

C 1903/124

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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Report for March 1939.

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

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National Labour Legislation.

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

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

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

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

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

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

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The Draft Ceylon Maternity Benefit Ordinance, 1938. ✓

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

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

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

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

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

A copy of the draft Ordinance was forwarded to Geneva with this Office's minute *A 8/5 25/39* dated 23-3-1939. ✓

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

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

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

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

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

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

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

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

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

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

The Sind Minimum Wages Bill, 1939. ✓ +

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

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

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

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The Ajmer-Merwara Factories Rules, 1939. .

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

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

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

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

The Hyderabad Maternity Benefit Bill: Legislation  
to be introduced. .

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

~~The Bill also lays down~~



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

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

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Conditions of Labour.

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

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

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

(The Hindustan Times,  
3-3-1939).. ✓

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

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

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

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

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

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

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

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

(The Hindu, 19-3-1939)

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

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

(The Hindu, 28-2-1939). -

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

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

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

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

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

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

Forced Labour in Simla States.

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

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

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

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

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

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

(The Hindu, 15-3-1939).

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

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

(The Hindu, 6-3-1939) .

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

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

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

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

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

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

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

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

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

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

The cost of living index number of working classes in various centres of India registered the following changes during January 1939 as compared with the preceding month.

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in January 1939 rose by 1 point to 105. The average in the year 1938 was 105.

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

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

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

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

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

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

### Amelioration of Conditions of Work of Plantation Workers of Assam:

#### Mr. O. K. Das's Memorandum. +

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

Many mills employ the greater part of their staff only temporarily

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

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

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

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

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

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

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

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

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

Intellectual Workers

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

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

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

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

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

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

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

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

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

Economic Conditions

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

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

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

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

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

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

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

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

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

(The Statesman 30-6-1939).

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

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

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

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

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

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

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

(The Statesman 30-3-1939).

Protection to Indian Magnesium Chloride Industry:

Decisions of the Government of India. ✓

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

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



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

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

(The Statesman 30-3-1939).+

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

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

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

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

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

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

Cotton Article.- The immediate concession to the United Kingdom is a reduction of duty on imports from that country which fall for assessment under items 48(5) and 48(9) of the Indian Customs Tariff: the new rates, known as the 'basic rates', are 17½ per cent. ad valorem on printed goods; 15 per cent. ad valorem or 2 annas 7½ pies per lb., whichever is higher, on grey goods; and 15 per cent. ad valorem on all others. If, however, in any cotton piecegoods year, United Kingdom imports do not exceed 350 million yards, the duties charged after the end of that year and until the end of any cotton piecegoods year in which such imports exceed 425 million yards are to be reduced still further by 2½ per cent. ad valorem with a proportionate reduction in the specific duty on grey goods. On the other hand, if in any cotton piecegoods year, United Kingdom imports exceed 500 million yards, the rates of duty in the following cotton piecegoods year may be increased above the basic rates to such extent as may be deemed necessary for the purpose of restricting imports of such goods during the year to the "maximum yardage figure" for the preceding cotton piecegoods year; the enhanced duties are, however, to be reduced to the basic rates after the end of any such year in which total imports from the United Kingdom, have not exceeded 425 millions yards.

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

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

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

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

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

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

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

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

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

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

Debate in the Central Legislature.- On 27-3-1939 the Commerce Member moved in the Central Assembly a resolution to the effect that the Assembly approves of the Agreement. The Congress and the cotton mill interests opposed the resolution and criticised the agreement as being detrimental to the progress and welfare of the Indian textile industry, especially in view of the doubling of the duty on raw cotton imports into India. The Government motion that the Agreement be approved was put to vote on 28-3-1939; it was lost by 59 votes to 47. A similar resolution moved by the Government in the Council of State was adopted on 30-3-1939. (The Statesman 29 & 31-3-1939).

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

(The Statesman 1-4-1939)..

Employment and Unemployment

Amelioration of Unemployment among Educated Youngmen:

U.P. Government's Scheme of Industrial Grants. ✓

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

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

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Social Insurance.

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

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

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

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

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

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

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

The Madras Public Health Act, 1939.

(Act III of 1939) ✓

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

Milk Consumption in Indian Villages:

Results of Investigation by I.C.A.R. ✓

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

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

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

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

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

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

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

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

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

Tuberculosis Survey in Bengal: Incidence among Industrial Workers. ✓

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



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

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

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

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

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

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

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

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

Education.

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

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

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

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

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

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

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

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

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

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

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

In accordance with its general scheme for the reorganisation of secondary education, the Government of Bombay has decided to convert some of its high schools into junior vocational schools from June 1939. It is proposed that instruction in these schools should consist of general education with a vocational bias up to Standard IV and specialisation in vocational subjects with some general education, in Standards V to VII, with possibly the addition of an VIII standard.

Conversion of High Schools into Technical Schools.- The intention is that these schools should serve a dual purpose, i.e., it should be possible for a boy on the completion of the course, either to seek employment, or to proceed with his vocational education by obtaining admission to professional colleges, or to the University diplomas in technical subjects which are proposed to be instituted, etc., his school-leaving certificate being expected to be recognised by the University as equivalent to the Matriculation. To start with, it has been decided to convert five Government high schools from next year as follows, namely, two into commercial schools, one into a technical school, and two into agricultural schools. Arrangements have been made for the purchase of the equipment, etc., necessary for these five schools and the necessary provision is made for them in the 1939 budget estimates.

Secondary Education Board.- In order to advise Government on all matters connected with these schools and also on general questions concerning the reorganisation of secondary education and the introduction of vocational subjects as recommended by the Joshi Committee (vide pages 40 to 42 of our July 1938 report) as well as by the Abbott and Wood Committee (vide pages 84 to 86 of our July 1937 report), Government has appointed a Board of Secondary Education.

The Board will immediately consider and advise Government on the following questions: (1) Which two of the Government High Schools should be converted into commercial schools and which one into a technical (Mechanical and Electrical Engineering) school from next year. Government has already decided to convert two into agricultural schools;

(2) the courses of study for these schools; (3) the training and qualifications of teachers in the light of the suggestions made in this respect in the Abbot-Wood and Joshi Committees' reports.

The Secretary of the Board will <sup>be</sup> a representative of the Director of Public Instruction.

(The Times of India,  
15-3-1939).

Expansion of Technical and Vocational Education in  
Hyderabad State: Action on Abbott's Report. ✓

In order to implement the recommendations relating to technical and vocational education contained in Mr. Abbott's report on the reorganisation of the educational system in the Hyderabad State (vide pages 28 to 30 of our September 1938 report) the Government of Hyderabad has drawn up a plan of action and a beginning has already been made in executing the scheme.

Establishment of Osmania Technical College.- In the first place, the old Osmania Technical Institute has been converted into a polytechnic institute called the Osmania Technical College, and in the College two new courses have been started, namely, electrical trades course and commercial course.

Reorganisation of Industrial Education in the Districts.- In the Districts, the Education Department has decided to reorganise the existing industrial schools at Aurangabad and Nizamabad which are being expanded shortly. In addition, the Government has sanctioned the establishment of four new industrial schools, one each at Hyderabad, Gulbarga, Warangal, and Nanded in view of their industrial importance. The main object of these schools is to turn out a sufficient number of skilled craftsmen to meet the present needs in the Dominions and to make their pupils machine-minded and electrically-minded.

Vocational Schools.- The next stage in the programme is the establishment of Vocational High Schools with one at Kottagudam primarily to supply the technical personnel to the Singareni Collieries which are near-by.

Central School of Arts.- Mr. Abbott's recommendations for the establishment of a Central School of Arts and Crafts has also received the attention of the Government which proposes to establish such a school in Hyderabad City with branches in the districts. But this extension to the districts will only be made after the new industrial schools are firmly in the saddle and have produced a demand among their pupils and others for similar education of a higher order.

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Cost of the Programme.- The Total cost of executing the present programme is expected to be Rs. 2.5 millions non-recurring and Rs.700,000 recurring annually. The aim of the Department is to give effect to its programme of expansion by stages so that on the one hand, it may not be very difficult for the Government to find the money necessary and, on the other, the spread of technical and vocational education may not outstrip the actual needs of the Dominions in the matter of technical labour and thus add to unemployment in the State. The institutions which are being established will work in close co-operation with industrial concerns, whether they be Government or private, which would help the authorities to regulate the demand and supply of technical labour.

Establishment of Employment Bureau.- In this connection it is interesting to note that an Employment Bureau has lately been established under the Commissioner and Secretary of the Department of Technical and Vocational Education.

(The Hindu 17-3-39).

Agriculture.

The U.P. Consolidation of Holdings Bill, 1939: Bill  
introduced on 24-2-1939. ✓

Attention is directed to pages 37 to 45 of Part VII of the U.P. Gazette dated 4-3-1939 where is published the U.P. Consolidation of Holdings Bill, 1939, introduced by the Government in the local Legislature on 24-2-1939.

In the statement of objects and reasons, it is pointed out that until some form of compulsion can be applied, it is possible for one or two cultivators to hold up indefinitely the consolidation of the <sup>holdings</sup> ~~buildings~~ of a village. Also exchange of tenancies, on which voluntary consolidation must be based, requires, under the present law, the consent of the landholders. It is the principal object of the present Bill to provide the necessary legal compulsion and to enable such consolidation to be done without the necessity of obtaining the landlord's consent. Consolidation, as provided in the Bill, will affect only cultivatory, and not proprietary, rights.

The Sind Money-Lenders' Bill, 1939. ✓

Attention is directed to pages 123 to 130 of Part IV of the Sind Government Gazette dated 16-3-1939 where is published the Sind Money-Lenders' Bill, 1939, introduced in the local Legislature on 28-1-1939 by Mr. N.A. Bechar. The Bill seeks to give relief to debtors by reducing rates of interest and regulating the business of money-lending by registering the lenders.

Rural Credit in Kolhapur: Acquisition of Immovable  
Property by Pathan Moneylenders Prohibited. ✓

A notification published in the Kolhapur State Gazette, dated 23-3-1939, amending the previous law governing the dealings of Pathan moneylenders, states that Pathans ~~with~~ who have been carrying on the business of moneylending in the State after 1900 are to be called foreign

Pathans. Any Pathans who arrived in Kolhapur State before 1900 and carrying on moneylending business by using coercive measures are also to be termed foreigners. These Pathans shall not acquire any immovable property in Kolhapur State by way of purchase, mortgage, reward or permanent tenancy. If such an acquisition is noticed it shall be forfeited to Government.

Foreign Pathans may give loans only on the security of ~~some~~ movable property or on personal security. They will have to procure a permit from the District Magistrate, in a prescribed form to carry on moneylending business and may not charge interest at a rate higher than 12 per cent. per annum, which, when accumulated, shall in no case exceed the original amount of the loan.

Pathans infringing the law are liable to punishment by imprisonment (simple or rigorous) for a maximum of six months, or a fine upto Rs. 500, or both.

(The Times of India,  
25-3-1939). +

Maritime Affairs.

Rotation System for Recruitment: Deputation of Bombay Seamen  
to Mr. G.L. Nanda. ✓

At page 39 of the report of this Office for January 1939 reference was made to the representations made to the Commissioner of Labour, Bombay, by a deputation of the seamen of Bombay, urging the adoption of a system of rotation for recruitment of seamen. On 27-2-1939 a deputation of the seamen of Bombay led by Mr. S.V.Parulekar (Servants of India Society) waited on Mr. Gulzarilal Nanda, Parliamentary Secretary to the Prime Minister, Bombay, to make representations with regard to the same grievance.

Mr. Nanda is understood to have expressed sympathy with the grievances of the seamen and given an assurance that he would negotiate in the matter and do his best to get the grievances redressed.

(The Times of India,  
1-3-1939). +



Migration.

Non-Ceylonese Employees in Government Service to be retrenched:  
Ceylon Government's Plan for Alleviation of Unemployment. ✓

As a measure ~~of~~ relief of unemployment in Ceylon, the Minister of for Communications and Works, Ceylon, has prepared a scheme whereby the services of all non-Ceylonese daily paid workers in Government Departments are to be dispensed with and they are to be repatriated. It is suggested that stringent measures should be drawn up to prevent their return to the island. If this scheme materialises, nearly 6000 Indians at present unemployed as daily-paid workmen in the Public Works Department of Ceylon are likely to be affected. Most of the Indians now threatened with dismissal have been employed for more than ten years by Government, and some have married Ceylonese wives.

It is understood that the Board of Ministers have already considered the plan and that further discussions will be held before steps are taken to implement the scheme. The sponsor of the scheme urges that the adoption of this plan would result not only in easing the burden of the tax-payer but also in keeping in Ceylon money which is now being sent to India and other countries. It is also understood that there is every likelihood of the scheme being put into effect shortly by the Ministers in their various Departments. At a recent conference of the Heads of Departments of the Ministry of Communications and Works, it was agreed that "Ceylonese" should be defined as "a person born in Ceylon".

(The Hindu 16-3-1939  
The Times of India,  
17-3-1939).+

General

52nd Session of Indian National Congress, Tripuri. ✓

The 52nd Session of the Indian National Congress was held at Tripuri from 10 to 12-3-1939 under the presidentship of Mr. S.C. Bose. As Mr. Bose was sick, Maulana Abul Kalam Azad deputised for him in the open session of the Congress. The most notable feature of the session was the passing of a resolution expressing complete faith in Mahatma Gandhi's leadership, principles and technique. A brief summary of the more important resolutions is given below:

Reaffirmation of Congress Policy and Expression of Faith in Mahatma

Gandhi's Leadership.- The first resolution passed declared that in view of various misunderstandings that have arisen in the Congress and the country on account of the controversies in connection with the Presidential election and after (vide pages 43 to 44 and 55 to 56 of our January and February 1939 reports respectively), it is desirable that the Congress should clarify the position and declare its general policy. It also declared firm adherence to the fundamental policies which have governed the programme of the Congress in the past years under the guidance of Mahatma Gandhi, expressed confidence in the work of the Working Committee which functioned during the last year and regretted that any aspersions should have been cast against any of its members. In view of the critical situation that may develop during the coming year and in view of the fact that Mahatma Gandhi alone can lead the Congress and the country to victory during such crisis", it declared that the Congress regarded it as imperative that its executive should command Mahatma Gandhi's implicit confidence, and requested the President (Mr. S.C. Bose) to appoint the Working Committee in accordance with the wishes of Gandhiji.

Foreign Policy.- The Congress recorded entire disapproval of British foreign policy culminating in the Munich Pact, the Anglo-Italian Agreement and the recognition of rebel Spain. The Congress dissociated itself entirely from British foreign policy, ranged itself in opposition to imperialism and fascism alike, and considered it necessary that India should direct her own foreign policy as an independent nation.

Indians Overseas.- Another resolution expressed concern at the "rapidly deteriorating position of Indians overseas, specially in countries within the so-called British Commonwealth of Nations." The Congress noted with particular anxiety the danger to Indian life and property in Burma, the hostile attitude towards Indians in Ceylon, the reservation of the Kenya Highlands to Europeans to the exclusion of Indians and the attempt to segregate and pass unjust laws against Indians in South Africa.

Indian States.- Another resolution welcomed the awakening of the people of the Indian States and supported the demand for responsible government and civil liberty in the States and expressed the solidarity of the Congress with these movements for freedom and self-expression.

Other Resolutions.- Other important resolutions adopted related to India's national demand for independence, the Palestine situation, the plight of China, etc.

(Summarised from News-letter No. 1 dated 23-3-39 issued by the Foreign Department of the All India Congress Committee, Allahabad). +

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

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National Labour Legislation.-

Draft Maternity Benefits Ordinance (No. of 1938), Ceylon.

Conditions of Labour.-

Report of the Bombay Disturbances Enquiry Committee, 1939.

Industrial Organisations.-

Report on the working of the Indian Trade Unions Act, 1926, in Madras for 1937-38, (G.O. No. 47 dated 6-1-1939).

Economic Conditions.-

- (1) "Annual Market Review" for 1938. (Messrs. Premchand Roychand & Sons, Ltd. Bombay.)
- (2) Report of the Superintendent of Cottage Industries, Burma, for the year ending 30-6-1938.
- (3) Trade Agreement between His Majesty's Government in the United Kingdom and the Government of India, 1939.
- (4) Memorandum on the Trade Agreement between His Majesty's Government in the United Kingdom and the Government of India, 1939.
- (5) Indo-British Trade Negotiations - Report by the Committee of Un-official Advisers appointed in connection with the negotiation of a new Trade Agreement between India and the United Kingdom in replacement of that concluded at Ottawa - 10-10-1938.
- (6) Indo-British Trade Negotiations - Report by the Committee of the Un-official Advisers appointed in connection with the negotiation of a new Trade Agreement between India and the United Kingdom in replacement of that concluded at Ottawa - 3-10-1937.
- (7) Indo-British Trade Negotiations - Report by the Committee of the Un-official Advisers appointed in connection with the negotiation of a new Trade Agreement between India and the United Kingdom in replacement of that concluded at Ottawa - 5-9-1938.
- (8) Annual Statement of the Sea-Borne Trade of British India with the British Empire and Foreign countries for the fiscal year ending 31-3-38. Vol. 1. (Imports, Exports and Re-exports of private merchandise and Government Stores and Imports and Exports of Treasure) - Department of Commercial Intelligence and Statistics, India. 1939.
- (9) Report of the Indian Tariff Board on the Sugar Industry. 1938.
- (10) Report of the Indian Tariff Board on the Grant of Protection to the Paper and Paper-pulp Industries. 1938.

- (11) Report of the Indian Tariff Board regarding the Grant of Protection to the Magnesium Chloride Industry (including the evidence recorded during the enquiry) 1938.

Social Conditions.-

- (1) Seventh Annual Report of the Welfare Committee of the Buckingham and Carnatic Mills, Madras, 1938.
- (2) Administration Report on the Jails of Orissa for the year 1937 by the Director of Health and Inspector-General of Prisons, Orissa. 1939.

Co-operation.-

- (1) Annual Report on the working of the Madras Co-operative Societies Act(VI of 1932) for the year 1937-38.
- (2) Report on the working of the Co-operative Societies in North Orissa for the year 1936-37.
- (3) Report on the working of Co-operative Societies in Bihar for the year 1936.

Education.-

- (1) Report of First Session of the Indian Adult Education Conference, Bulletin No. 2. Indian Adult Education Conference held in the University Hall, Old Viceregal Lodge, Delhi, on 11 and 12-3-1938.
- (2) The Bombay Presidency Adult Education Association - Fourth Annual Report, 1938. K.R. Cama, Oriental Institute Building, 134-36, Apollo Street, Fort, Bombay.
- (3) Quinquennial Report on Education in the Delhi Province, 1932-37. Compiled by J. C. Chatterji, M.A., 1939.

Agriculture.-

Agriculture and Animal Husbandry in India, 1936-37: Issued under the authority of the I.C.A.R., Delhi. 1939.

Maritime Affairs.-

"Port of Cochin: Administration Report for 1937-38" (The Administrative Officer and Harbour Engineer-in-Chief, Port of Cochin, Willingdon Island P.O., South India).