen's Union was considered. The scheme contemplated the provision of adequate facilities for treatment for the Indian seafaring community suffering from venereal and other curable diseases.

Result of Discussions.- The meeting decided to accept the offer of the Seamen's Welfare Association to inaugurate and run a venereal clinic and dispensary in the Kidderpore area, for an experimental period of one year, at the cost of that Association's funds. The Seamen's Welfare Association informed the Chamber later, of its decision to constitute a Special Sub-Committee to arrange welfare work amongst Indian seamen; the constitution of the Sub-Committee is as follows:- Chairman of the Seamen's Welfare Association—Chairman; Two representatives of Indian Seamen; one representative of Moslem Chamber of Commerce; one representative of the Indian Chamber of Commerce; one representative of the Bengal Chamber of Commerce; the Shipping Master, Calcutta; the Port Health Officer, Calcutta; and the Superintendent, Presidency General Hospital, Calcutta.

(Summarised from the Report of the Committee of the Bengal Chamber of Commerce for 1937). ✓

Denial of Franchise to Indians in Ceylon:  
Discrimination Continued in veiled form in Amended Village  
Committee's Ordinance. ✓

References were made at pages 83-85 and 89-90 of our October and December 1937 reports respectively to the Ceylon Village Committees Ordinance, by certain clauses of which franchise rights are denied to Indian labourers in the plantations of Ceylon.

Veiled form of Discrimination:- The Secretary of State for Colonies, Great Britain, whom Indian interests had approached in the matter, while refusing his consent to the original provision of the Ordinance in regard to Indian franchise, suggested an amendment which confers the franchise on all British subjects with not less than six months' continuous residential qualification in the ward in which they seek to vote, with a proviso which is so worded as to exclude Indians, and practically only Indians from the vote. It says that no person otherwise qualified will be entitled to vote if he is an employee in a plantation and in occupation of any building provided by the employer in the estate. Although this provision may appear to be non-discriminating, in effect this is not so. Of the total number of labourers in the estates, over 95 per cent are Indians and only 5 per cent Sinhalese. Even this small number of Sinhalese are not really affected, because they do not live on the estates in buildings provided by the employer. (*The Hindu*, 19-9-1938).

The modification suggested by the Secretary of State has been incorporated in the Bill, which is still awaiting its final stages. The Bill, even in its modified form, is strongly resented by Indians. The Hindu of 19-9-1938 in an editorial article on the subject observes:

"The implications of the new clause it is difficult to ignore. While pretending to treat Indians as equals, it assigns to them but a very inferior status. This discrimination in respect of village committees introduces a principle to accept which may be virtually to surrender all political and other valuable rights to which the Indian community in Ceylon is as much entitled as any other community. We dare say the Government of India will take note of this fact." ✓

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Indian Emigrants Abroad: Survey of Conditions  
in 1937-38 by Government of India. ✓

An interesting review of the condition of Indian emigrants in the British Empire during 1937-38 has recently been issued by the Government of India. According to the review there was no development of any importance affecting Indians in the Dominions except in the Union of South Africa. A brief summary of the review is given below:-

South Africa: (1) Mixed Marriage and Acquisition of Land Commissions.- In South Africa, notwithstanding representations made by the Government of India, two Commissions have been appointed to investigate the problems of mixed marriages and of the acquisition of land by Indians in areas outside the purview of the "Gold Law". The work of the Mixed Marriages Commission, says the review, is not expected to be of much practical importance to the local Indian community, as such information as is available goes to show that mixed marriages are very rare among Indians in South Africa. The enquiries of the Land Commission, on the other hand, are likely to be of considerable importance. The proceedings of the Commissions are being watched by the Government of India and its Agent-General.

(2). Marketing Act.- During the Parliamentary session a number of legislative measures affecting Indian interests, directly or indirectly came up for consideration. A Marketing Act was passed for the control of marketing of certain classes of agricultural produce, containing a provision that only Europeans might vote at meetings of producers called to discuss the merits of any particular scheme. An assurance has, however, been given by the Secretary for Agriculture that the Act will not be so worked as to affect prejudicially the interests of Indians.

(3). Unbeneficial Occupation of Farms Act.- The Unbeneficial Occupation of Farms Act, commonly described as a measure for slum clearance in rural areas, was another piece of legislation which aroused considerable apprehension. The Bill provided that, if any portion of agricultural land was subject to encumbrance, or if the smallness of its area rendered the produce insufficient for the livelihood of persons living thereon, the Minister may expropriate them on payment of compensation. It was felt that the Bill might be used to expropriate Indian farmers from valuable agricultural lands. On representations being made, the Minister for Lands gave an assurance to the Agent-General that he would consult the latter before taking any action under the Act. A further assurance was given later that there was no intention of applying the provisions of the Act to any but Europeans.

(4). Education of Indians.- The Report was published during the year of a Commission appointed by the Natal Administration to enquire into the system of education in that province. In so far as Indian education is concerned, the Commission recommended a programme of expansion and, among other things, suggested the introduction of compulsory education in suitable districts with a corollary that compulsory education should also be free; ~~and~~ that health and social services be extended to Indian schools and that the Union Government be requested to increase the subsidy for Indian education.

Kenya:

1. Reservation of Highlands for Europeans.- In the other count In Kenya the Indian community was perturbed over the proposed Order-in-Council, which sought to define the boundaries of the parts of the parts of the Highlands to be set aside for non-native occupation. In a statement on the subject made by the Secretary of State for the Colonies, it was made clear that, while there would be no legal colour bar, the existing administrative practice demarcating the areas as European areas, would continue in future. The Government of India made representations to His Majesty's Government on the issue as it affects Indians,. No Order-in-Council has been promulgated yet.

2. Transport Licensing Ordinance.- Another matter, which engaged Indian attention in Kenya, was the Transport Licensing Ordinance. The Indian objections lay in the apprehension that, in the attempt to prevent wasteful competition between the railways and other forms of transport in Kenya, namely, lorries and dhows, Indians, who have considerable interest in the latter business, would be affected adversely. The other main objections were directed towards the composition of the Transport Licensing Board and the provisions relating to the grant of exclusive licenses. Representations have been made by the Government of India seeking changes and the Government of Kenya has promised to consider them. The Ordinance was passed in December, 1937. Under its provisions, Indians are not precluded from appointment to the Transport Licensing Board and one Indian was nominated to the first Board. Time has also been given for objections to be lodged, and provision made for an appeal to the Supreme Court against the decision of the Licensing Board.

Zanzibar:

Control of Clove Trade.- References have been made in the reports of this Office to the details of the Clove trade control controversy in the Zanzibar. The scheme of control of clove trade brought into force by the Zanzibar Clove (Purchase and Exportation) Decree failed to win the approval of the local Indian community, who organized a boycott of the clove trade. Simultaneously, a boycott of the import of Zanzibar cloves was also organized by the Indian National Congress in India. As a result of this deadlock, modifications were made in the Decree, the main feature of which was the withdrawal of the monopoly of the Clove Growers' Association in the internal market. The modification introduced satisfied Indian traders and the boycott was withdrawn.

Land Protection (Debt Settlement Decree, 1938).- The Bill relating to indebtedness and land alienation was finally enacted in January, 1938, as the Land Protection (Debt Settlement) Decree, which has met with the approval of all communities of the Protectorate, as being a fair solution of an intricate and highly controversial problem.

Ceylon:

Acute controversy was aroused during the year by the proposed amendment of the Village Communities Ordinance of 1924, which sought to extend the franchise, and with it the responsibility to pay tax, to Europeans and Burghers, but maintained the exclusion of Indian estate labourers. The Government of India made representations against the racial discrimination involved. (For further developments, vide page of this report under section "Migration").

In September 1938 the Government of India decided to withhold permission for recruitment of Indian labourers for Ceylon unless some revision of wages was promised and Indian estate labourers were accorded the vote for village committees. The Government of Ceylon while not promising any specific revision of wages, agreed to an enquiry being undertaken by the Wages Boards. It is understood that the preliminary steps in this direction are being taken. No assurance, however, was forthcoming regarding the franchise for village committees and the Government of India was therefore unable to agree to further recruitment.

Malaya.

The most important development in Malaya during the year was the reduction in wages on rubber estates, which eventually led to the prohibition of assisted emigration from India. The matter is engaging the attention of the Government of India.

There is a steady improvement in the facilities provided on estates in Malaya, among which mention may be made of the opening of new schools, better salaries for teachers, and more dispensaries with better qualified dressers.

Fiji and British Guiana:

Coming to the more distant Colonies, in Fiji the most important problem affecting the Indian community, which still awaits solution and has continued to receive the close attention of the Government of India, is the question of land tenure. Another important matter affecting Indians relates to a proposal to tighten existing immigration restrictions. The Government of India has the matter under correspondence with His Majesty's Government.

In British Guiana, as a result of a recommendation made by the Labour Disputes Commission, a Labour Inspectorate has been established.

Trinidad, Mauritius and Burma:

In Trinidad, the Commission appointed to enquire into the labour disturbances, which were mainly confined to the oil-fields employing almost exclusively West Indian labour, made certain general recommendations aiming at the improvement of labour conditions, many of which, if given effect to, should help to improve the condition of agricultural labourers, who are largely drawn from the Indian community. The Government of India has asked to be kept in touch with the progress made in regard to the adoption of these recommendations and was informed in March 1938 that an Industrial Adviser had been appointed, entrusted with the duties proposed to be assigned to a Labour Department.

A Local Commission has been appointed in Mauritius to investigate certain labour disturbances, which took place on a few estates among casual labourers, many of whom were of Indian descent. The report of the Commission is being awaited.

Lastly, the recent appointment of an Agent of the Government of India in Burma, the decision regarding which was taken this year, marks an important step and is of particular interest, in view of the recent riots between Indians and Burmans in the country.

(The Hindustan Times, 29-9-1938). ✓

The Ceylon Shops Bill:

First Reading of Government Measure in State Council. ✓

The Ceylon State Council recently passed the first reading of "an Ordinance to provide for the regulation of the employment of persons in shops and for the control of the hours of business in shops". The object of the Bill, which is sponsored by the Government, is to introduce into Ceylon "legislation, based on the principles of the English law, for the regulation of the employment of shop assistants and the control of the opening and closing hours of shops".

Definition of 'shop'.- 'Shop' is defined as "any premises in which any retail or wholesale trade or business is carried on and includes any premises in which the business of a barber or hair-dresser, or the sale of articles of food or drink is carried on". Bazaars and sales of work for charity, the hawking of newspapers and the business of an undertaker will not, however, come within the purview of the Bill. The Executive Committee of Labour, Industry and Commerce has, ~~again~~, been empowered to exclude by means of a regulation any prescribed premises or business from the definition.

Hours of Work and Rest Periods.- Clause 3 of the Bill provides that the normal length during which any person may be employed in any shop (a) on any one day shall not exceed nine hours, and (b) and in any one week shall not exceed 50 hours. These periods will include meal times. After a continuous employment for four hours an employee will be entitled to a free interval of at least half an hour for meals or for rest. This general rule can, however, be varied by the Executive Committee to suit the needs of different trades and businesses.

Weekly Rest and Holidays with Pay.- Clause 5 ensures to every employee in a shop one whole holiday and one half holiday in each week, with full wages; and clause 6 provides that every employee will be entitled to a week's holiday with pay every year after twelve months' continuous work. All agreements between the employers and the employees (either made before or after the passing of this measure), which are calculated to infringe the terms of these provisions regarding holidays, will be null and void.

Closing Orders.- Clauses 15 to 18 deal with the <sup>issue</sup> making of the "closing orders" by the Executive Committee. A closing order may prescribe generally the opening and closing hours of shops and also provide that in each week there should be an early closing day, for instance, Saturday, and a day on which shops shall not open at all, for instance, Sunday. Provisions can be inserted in the closing orders for the purpose of dealing with the special circumstances and conditions in any particular trade or business or in a particular area.

Health and Sanitary Provisions.- The Bill also makes obligatory the provision in all shops of suitable and sufficient means of lighting and ventilation, adequate living accommodation for employees who are required to reside on the premises, facilities for taking meals and sanitary conveniences and washing facilities.

Opposition of Employers.- In the general disapproval of the measure emanating from local businessmen, the strongest opposition is reported to have come from the silk merchants who, though generally agreeing with the principles of the Bill, regard it as particularly inopportune at the present moment, "in view of the depression which is looming large on the horizon." They would have the consideration of the measure postponed for a year or two. Apart from this aspect, their contention is that provisions regarding daily and weekly hours of work, weekly holidays and annual holidays with pay will benefit neither the employers nor the employees. Enforcement of these provisions, they say, would inevitably lead to one or more of the following results: (a) a reduction in the wages of employees which will become necessary as a result of the introduction of a double-shift system; (b) a rise in the price of commodities resulting from increased establishment charges; and (c) the loss of passenger trade to Colombo. Some merchants describe this measure as unwarranted State interference with trade and commerce.

(The Servant of India, Poona, 8-9-1938.) ✓

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Publications received in this Office during  
September 1938.

Conditions of Labour.

- Workmen's Compensation Act*
- (1) Report on the Working of the ~~W.C.A.~~ in C.P. and Berar for 1937.
  - (2) Annual Report on the Working of the Factories and Boilers Inspection Department in Hyderabad State for 1346 Fasli (1936-37).

Enforcement of Conventions.

- (1) Annual Report on the Working of the Factories Act in C.P. and Berar for 1937.
- (2) Annual Report on the Working of the Factories Act in Bihar for 1937.

Economic Conditions.

Annual Statement of the Sea-borne Trade of British India for year ending 31-3-1937, Vol. II.

Education.

Progress of Education in Orissa during 1936-37.

Co-operation.

Report on the Working of Co-operative Societies in the Punjab for 1936-37.

Agriculture.

The Agricultural Labour Movement in Bihar by H.B. Chandra.