

C-1903/128

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

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Report for July 1939.

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Ratifications.

Draft Convention regarding Minimum Age (Non-Industrial Employment), 1937: Bengal Chamber of Commerce against Ratification. +

Reference was made at page 1 of the June 1939 report of the Office to the decision of the Government of India to bring the Draft Convention regarding Minimum Age (Non-Industrial Employment), 1937, to the notice of the Provincial Governments for possible local legislation. The Government of Bengal is understood to be consulting industrial interests as regards the action to be taken on the Convention.

The Bengal Chamber of Commerce, in communicating its views on the Convention, recalls the observations of the Government of India on the Convention of 1932 on the same subject that "India cannot hope to conform immediately to standards which are acceptable to Western countries and that the best course would be to aim at gradual progress"; that "differences of climate, habits and customs, of economic opportunity and industrial tradition justify special treatment"; that "the size of the country, the prevailing illiteracy among the masses, the absence of compulsory education in most areas, the lack of any proper system of birth registration ..... are factors which will require very careful consideration before any practicable scheme of regulation can be devised for this country", and expresses the view that, as these special circumstances hold good in large measure in Bengal today, before legislation on the lines of the 1937 Draft Convention is undertaken in the Province attention should be given, as opportunity permits, to the many more pressing social problems which exist.

(Summarised from the Abstract of Proceedings of the Bengal Chamber of Commerce for the months of May and June 1939). +

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National Labour Legislation.

Government of India:

Amendments to Indian Coal Mines Regulations, 1926.-

The amendments relate to the adoption of measures to ensure better safety in mines by safeguarding against accidents due to explosions.

(Notification No. M. 955(1) dated 5-7-1939: Gazette of India, Part I, dated 8-7-1939, pages 1200-1201).

Government of India:

Repeal of Supplementary Coal Mines (Temporary) Regulations, 1937.-

Notification No. M-955(2) dated 5-7-1939 of the Department of Labour, Government of India, repeals Supplementary Coal Mines (Temporary) Regulations, 1937. (Vide page 21 of our July 1937 Report).

(Notification No. M-955(2) dated 5-7-1939: Gazette of India, Part I, dated 8-7-1939, page 1201).

Government of India:

Amendment to the Indian Coal Mines Regulations, 1926: Dimensions of Pillars and Galleries.-

These rules prescribe the minimum dimensions of pillars and galleries in coal mines with a view to ensure better safety in mines.

(Notification No. M-955 dated 20-7-1939: The Gazette of India, Part I, dated 22-7-1939, pages 1262 to 1264).

Bengal:

Draft Bengal Factories Rules, 1939.-

The above is the draft of the General Rules which the Bengal Government intends making under the Factories Act, 1934, in supersession of all previous rules made under the Act. The Draft will be taken into consideration after 14-10-1939.

(Notification No. 2069-Com., dated 8-7-1939: The Calcutta Gazette, Part I, dated 13-7-1939, pages 1610 to 1647).

Bengal:

The Draft Bengal Maternity Benefit Rules, 1939.-

These draft Rules are proposed to be made under powers granted by the Bengal Maternity Benefit Act, 1939, and relate to the administration of the Act. Views of interests concerned in the Draft Rules are to reach the Government before 24-8-1939, by which date Government expects to take the Draft into consideration.

(Notification No. 2158-Com., dated 15-7-1939: The Calcutta Gazette, Part I, dated 20-7-1939, pages 1711 to 1717).

Bengal:

The Bengal Rural Poor and Unemployed Relief Act, 1939. (Act No. X of 1939).-

The Act creates a fund derived from Public charities for affording relief to the poor and unemployed in the rural parts of the Province. It contemplates relief at the rate of 2 annas per day for a period of 5 days, and in exceptional cases for 10 days, for each person found destitute. Grant of small loans, repayable in six months, to able-bodied destitutes to help them to secure employment is also provided for.

(The Calcutta Gazette, Part III, dated 20-7-1939, pages 44 to 48).

Bengal:

The Draft Bengal Employment of Children (Workshops) Rules, 1939.-

The above rules are proposed to be made by the Bengal Government to define the powers of the Inspectors appointed under the Employment of Children Act, 1938. The Rules also relate to the form of certificate of fitness required under the Act.

(Notification No. 2245-Com., dated 20-7-1939. The Calcutta Gazette, Part I, dated 27-7-1939, page 1768).

Bombay:

Extension of the Factories Act.-

The Bombay Government has extended the operation of certain sections of the Indian Factories Act, 1934, to all cloth weaving concerns in the Province employing 10 or more persons.

(Notification No. 2969/34 dated 23-6-1939: The Bombay Gazette, Part IV-A, dated 29-6-1939, page 1079).

Bombay:

The Draft Bombay Employment of Children (Workshops) Rules, 1939.-

The above rules are proposed to be made under the Employment of Children Act and relate to the powers of the Inspectors appointed under the Act and to the form of age certificate.

(Notification No. 2764/34 dated 21-7-1939; The Bombay Government Gazette, Part IV-A, dated 27-7-1939, pages 1170 to 1171).

British Baluchistan:

The British Baluchistan Factories Rules, 1939.-

These are general Rules made under the Factories Act, 1934, by the Chief Commissioner, British Baluchistan.

(Notification No. A/62(28) I.D./6915/G dated 3-7-1939: The Gazette of India, Part II-A, dated 15-7-1939, pages 427 to 456).

Central Provinces and Berar:

Bill for compulsory Recognition of Trade Unions in C.P.: Notice of Introduction given by Mr. Page.-

Mr. G.S. Page, M.L.A.(C.P.) has, it is understood, given notice of a Bill, to be moved at the next session of the Provincial Legislative Assembly, proposing to make it obligatory for employers to accord recognition to trade unions; it also provides for prompt settlement of labour disputes by impartial tribunals.

(The Leader, 15-7-1939).

Central Provinces and Berar:

Draft Amendment to C.P. and Berar Payment of Wages Rules, 1936.-

The proposed amendment relates to the substitution of a new form in place of Form IV (Deductions from Wages) for annual returns.

(Notification No. 3269-964-VII, dated 14-7-1939: The Central Provinces and Berar Gazette, Part III, dated 21-7-1939, pages 989 to 990).



Madras :The Hazardous Occupations (Weight Lifting) Rules, 1939.-

These rules declare operations in factories involving weight lifting by women as hazardous occupations and that no woman worker shall lift or carry weights more than a third of her weight or 50 lbs., whichever is less.

(Notification No. 486 dated 19-6-1939: The Fort St. George Gazette, Part I, dated 27-6-1939, page 775).

Madras :The Madras Maternity Benefit (Amendment) Act, 1939. (Act No. XVI of 1939).-

The amending Act is intended to afford better protection to women workers against the risk of dismissal during the early days of pregnancy.

(The Fort St. George Gazette, Part IV, dated 11-7-1939).

Madras :The Hazardous Occupation (Bleaching and Dyeing) Rules, 1939.-

The Rules declare bleaching and dyeing in textile factories as hazardous and make it obligatory for employers to provide rubber gloves for workers in these occupations.

(Notification No. 533. G.O. No. 1682 - Development, dated 4-7-1939: The Fort St. George Gazette, Part I, dated 11-7-39, page 838).

Madras :Amendment of Factories Rules: Provision of Washing Facilities.-

The amending rules make it obligatory on factories in which injurious or obnoxious substances are handled to provide sufficient water, soap, nail brushes and such other articles of toilet; also to grant to workers ten minutes before the end of the day's work for washing purposes.

(Notification No. 554. G.O. No. 1724, Development, dated 8-7-39: The Fort St. George Gazette, Part I, dated 18-7-1939, pages 896 to 897).

Orissa:

The Employment of Children (Orissa Minor Ports) Rules, 1939.-

These Rules made under the Employment of Children Act, 1938, relate to the appointment of Inspectors under the Act and the grant of age certificates to children employed in the minor ports of Orissa.

(Notification No. 4603-II P-3<sup>1</sup>/39-Com., dated 5-7-1939: The Orissa Gazette, Part III, dated 7-7-1939, pages 231).

Sind:

The Bombay Maternity Benefit (Sind Amendment) Act, 1939. (Act No. XIX of 1939).-

The amending Act seeks (1) to extend the operation of the Act in Sind to concerns employing 10 or more persons which have been declared as factories under the Factories Act; (2) to raise the benefits payable to 8 annas or average wages, whichever is higher; and (3) to make it obligatory for employers to provide free medical aid before, during and after confinement.

(Sind Government Gazette, Part IV, dated 6-7-1939, pages 859 to 861).

Sind:

The Draft Employment of Children (Workshops) Rules, 1939.-

The above Rules proposed to be made by the Sind Government deal with the appointment of inspectors and medical practitioners under the Act for the purpose of administering the Act in "workshops" in Sind.

(Notification No. 262-M/38 dated 11-7-1939: The Sind Government Gazette, Part IV-A, dated 20-7-1939, pages 599 to 600).

United Provinces:

Draft Factory Rules.-

Since the period of operation of Rules 98-113 of the United Provinces Factories Rules has recently expired, the United Provinces Government proposes extending the life of these Rules for a further period of three years. The existing draft of Rules 98-113 will be taken up for consideration by 10-10-1939.

(Notification No. 2540/XVIII-218(L), dated 17-6-1939: The U.P. Gazette, Part I-A, dated 8-7-1939, pages 203 to 207).

United Provinces :

The U.P. Industrial Disputes Bill: Government sounds Industrial Interests.-

It is understood that the United Provinces Government has forwarded the draft of its Industrial Disputes Bill to the Cawnpore Mazdoor Sabha and the Employers' Association of Northern India, and has asked both bodies to submit their views by 1-8-1939. The Bill is expected to be introduced at the next session of the United Provinces Legislature.

(The Statesman, 19-7-1939).

Bhavnagar State :

Trade Disputes Regulations in Bhavnagar: New Rules adopted.-

The Government of Bhavnagar State has, in view of the rapid increases in industrial concerns and trade disputes in the State, recently adopted Regulations for settlement of industrial disputes. The Regulations contemplate the appointment of a special Conciliation Officer by the State to whom all trade disputes will be referred for amicable settlement. The right of workers to strike ~~may be exercised in case employers do not redress the just grievances of the workers in good time.~~

The State Government is also understood to have adopted a regulation for payment of maternity benefit to women factory workers.

(The Bombay Chronicle, dated 5-7-1939).

Indore State :

The Indore Trade Unions\* Act, 1939. (Act V of 1939).-

The Indore Trade Unions Act, 1939, received the assent of H.H. the Maharaja Holkar on 21-6-1939 and will be coming into force on 1-8-1939.

The main provisions of the Act are as follows: (1) The Government is empowered to appoint a Registrar of Trade Unions; (2) Any union of seven or more members is eligible for registration; (3) The general funds of a trade union may be spent only for certain specified, prescribed purposes, but a separate fund may be maintained for the promotion of the civic and political interests of its members; or in furtherance of certain other specified objects; (4) The accounts of a registered trade union must be audited annually and an annual return should be made to the Registrar; (5) Not less than one-half of the officers of a union must, unless exempted by the Government, be employed in the industry with which the union is connected; (6) The officers and members of a trade union are given protection in

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case of any civil or criminal proceedings in respect of any legitimate activities for the furtherance of trade unionism and in connection with trade disputes.

(Summarised from a copy of the Act forwarded to this Office by the Indore Government).

(A/<sup>second</sup> copy of the Act has been asked for, and when received, will be forwarded to Geneva).

Burma:

The Draft Children (Pledging of Labour) (Burma Amendment) Bill, 1939.-

The above Bill proposed to be introduced in the Burmese Legislature by the Government, proposes to amend the definition of "Child" so as to raise the age from 15 to 16, and provides for the punishment of persons acting as agents or brokers for the pledging of labour of children. Since these agents or brokers do not enter into any agreement with the parents or guardians, no action can be taken against them under Section 5 of the Act as it stands.

(The Burma Gazette, Part III, dated 22-7-1939, pages 167 to 168). +

United Provinces:

The U.P. Maternity Benefit Rules, 1939.-

These are Rules made under the U.P. Maternity Benefit Act, 1938, for the purpose of administering the Act.

(Notification No. 3774/XVIII-239-33, dated 20-7-1939: The United Provinces Gazette, Part I-A, dated 22-7-1939. Pages 220 to 223). +

United Provinces.-

The Draft U.P. Employment of Children (Railways other than Federal Railways) Rules, 1939.-

The above Rules are proposed to be made under the Employment of Children Act, 1938, and relate to the powers of the Inspectors appointed under the Act, as also to certificates of age.

(Notification No. 1563-A/XVIII-1342 dated 17-7-1939: The United Provinces Gazette, Part I-A, dated 22-7-1939, page 219). +

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Conditions of Labour.

Conditions of work of Bombay Corporation Employees:

Special Committee of Enquiry appointed. ✓

The Bombay Municipal Corporation, at a meeting held on 3-7-1939, appointed a special committee to investigate into the terms of employment of the lower-paid employees of the Corporation, including their remuneration, hours of work, permanency, leave, provident fund, housing facilities and other amenities. A proposition fixing the minimum wage for women employees at Rs. 25 per month was also referred to the committee. The resolution for the appointment of a committee was moved by Mr. M.R. Masani, who remarked that as the largest employer of labour, the Corporation ought to be a model to other employers.

In the course of the discussion of the resolution, it was pointed out that at present there was no proper system of promotions. More than 50 per cent. of the labour staff had no housing accommodation provided by the Corporation.

Dr. J.M. Choksy suggested that the women employees working in the different departments should be paid a uniform wage of Rs. 25 per month "as the invidious distinction now made between men and women of the menial staff caused great discontent among the latter." Women workers' wages were recently raised from Rs. 19 to Rs. 21. A suggestion made by Dr. G.R.A. Sheikh for the payment of wages to labourers on Sundays, whether they were on duty or not, was also referred to the same committee.

(The Times of India, 5-7-1939). ✓

Sunday Holiday for Business Houses in the Punjab:

Government's proposed Legislation. ✓

The Punjab Government, it is understood, is drafting a "Holiday Bill," prohibiting all kinds of business on Sundays and bank holidays. Consequent upon the enforcement of this Bill all shops both in villages and towns are expected to be closed and public entertainments will not be possible on these holidays without special permits.

(The National Call, 7-7-1939). ✓

Textile Mill Shifts in Cawnpore: Workers  
prefer Japanese System. ✓

The workers of the Cawnpore Textile Mills decided by ballot on 20-7-1939 to have the Japanese system of shifts as against the present system by 1062 votes to 179. The present arrangement of shifts in the Mills is a day-shift from 7 a.m. to 5 p.m. with an interval of one hour and a night shift from 6 p.m. to 6 a.m. with an interval of three hours between 11 p.m. and 2 p a.m. According to the Japanese system, the first shift starts at 6 a.m. and continues till 4 p.m. while the second shift commences at 4-30 p.m. and lasts till 2-30 a.m., with a leisure period of one hour in each shift. The Japanese system was introduced recently in several <sup>other</sup> mills of Cawnpore.

The Mazdoor Sabha urged the adoption of the Japanese system of shifts since the workers would be able to enjoy a rest from 3 a.m. to 9 a.m. and would also have enough time for other domestic and social requirements. The Employers' Association contended that workers would not like the Japanese system as, in the light of recent communal riots, they would not take the risk of leaving the mill premises at 2-30 a.m.

The Labour Commissioner, to whom the matter was referred, decided the issue by taking a vote of the workers of the mills, with results as indicated above.

(The National Herald,  
23-7-1939). ✓

Working Class Cost of Living Index Numbers  
for various Centres in India during May 1939. ✓

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

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in May 1939 remained unchanged at 103. The average for 1938 was 105.

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

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during May 1939 advanced by 2 points to 73. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in May 1939 decreased by 1 point to 59.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in May 1939 remained stationary at 55.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during May 1939 advanced by 2 points to 99.

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

Tea Stalls in Bombay Mills: Substitutes for Drink Shops.

The Bombay Millowners' Association have had under consideration for some time the question of the improvement of tea stalls in Bombay mills, on which the Indian Tea Market Expansion Board has submitted a scheme to the Association. The improved tea stalls, it is expected, will serve as substitutes for the drink shops which will be closed on the introduction of prohibition in Bombay from 1-8-1939. Member mills have been requested carefully to consider the following recommendations of the Association:

(a) Mill managements should make every effort to organise and to run tea shops departmentally.

(b) If mill managements, for one reason or another, find that they are unable to establish their own tea shops, they should exercise control over (1) the price at which tea is sold which should not exceed one pice per five oz. cup, (2) the hours during which it should be sold over the counter of the shop, (3) the quality, price and source of supply of the leaf tea to be used, (4) the quality, supply and price of sugar and milk to be used, (5) the preparation of tea, and (6) the carrying out of frequent tests of quality of leaf tea used and the liquid tea sold.

(c) The working of tea shops should be under the supervision of a Canteen Supervisor appointed specially for the purpose on a

salary of between Rs. 40 and Rs. 50 per month. The salary of the supervisor should be met from the rent received from the tea vendors.

(d) As regards the distribution of tea, it is recommended that it should be distributed in the departments at fixed times during working hours and suitable means should be devised for keeping the tea supply fresh and hot.

The Indian Tea Market Expansion Board will make available the free services of four inspectors for the purpose of supervising the preparation and distribution of tea for a period of three or four months. It is recommended that full use of the services of these inspectors should be made by the member mills.

(The Labour Gazette, Bombay,  
June 1939 issue). ✓

Deterioration of Labour Standards in the Indian Textile  
Industry: Bombay P.C.C. urges Government Action. ✓

Reference is made at pages 24 to 26 of this Report under heading "Workers' Organisations", to the All-India Textile Labour Conference held at Nagpur on 25-7-1939 to consider the effect of the present textile crisis on workers' standards. The same subject, as far as it affected Bombay Province, was considered by an urgent meeting of the Bombay Provincial Congress Committee held at Bombay on 21-7-1939 with Mr. Nagindas Master presiding.

The main resolution adopted stated that the Bombay Provincial Congress Committee viewed with alarm the growing deterioration of the industrial situation in Bombay, as was evidenced by the closing of night shifts and lock-outs resulting in a large number of workers being thrown out of employment, which has led to discontent and resentment, among the workers, that, if the situation was allowed to continue, it might develop into a major industrial crisis; and that the Bombay Provincial Congress Committee, while strongly protesting against the Indo-British trade agreement and the imposition of a duty on raw cotton, was of the opinion that it was unfair and unjust to make these an excuse for reducing wages or employment. The Committee urged the millowners to place their case before the Congress Working Committee and the Congress Ministry and attempt with their assistance to find a solution of the problems confronting them. The resolution further requested the Bombay Government to take note of the labour situation and effectively intervene in the interests of both the labourers and the industry.

(The Times of India, 24-7-1939). ✓



Jamshedpur Labour Dispute referred to Arbitration. ✓

During the past several months acute differences over service conditions in the Tata Iron and Steel Company, Jamshedpur, had sprung up between the management and the workers. An enquiry into the dispute was ordered but differences relating to the terms of reference of the enquiry into the dispute caused a breakdown in the negotiations for a settlement and hampered the progress of the work of the Board, which was constituted recently.

An understanding has now been reached and Dr. Rajendra Prasad, Chairman of the Bihar Labour Inquiry Committee appointed by the Government, and Pandit Jawaharlal Nehru, will, it is understood, sit in arbitration on the labour dispute at Jamshedpur during the second week of August.

(The Statesman and Amrita Bazar Patrika,  
28-7-1939) ✓

The Digboi Labour Dispute: Referred to Board  
of Conciliation. ✓

References were made at pages 14 to 16 of our June 1939 report to the dispute between the Assam Oil Company at Digboi and the Assam Oil Company Labour Union and to the resolution adopted by the All India Congress Committee on the question. On 10-7-1939 the Government of Assam announced the appointment of an Enquiry Committee with Sir Manmatha Nath Mukherji, a retired Acting Chief Justice of the Calcutta High Court, as Chairman, to enquire into the events leading to the firing incident of 18-4-1939, the measures taken by local authorities before, during and ~~fa~~ after the occurrence and the origin and causes of the strike and to suggest means whereby strikes of this nature ~~can~~ be avoided in future. (The Assam Gazette Extraordinary, dated 10-7-1939).

2.6. This enquiry was later on postponed.

On 26-7-1939 the Assam Government announced the setting up of a Board of Conciliation consisting of Mr. K.K. Hajara, I.C.S., District and Sessions Judge, Assam Valley Division, as the sole member to decide the time and method of re-employment of the strikers under the Assam Oil Company and to explore the possibilities of settlement regarding any outstanding matters still in dispute between the Company and the Labour Union.

(Notification No. 4730-G.J. dated 26-7-1939: The Assam Gazette Extraordinary dated 26-7-1939). ✓

Conditions in Assam Tea Estates: Indian Tea Association announces withdrawal from the Enquiry: Government Decision to continue Enquiry. ✓

Reference was made at pages 20-21 of our May 1939 report to the appointment of a Committee to enquire into and report on the existing conditions of labour in the tea plantations in Assam. On 1-7-1939 Mr. Langden, Chairman of the Indian Tea Association, Assam, addressed a letter to the Assam Government expressing his Association's unwillingness to co-operate with the investigations of the Committee, the reason adduced being the "biased and hostile" attitude of three members of the Committee to the tea industry. He further added that the Association will co-operate only with an enquiry conducted by "an individual person acceptable to the tea industry or by an independent and unbiased Committee appointed by the Government of India." (The Amrita Bazar Patrika, 17-7-1939).

The Assam Government in a communiqué issued on 14-7-1939 deplors the attitude taken up by the Association and explains that the Committee, which has an I.C.S. <sup>Officer</sup> as Chairman, is composed of members representing legitimate interests connected with the tea industry; the Government is therefore of opinion that the Association's objections with regard to the personnel of the

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Committee or the allegations of its hostility to the planters are not sustainable. The Government has decided to proceed with the enquiry even if the Association continues to withhold co-operation.

(The Amrita Bazar Patrika,  
17-7-1939). ✓

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Enforcement of Conventions.

Factory Administration in Bengal, 1938.\*

Number of Factories.- The number of factories on the register at the close of the year 1938 was 1,735, an increase of 41 on the previous year's total. 1,348 were perennial and 387 seasonal. 91 factories were brought on to the register under section 2(j) and 2 by declaration under section 5(1).

Number of Workers.- The average daily number of workers employed in registered factories was 562,791; this was 3,667 less than the figure for 1937. The decrease was mainly accounted by jute mills and jute presses. Of the 562,791 workers, 495,183 were men, 59,859 were women, 6,275 were adolescents and 1,474 were children.

Inspections.- During the year a total of 2,742 visits were made by the inspectors to registered factories and 166 to unregulated concerns. 971 factories were visited once, 232 twice, 125 three times and 136 more than three times. The figures include 458 special visits for investigation into complaints, enquiry into accidents, collection of statistics, etc., also 93 surprise visits outside legal working hours. 271 factories were not inspected. In this total is reflected not only the shortage of staff for purely Factories Administration purposes but also the difficulties of access of certain establishments and the effect of Payment of Wages Act and Bengal Jute Ordinance matters on the general routine of the department.

Certification of Scheduled Workers (Hazardous Occupations (Lead) Rules, 1937).- According to information available, 43 visits were paid by certifying surgeons to factories involved in the above hazardous occupation. A total of 1,923 persons were medically examined of whom only three failed to obtain certificates of fitness.

Working Hours.- With the exception of certain jute and cotton mills, printing presses and up-country rice mills, factories generally may be considered to have adhered to the limits prescribed under the Act.

Accident Statistics.- The accident figures for 1938 were 56 fatal, 1,712 serious and 7,619 minor. Of the total of 56 fatal accidents, 41 were due to causes which could not have been foreseen or prevented; 6 to neglect on the part of the employer to take the necessary precautions or provide effective supervision; 5 either to defective equipment, unsafe methods of work, disobedience or neglect on the part of the deceased persons and the remaining 4 to

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\* Government of Bengal - Annual Report on the Administration of the Factories Act in Bengal for the year 1938 - by R.C. Parsons, B.Sc., A.M.I.(Mech) E., A.M.I.E.E., Chief Inspector of Factories, Bengal. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1939. Price Annas 12 or 1s. 4d. pp. 89.

negligence on the part of other workers.

The report gives detailed information regarding the state of fencing of machinery, safety of structures, precautions against fire, etc.

Prosecutions.- The number of factories prosecuted was 62. 59 were prosecuted once, 2 twice and one on three occasions. The total number of cases instituted was 111, of which 60 were against managers, 47 against occupiers, 3 were against managers and occupiers jointly, and one against a subordinate. Of the 111 cases, 37 related to notices and registers, 26 to illegal employment, 21 to sanitation and ventilation and 27 to safety arrangements. 93 cases (including 6 of the previous year) were disposed of in the year resulting in 91 convictions.

The Chief Inspector remarks that " although undoubtedly there has been some improvement in the fines imposed yet certain courts, still seem reluctant to fine at a rate which will be a deterrent to continued offences. When fines are not impressive, inspections and prosecutions have to be more frequent; and if this is attempted with an inadequate staff the instructive and more desirable work within the law has to suffer."

Industrial OrganisationEmployers' OrganisationsFederation of Trades Associations of India:New Organisation set up in Calcutta. ✓

It is understood that a Federation of Trades Associations of India has been registered in Calcutta on 18-7-1939.

The main object for which the Association has been formed is "to promote and protect the interests of the trading community of India and to communicate with associations and other public bodies throughout the world for the purpose of promoting measures for the protection of trade and persons engaged therein." Among other objects are consideration of all questions connected with the trade of India, to promote or oppose any legislative or other measure affecting such trade, and to collect and circulate statistics and other information relating to such trade.

So far eight Trades Associations have joined the Federation, namely, the Calcutta Trades Association, the Madras Trades Association, ~~the Bombay Presidency Trades Association~~, the Bangalore Trades Association, the Nilgiris Trades Association, the Secunderabad Trades Association, the Punjab Trades Association, and the Simla Trades Association.

The registered office of the Federation is situated in the office of the Calcutta Trades Association, 34, Dalhousie Square.

(The Statesman, 25-7-1939) ✓

Workers' Organisations.

Special Meeting between Railway <sup>Board</sup> and A.I.R.F. Bombay,  
20-7-1939: Demands regarding Pass Rules, Leave  
Facilities, Provident Fund and Concilia-  
tion Machinery. .

A special meeting between the Railway Board and representatives of the All-India Railwaymen's Federation was held at Bombay on 20-7-39 when the following subjects were considered: Pass rules, extension of Provident Fund membership so far as it related to State-managed railways, accumulation of leave for inferior staff on State-managed railways, extension of hours of employment regulations, and constitution of a joint standing machinery as recommended by the Whitley Commission. The meeting was attended by Sir Guthrie Russel, Chief Commissioner of Railways, Mr. T.S. Sankara Iyer, Financial Commissioner of Railways, and Mr. J.D. Michael, Deputy Director of the Railway Board, on behalf of the Board, and by Mr. Jammadas M. Mehta, Mr. S.C. Joshi, Mr. S. Guruswami and ~~xxx~~ eleven others on behalf of the Federation. The following summary of the proceedings is taken from a communiqué issued by the Railway Board to the press at the conclusion of the meeting:

Pass Rules.- In dealing with this subject, the Federation urged that the new pass rules regulating the issue of passes to staff required relief in so far as they related to the issue of passes to 'dependant relatives', the number of passes admissible to employees, and the removal of the distinction contained in the new rules in respect of staff on old and revised scales of pay. The Federation's minimum demand was that the passes, etc., admissible under the rules in force in 1935 should be restored to the employees.

The Chief Commissioner pointed out that the existing rules in some respects were not less liberal than the 1935 rules, as the existing rules provided that, in a case in which an employee had to send his family away when he could not accompany them, a pass issued to him subsequently to join his family was counted as one pass and not as two. He also said that as a compromise he was prepared to recommend to Government to relax the existing pass rules in respect of admissibility of passes to dependants and the abolition of the distinction between employees and old and new scales of pay up to the 24th year of service.

The Federation asked that, in addition to the concessions previously mentioned by the Chief Commissioner with regard to dependant relatives and the removal of the differentiation between the staff on the old and the new scales of pay, staff having between two and ten years of service should be given two sets of passes, while those between 11 and 20 years of service should be given three sets. They further urged that staff drawing less than Rs. 60 should be given

third class passes and those drawing between Rs. 61 and Rs. 160 should get inter-class passes. They also urged that inferior staff should be granted passes after retirement.

The Chief Commissioner pointed out that the Railway Board were endeavouring to hold the balance between the interests of the travelling public and those of the railway employees. He was prepared to recommend to the Government of India the concessions he had previously referred to with regard to dependants and granting staff on the new scales of pay the same passes as those on the old. He did not think that any further concessions could be considered reasonable, but he was prepared to place before the Government of India for their consideration one more concession, viz., that staff from the second to the sixteenth year of service should receive two sets of passes. The Federation accepted this as a reasonable compromise.

Leave of Inferior Staff.- The Federation stated that in many instances records of refusal to grant leave to inferior staff were not maintained and that figures showing the leave granted, compared with the leave due, would show that a large percentage of inferior staff did not get leave for which they applied.

The Chief Commissioner agreed that records of refusal to grant leave must be kept and that instructions would be issued to State-managed railways to do so.

The Federation then referred to the recommendations of the Royal Commission on Labour with regard to the accumulation of leave and requested that inferior staff should be allowed to accumulate some leave so as not to lose leave when circumstances necessitated its refusal.

The Chief Commissioner agreed in the case of inferior and daily rated staff to recommend to Government that leave not granted, or which could not be availed of in a particular year, might be carried forward in such a way that the staff concerned could accumulate leave up to a maximum of 30 days.

Extension of Hours of Employment Regulations.- The subject of extension of the hours of employment regulations to the four Class I ~~one~~ railways, <sup>namely</sup> the A.B., the B.N., the R. and K., and the S.I. Railways to which the regulations had not yet been extended was ~~now~~ next taken up.

The Chief Commissioner referred to the fact that the subject could not be discussed at the last half-yearly meeting on account of Mr. Mehta's absence, and said that there were two alternatives open, as it was not found possible, on financial grounds, to extend the regulations immediately to all the four railways. The alternatives were either to extend the regulations in their entirety to the R. and K., and S.I. Railways now and to the other railways later, or to extend the regulations to all staff other than traffic staff on the four railways. Under the first alternative it was estimated that the capital expenditure to be incurred would be about Rs. 575,000 with a recurring expenditure of Rs. 325,000, while under the second alternative capital expenditure of Rs. 430,000 and a recurring expenditure of Rs. 250,000 would be required. The Chief Commissioner



said that, though the first alternative was the costlier of the two, in view of the greater density of traffic on the railways concerned, he preferred it to the second and asked the Federation which of the two alternatives they preferred.

The Federation submitted that the hours of employment regulations should be extended to all the four railways immediately and that the extension of these regulations had already been unduly delayed, but they agreed that, of the two alternatives suggested by the Railway Board, the extension of the regulations to all the staff of the R. and K. and S.I. Railways was the better.

Extension of Provident Fund to Inferior Staff.- The next subject dealt with was the extension of provident fund benefits to inferior staff on state-managed railways.

The Federation referred to the points put forward by them at the fourteenth half-yearly meeting held in November, 1937, which clearly indicated their attitude on this question. (Vide pages 55 to 58 of the Monthly Report of this Office for November 1937).

The Chief Commissioner stated that the cost of extending provident fund benefits to inferior staff on all ~~class one~~ railways would be Rs. 5,000,000 per annum and that already this year the earnings on the railways were Rs. 5,400,000 less than last year. The general trend of the goods earnings was not such as to indicate that the earnings ~~would improve materially before the end of the year~~ and that, in the circumstances, it was not possible for the Government to agree to the proposal.

The Federation submitted that the minimum needs of the railway staff should be met before any contribution was made from railway revenues to the Central Government for the benefit of the Provinces and that the money required could be found from the savings and economies that had been effected in interest charges by loan conversions and from the reserve, or by setting aside the interest on the whole reserve which the railways were building up owing to the fact that contributions to the depreciation fund had for the last 14 years exceeded the withdrawals from the fund.

The Chief Commissioner agreed to place the submission of the Federation before the Government of India for their consideration and asked that a complete statement of the case by the Federation be submitted to the Railway Board within the next three weeks.

Joint Standing Machinery for Settlement of Disputes.- In dealing with the subject of the joint standing machinery for the prevention of disputes on railways set up at Calcutta, the Chief Commissioner referred to the suggestion put forward by the Federation at the last half-yearly meeting for the appointment of assessors on the Industrial Advisory Board, and said that the Railway Board would be prepared to consider favourably the suggestion that the Industrial Advisory Board should be assisted by assessors, one to be appointed nominated by each party, and this should be tried as an experiment.

The Federation pointed out that at present it was applicable to railways operating only in a particular province and requested that the machinery be extended to all railways. They also submitted that it should be made clear what parties could refer disputes to the Industrial Advisory Board.

The Chief Commissioner read out the relevant passage from the Government of India's resolution relating to the setting up of the special machinery at Calcutta and agreed to place the submission of the Federation before the Government of India.

(The Times of India,  
22-7-1939). +

Conference of Motor Drivers in Chittoor District: Plea for Enquiry Committee on Conditions of Work of Motor Drivers. +

A meeting of the motor drivers of Chittoor District (Madras Province) was held at Chittoor on 12-7-1939 under the presidency of Mr. S. Guruswamy, General Secretary, All India Railwaymen's Federation. In the course of his presidential address, Mr. Guruswamy referred to the complete lack of regulations in the motor transport industry. As regards leave benefits, provident fund and gratuity, limitation of working hours, facilities for rest rooms at outstations for the running staff and the provision for free quarters, as on the railways. He referred to the competitive advantage the motor transport industry possessed over railways through low labour costs and pointed out that the depressed labour conditions of the motor drivers constituted a menace to the comparative better conditions of railway workers.

Resolutions.- The Conference resolved to form a union of motor transport workers of the District. Resolutions were also adopted urging the Minister for Labour and Industries, Madras, to appoint a committee of enquiry, including representatives of labour, to enquire into and report on the service conditions of motor transport workers in the Province with a view to securing a standard labour code; requesting the Government to take over to itself the management of this transport industry in the interests of the public and of the workers of the Province; recommending the extension of the Payment of Wages Act to motor transport workers and directing the

President of the newly-formed union to prepare a memorandum of the grievances of motor transport workers for submission to employers.

(The Hindustan Times,  
15-7-1939). +

Central Labour Organisation for Kerala (West  
Coast of Madras). +

A meeting of the Executive Committee of the All-Kerala Labour Organisation was held at Cochin on 12-7-1939 under the chairmanship of Mr. P. Gangadharan. The meeting resolved to co-ordinate the activities of all labour unions in Kerala (west coast of Madras Province) and to bring all unions under a central organisation. Each member-union is to be represented in the central association through two persons elected by each of them. A small committee has been appointed to carry on necessary propaganda and organisation work.

It was decided to form a Labour Federation for Travancore and Cochin, each class of labour having a separate guild of its own. There will be two Labour Conferences, one of coir workers at Cochin and another of textile workers at Trichur, in September 1939. The affiliation of the organisations to the All-India Trade Union Congress was also decided upon at the meeting.

(The Hindustan Times,  
17-7-1939). +

Meeting of the General Council of the A.I.R.F.,  
Bombay, 21-7-1939.

A meeting of the General Council of the All India Railwaymen's Federation was held at Bombay on 21-7-1939 to consider the decisions of the special meeting between the Railway Board and the All India Railwaymen's Federation held at Bombay on 20-7-1939. A hint that a general strike of all workers on Indian railways might be called was given by Mr. N.M. Joshi when he addressed the General Council

in connection with the Federation's plea that provident fund facilities should be extended to all workers on railways. At present these facilities are denied to 65 per cent. of the workers.

Resolutions: (1) Decisions of Special Meeting between Railway Board and A.I.R.F.- The General Council expressed satisfaction at the decisions arrived at in the special meeting between the Railway Board and All India Railwaymen's Federation regarding the minimum demands of the Federation in the matter of passes, accumulation of leave for inferior servants, joint standing machinery for the settlement of trade disputes and application of the Hours of Employment Regulations to the S.I., and R.K. Railways, though the Federation felt that a more generous attitude was called for in these respects from the Railway Board.

(2) Provident Funds.- The Council endorsed the stand taken by the Federation before the Railway Board on the question of the provident fund privileges and expressed its disappointment at the virtual refusal by the Board of the demands on the subject urged by the Federation deputation. The Council resolved that the matter could not be allowed to remain where the Railway Board had left it and reiterated its determination to take all steps to secure the benefits of the provident fund in all railway employees, as recommended by the Royal Commission on Indian Labour. The Council further decided to carry on an India-wide agitation on an intensive scale for mobilising the forces of the workers and enlisting the sympathy of the public in support of this demand. If the reply of the Government of India to the representation in this behalf which the President is authorised to send, is unfavourable or if no reply is received by the Federation before the end of September 1939, the President is requested to call a special convention of the Federation at Lahore for the purpose of considering the situation and deciding the measures to be taken for implementing the resolution of the Council.

(The Times of India  
22-7-1939). †

All-India Textile Workers' Conference, Nagpur, 25-7-1939:

Mr. Joshi urges resistance to lowering of existing Labour Standards.

Reference was made at pages 21 to 22 of our June 1939 report to the decision of an informal conference of representatives of textile workers held at Bombay in June 1939 to hold a conference in July 1939 to consider the rapidly worsening conditions in the Indian

textile industry and take steps to safeguard the interests of the workers. Accordingly, an all-India Textile Workers' Conference, was held at Nagpur on 25-7-1939, with Mr. N.M. Joshi as president. Delegates from Bombay, Nagpur, Ahmedabad, Delhi and Rajnandgaon attended. Replies to a questionnaire on the present conditions of workers received from Bombay, Sholapur, Ahmedabad, Cawnpore, Bangalore, Nagpur, Berhampore, Rajnandgaon and Kustia were considered. These reports indicated a general worsening, both direct and indirect, of conditions of textile workers. In most of the centres there have been reductions in wages, rationalization and closing of night shifts on the plea of trade depression.

The conference was not open to the Press, but its conclusions were made available in a lengthy statement issued by Mr. Joshi at the conclusion of the meeting; the following brief review of the work of the conference is taken from the statement:

Deterioration of Conditions of Workers.- The gravity of the situation, can be understood from the fact that in Bombay City alone the number of unemployed consequent on the closure of night shifts, exceeds 30,000. In Ahmedabad, more than 15,000 are already workless, and in Sholapur about 1,000 are workless. Besides, every centre reports direct or indirect wage cuts. Ahmedabad millowners are now contemplating a reduction in wages. This step, it is pointed out, is an attempt to remove the entire wage increases granted by the Bombay Labour Enquiry Committee. Bombay, where indirect wage cuts are in evidence, is preparing for a rationalization drive which will lead to a reduction in the total earnings of workers.

Provincial Governments' Apathy.- The provincial Governments have not, hitherto, taken any action to check the efforts of the employers to circumvent the recent wage increases or to lessen the rising incidence of unemployment. The growing incidence of unemployment and repeated attacks on wages clearly show that neither earnings nor other conditions will be safe without legislative remedies. The cry that labour legislation should be co-ordinated has only been started to delay reform which provincial Governments may feel necessary; and this cannot be allowed as an excuse for delay.

Resolutions: (1) Demand for Legislation regarding Unemployment Insurance and Minimum Wages.- In view of mass unemployment and the repeated nibbling at workers' wages, the conference appealed to all Governments immediately to introduce legislation regarding unemployment insurance and minimum wages.

Workers to resist Lowering of Standards.- By another resolution the conference declared that there was no justification for the present worsening of the workers' standards of living. From reports from textile centres, it was clear that the attack was an all-India one and the conference felt it necessary to adopt effective co-ordinated

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measures to resist the offensive. It therefore called upon all textile centres, unions and workers not to accept any lowering of labour standards direct or indirect.

Finally, the conference called upon the textile workers of the country to organise for any emergency that might arise.

(The Times of India, 26-7-1939).

(vide page 12 of this report under section "Conditions of Labour" for the action urged by the Bombay Provincial Congress Committee on the situation; and vide pages 30 to 32 under section "Economic Conditions" for a review of internal conditions in the industry). . .

Intellectual Workers.Committee on Non-Government Aided Anglo-Vernacular Schools  
and Colleges in U.P.: Service Condition of  
Teachers to be enquired into.

The United Provinces Government has appointed a Committee with the Director of Public Instruction, United Provinces, as Chairman, to examine the administration and working of non-Government aided Anglo-Vernacular schools and colleges in the United Provinces and to suggest ways and means for their improvement in all directions.

The terms of reference of the Committee include consideration of questions relating to conditions of service, method of appointment and security of tenure of the teaching staff with special reference to setting up of arbitration committees to which all cases of removal, reduction in salary, suspension, dismissal, discharge and retrenchment of the teaching staff may be referred for a final decision and determination of the point whether power should be given to the inspector of schools to stay execution of an order until such reference has been made and finally decided. The Committee has also been directed to devise methods to prevent short or late payment of salaries.

(The United Provinces  
Gazette, Part VIII, dated  
22-7-1939).+

Economic Conditions.Regulation of Production and Marketing of Steel in India:  
Conference convened by Government of India  
for 16-8-1939. ✓

The Government of India has decided to convene a conference of various steel interests in India to arrive at an agreement between the large steel producers and smaller rolling mills with regard to the regulation of production, division of markets and other cognate subjects.

A circular, <sup>letter</sup> to steel interests from the Commerce Department, Government of India, says that representations have been received from the proprietors of a steel rolling mill, complaining that they are unable to make adequate profits owing to 'unfair competition' from the Tata Iron and Steel Company and suggesting that the Government of India should hold a conference of the interests concerned to arrive at an agreement regarding production, marketing, etc., of steel.

The <sup>letter</sup> ~~editorial~~ points out that the Government is not in a position to indicate in advance that it would be prepared to give its approval and support to such an agreement. The grant of protection to the iron and steel industry has, generally speaking, already raised Indian prices above the level of world prices, and it would not, in their opinion, be justifiable to impose a further burden upon the consumer by depriving him of the advantage of the effects of fair competition in India. The Government of India, however, recognises that even the consumer's interest may, in the long run, be adversely affected by unfair or predatory competition. It accordingly proposes to convene the conference in the hope that it may be possible to avoid the emergence or, if such be the case, the continuance of such competition.

(The Statesman,  
21-7-1939). ✓

Simla Shipping Conference to Solve Rate-war in Coastal Traffic:  
Conference Postponed. ✓

An informal Conference of representatives of the more important shipping companies operating in Indian coastal waters, namely, the Bombay Steam Navigation Company, the Moghul Line, and the British India Steam Navigation Company, convened by the Commerce Department, Government of India, was held at Simla on 26-7-39 to discuss the



shipping companies grievances generally, and in particular, the rate-war now raging on the Konkan coast and in the Haj pilgrim traffic; as Mr. Walehand Hirachand, Chairman of the Scindia Steam Navigation Company, the principal Indian ~~firm~~ shipping firm engaged in the coastal trade, was away in England to conduct negotiations on the same subject in London, no representative of the Company attended the Conference.

On representations being received by the Government of India from the Federation of Indian Chambers of Commerce and Industry and other Indian organisations interested in coastal shipping to postpone the Conference in view of the non-participation of the Scindia Company and as invitations were not extended to other Indian shipping companies, the Conference was closed after a brief session for an hour.

It is hoped that another and more formal shipping conference will be held some time later in 1939.

(The Times of India, 28-7-1939) ✓

A Cotton Textile Mill to be started in Morvi State:

Concession granted by the State to the Mill. ✓

It is understood that arrangements have been completed for the establishment of a cotton mill ~~at~~ <sup>State.</sup> Morvi. A joint stock company, under the name of ~~the~~ New Lakhdhirji Spinning, Weaving and Manufacturing Company, Limited, with an authorised capital of Rs. 9,00,000, of which Rs. 700,000 will be issued, has been floated.

Concessions aggregating to about Rs. 120,000 per annum have been granted to the mill by the State. The concessions include a monopoly for the manufacture of yarn and cloth for a period of 15 years, advances on easy terms, lease of land at a nominal rent of Rs. 5 per acre, free supply of water and reduced freight rates. During the period of monopoly, no taxes will be collected from the company. The profits of the company will not be subject to any income-tax or super-tax. The State will also construct at its expense 250 rooms for housing the mill workers at nominal rents.

(The Times of India, 25-7-1939) ✓

Overproduction in Cotton Textile Industry:

Abolition of Night Shifts:

Proposal for Restriction. ✓

The Indian cotton textile industry is at present passing through an acute crisis owing mainly to over-production and additional burdens placed on the industry by Governments, both Central and Provincial. The following information about internal conditions in the industry is taken from an editorial article on the subject in the Times of India of 4-7-1939:

Annual Output of 6,000 million yards.- It is estimated that the active output of the 380 cotton mills in the country is about 6,000 million linear yards of piecegoods; to this must be added another 1,000 million yards of imports from Japan and the United Kingdom to which India is committed in return for those countries' takings of raw cotton. In times of prosperity, when a succession of good seasons increases the purchasing power of the peasantry, it might not be beyond India's capacity to absorb this supply. Unfortunately, conditions in the country for various reasons are far from prosperous. The result is that markets cannot absorb the output of the industry; this fact is reflected in accumulated and rising stocks of piecegoods in most centres. Already the surplus is round about 1,000 million yards, and unless steps are taken to restrict production it will continue to rise. Fierce internal competition, added to that of Japan, (which, despite imposition of quotas, is always able to undercut) has led to deterioration in cloth prices not altogether compensated for by the lower cost of raw material.

Closure of Night Shifts.- Maladjustment in supply and demand is reflected in the voluntary attempts of mills to reduce production. Many have already abandoned double-shift working, although it helped them by reducing overhead expenses. In many standard lines of piecegoods sales are difficult to negotiate at any price; consequently mills are compelled to reduce output rather than see stocks piling up in their godowns.

Growing Incidence of Unemployment.- How far the movement towards lower output has gone is seen in the enforced drop in employment figures in Bombay and Ahmedabad. In Bombay City and Island there has been a decline in the number of workers of 29,000, or nearly 17.5 per cent. of the labour force during the past fifteen months. In Ahmedabad retrenchment in night shift has been about 12,000 over the same period, representing about 11 per cent. of the labour force. They are not final, because unless conditions improve there must be further dismissals.

Scheme for Restriction of Output.- The Millowners' Associations of Bombay and Ahmedabad are at present attempting to bring about an all-India agreement on restriction of output, based on some principle as a shorter working week of 45 hours or positive quotas for the various centres. The obstacles in the path of a voluntary agreement are innumerable. For one thing, it must have overwhelming support from

all sections of the industry; a few "pirate" mills refusing to come in could wreck the whole scheme. Already there are indications that certain centres, Bengal and Delhi for instance, are not enamoured of the restriction proposals. If their opposition persists, voluntary restriction breaks down. Alternatively, if State intervention is sought, the industry must be prepared to face its corollaries in the shape of State control of prices, etc.; the remedy might easily be worse than the disease.

Additional Burdens on Industry.- Government measures in recent months have deepened the economic depression. Particularly is this so in Western India, an area in which the cotton textile industry is already handicapped by the natural tendency for mills to be set up elsewhere in the country wherever raw cotton and consumers' markets are both available at their doorsteps. Bombay and Ahmedabad were losing ground to newer centres before fresh burdens were placed on them. These include the interim award of the Textile Labour Inquiry Committee, which added roughly ten per cent. to the wage bill; the additional tariff duty on imported cotton imposed by the Centre—an impost which weighs most heavily on Bombay and Ahmedabad since they consume the bulk of imported cotton; the urban immovable property tax and the sales tax on piecegoods which, however it is levied, must hit the mills to some extent. It is reliably computed that in Bombay City and Island the additional burden involved in these imposts is over Rs. 10 millions; in Ahmedabad it is said to be about 7 millions.

(The Times of India, 4-7-1939) ✓

Renewal of Indo-Japanese Trade Agreement: Preliminary Discussions started. ✓

Following a request addressed by the Japanese Government to the Government of India to begin negotiations for the renewal of the Indo-Japanese Trade Protocol of 1934, due to expire on 31-3-1940, the Government of India fixed 17-7-1939 for starting preliminary discussions and appointed non-official representatives of interests concerned in India to advise the Government.

The Indian non-official advisers met at Simla from 17 to 20-7-39 and the results of their discussions of the various aspects of the Indo-Japanese trade problem are incorporated in a memorandum submitted to the Government. It is gathered that the memorandum proposes the imposition of protective duties on miscellaneous Japanese articles ~~as~~ so as to help the same class of Indian products against competition. This proposal appears to have been formulated after a keen discussion during which full consideration was given to its possible adverse effect on Japan's willingness to continue as a buyer of Indian cotton. With regard to shipping, the Advisers are understood to have adopted, with certain modifications, the case put forward by Indian shipping

interests for a specific share in the carriage of the seaborne trade between India and Japan.

Formal negotiations between the two countries are expected to be started by 15-8-1939.

(The Statesman,  
21 & 28-7-1939). ✓

Trade Agreement between India and Burma: Burmese  
Representatives' Discussions with Government of India. ✓

An exchange of views between the Government of India and the Government of Burma took place in the third week of July 1939 regarding the working of the Indo-Burma Trade Regulation Order. The Burmese representatives at the Conference held in Simla for this purpose were two members of the Burma Tariff Advisory Committee, namely, the Commerce Secretary, Mr. J.H. Wise, and the Finance Secretary, Mr. U. Tin Tut.

The talks are believed to have covered a wide field, including the question of reciprocity in matters like ~~may~~ registration of accountants, patents and designs, apportionment of customs revenue on re-exported goods, imports of Burma's rice into India, conditions on which the two countries maintain free trade as far as home produce is concerned, but vary duties on imported articles either for revenue or protective purposes. The question of Indian settlers in Burma generally and compensation to Indian victims of the recent riots was also touched upon. On this question, the Burma Government ~~is~~ credited with the view that as both Indians and Burmans share common citizenship in Burma, Indians cannot in fairness claim, in the matter of compensation, special treatment as nationals of another country. The view is also attributed to the Burma Government that compensation, in the nature of things, should come out of additional taxation which must bear equally upon Indians and Burmans.

(The Statesman,  
23-7-1939). ✓

Social Conditions.

Improving Conditions of Bombay's Aboriginal Tribes:

Special Enquiry Officer's Report. \*

The Bombay Government has published the report of the Special Officer appointed by it some time back to enquire into the measures required for the improvement of conditions of Bhils and other aboriginals and hill tribes in the Partially Excluded Areas of the Province. Along with the report, Government has also published its orders on the several recommendations made by the Special Officer. A brief summary of the findings and recommendations of the Special Officer, Mr. Symington, and the Government's orders thereon is given below:

Special Officer's Findings.- The problem of the aboriginals and hill tribes lies not so much in their isolation but in their contacts with the main body of the community. It has hitherto been usually assumed that whatever measures were suitable for the country at large were suitable also for the tribal areas. But the common law of the land has been found in many respects highly unsuitable for tribal areas as it produces serious oppression and exploitation.

The State ought to take an entirely new view of the problem of the aboriginal and, instead of relying on the forces of time and example, should adopt active measures designed both to free him from his exploiters and to educate him up to becoming an intelligent and useful member of the community. The Special Officer's suggestions for improvement include: (1) stringent restrictions on sowcars (money-lenders), (2) the composition of debts, (3) a new system of agricultural credit, (4) regulations regarding tenancy and certain kinds of wages, (5) a reversal of the present excise policy, (6) compulsory education, (7) the abolition of local self-government on an elective basis in these areas, (8) social uplift and propaganda work, and (9) a small administrative reshuffle in order to provide the machinery required for certain of these proposals.

Government's Orders: (1) Grant of Land in Partially Excluded Areas.- Government has accepted the recommendation that no land in the Partially Excluded Areas should be given out without specific sanction to any one except to a member of the Backward Classes. Waste lands in places outside the Partially Excluded Areas should be reserved for the aboriginals and hill tribes where they form a substantial part of the population. These orders of Government are not to apply to land intended for purposes other than agricultural. All grants to members of aboriginal and hill tribes should be on the restricted tenure.

If the charging of occupancy price is likely to drive the grantee to the sowcar or to handicap his cultivation, waste lands should be given free of occupancy price. In other cases a light occupancy price

may be charged. Where it is considered inadvisable to grant occupancy rights forthwith, the land may be given on annual lease for rent equal to assessment and after two or three years, full occupancy rights may be granted if the lessee proves satisfactory. The grants of forest lands should be regulated on the same principles and waste lands suitable for afforestation and not required for cultivation should be afforested.

(2) Survey of Land available for Cultivation.- Officers in charge of Partially Excluded and other areas inhabited by aboriginal and hill tribes should survey the land available for cultivation in their respective charges, propose schemes for distribution of such lands and submit them to the Government.

(3) Action on Regulations regarding Tenancy and Wages postponed.- As regards the recommendation that restrictions should be imposed on agricultural rents in part of the Partially Excluded Areas of Thana District, no decision has been taken in view of the fact that the question is under consideration in connection with the Tenancy Bill which is before the Select Committee. Similarly the recommendation about fixation of rents, forced labour, the status for tenants, etc., have not been considered.

(4) Fixation of Minimum Wage for Labour.- As regards the fixation of a minimum wage for labourers employed by the Forest Department, Government has decided that, subject to the vote of funds by the Legislature, the rates of wages of the labourers employed by the Department on creating and tending plantations in the three Thana divisions should be increased by 25 per cent. and in the Panch Mahals division by 75 per cent. and to adopt a standard rate for normal country at Rs. 5 per mile for a 33 ft. or 50 ft. line and Rs. 7 per mile per 100 ft. line for fire protection work in the Northern and Central Circles, and Rs. 10 per mile in the areas such as the Satpudas and parts of West Khandesh where the heavy growth of grass makes this work particularly difficult. Formal orders in this connection will be issued shortly.

(5) Conditions of Employees of Contractors.- The recommendations regarding the steps to be taken by Government about improving the working conditions of employees of contractors are still under the consideration of Government.

(6) Other Orders.- Orders also have been passed on the organisation of grain banks, co-operative societies, provision shops and stores, prohibition, education, medical aid, etc.

(Summarised from Press Note  
No. P.273 dated 11-7-1939  
issued by the Public Relations  
Officer, Bombay). +

Increasing Population of India: 13.4 per cent.  
increase on 1931 Figures anticipated in 1941.

According to certain preliminary estimates made, it is anticipated that the seventh all-India census to be taken in March 1941, will show that the population of India has increased by 13.4 per cent. since 1931. If this estimate is realized, it will be a record unsurpassed in the census history of British India of the past 60 years.

The increases in population over the six preceding decades were as follows:

Year.	Percentage increase per cent.
1872-81 ...	7
1881-1891 ...	10
1891-1901 ...	1.5
1901-1911 ...	6
1911-1921 ...	1
1921-1931 ...	10.

The growth of population during this period has varied according to the famines and epidemics that have marked the various decades. The small increase in 1891-1901 was due to the heavy losses caused by famine in the Central Provinces and Berar, Rajputana, Central India and Bombay. The 1911-21 decade touched the lowest figure, as a result of the influenza epidemic of 1918-1919. During the last 18 years, India has been free from general famine conditions and major epidemics. The 1921-1931 decade showed an increase of 10 per cent. Since 1931, the annual estimated rates of growth have been .9 p.c., 1.4 p.c., 1.2 p.c., 1.9 p.c., and 1.3 p.c., respectively.

(The Statesman,  
21-7-1939)..

Introduction of Prohibition in Bombay City and Suburbs.

On 1-8-1939 the Government of Bombay introduced prohibition in Bombay City and suburbs. (Prohibition had been already introduced in Ahmedabad City on 21-7-1938). The local Government has prohibited from 1-8-1939 the possession or import of country or foreign liquor, toddy, hemp drugs or opium subject to certain exceptions. Non-Indians whose permanent domicile is outside this country will be

allowed alcoholic liquor for private consumption on a permit system. Liquor will also be available for religious purposes and also to those Indians to whom complete abstinence is dangerous on medical grounds. (The Times of India, 1-8-1939).

Opposition to the prohibition scheme is strong from certain minority groups, principally the Parsis who mostly control the liquor trade in the Province, the interests affected by new taxation like the sales tax, property tax, etc., <sup>imposed</sup> levied to make up the loss in excise revenue, and ~~from~~ those employed in the trade. The government, however, has made arrangements for absorbing the large number of workers in the trade who will become unemployed on the introduction of prohibition. In some cases toddy tapping is a seasonal occupation, the tapper returning to his village during the off season. If any tappers wish to return to their villages, assistance will be given to them by providing them with fares to go back. A number of tappers may be employed for tapping nira (unfermented ~~coconut~~ palm juice) for sale after it is neutralised. Others are likely <sup>to</sup> be employed in a factory which Government has decided to start for making 'gul', sugar and other products out of toddy juice under the guidance of experts. For others, Government offer employment in any one of the following occupations: (1) forest work, viz., making roads, charcoal burning and other occupations connected with forest industry, (2) building work, road-making, etc., (3) village industries, such as hand-pounding of rice, manufacture of jaggery, spinning, carding and weaving for which due training will be given. Other schemes are also under preparation.

(Communiqué issued by the Public Relations Officer, Bombay, on 26-7-1939). +



Low Cost Housing in Bombay City, Ahmedabad and Sholapur:

Bombay Rent Inquiry Committee's Recommendations. ✓

The Rent Inquiry Committee appointed by the Government of Bombay in April 1938 has submitted its report in the last week of July 1939. The following were its terms of reference:

"(a) to examine whether the conditions and rentals of premises occupied by the working and the middle classes in the cities of Bombay, Ahmedabad, and Sholapur are such as to require legislative intervention, and

"(b) if so, to suggest the required legislation, and

"(c) to report on such other matters as may be germane to the points referred to in (a) and (b) above."

Mr. Mathooradas Tricamjee was Chairman and Mr. I. N. Mehta, Secretary of the Committee.

Deplorable overcrowding in Bombay City.- The Report describes the ~~number of persons and the appalling living conditions~~ in Bombay City. The total number of persons living in rooms each occupied by six to nine persons, ten to 19 persons and 20 persons and over, is 256,379, 80,133 and 15,490 respectively. Every third person in the City, therefore, lives in such a frightfully overcrowded condition.

74 per cent. of Population in Single-Room Tenements.- The census of tenements by rooms and population discloses the same plight. There are in the City 244,121 occupied tenements. Of these, 197,516 consist of one room only. One-roomed tenements form 81 per cent. of the total tenements in the City, and they are occupied by 791,762 persons or 74 per cent. of the population of the City. The average number of persons per room in this class of tenement is 4.01. The facts then are, briefly, that three out of every four persons in Bombay live in single rooms and that in these rooms, with each of them, there are at least three other persons. It is perfectly impossible to view a situation like this with complacency.

Danger to Morals.- Overcrowding is not the only ugly aspect of the problem. The living conditions are also appalling. Men and women are forced to live in the least possible space of a most insanitary character which is neither conducive to good health nor decent standards of morality.

All-planned Housing Activity.- There has been building activity, but the houses constructed have been built with little reference to the needs of the City. While there is a scarcity of one and two-roomed tenements, the building activity is directed mostly to the construction of large tenements. Hence the phenomenon of vacancies, which gives a wrong impression to a casual observer about the available accommodation.

Recommendations.- Standardisation of all rents of Rs. 80 and below and reduction of 10 per cent. on those of Rs. 30 and below in Bombay City and 20 per cent. on those of Rs. 25 and below in Ahmedabad are some of the more important measures of relief recommended by the Government of Bombay in its report which is now published. The recommendation applies only to privately owned tenements.

The Committee discussed at length the housing conditions in the three cities of Bombay, Ahmedabad and Sholapur and draws particular attention to appalling overcrowding, insanitation, lack of adequate amenities to tenants and absence of any plan in building construction. A conference of representatives of interests concerned with the solution of the housing problem which is held to be urgent is suggested. A vital suggestion affecting the ~~life~~ and health of the people made in the report is for a division of Bombay City into zones for the purpose of residence, industry, trade, etc., and the removal of dhobi-ghats and stables from the city. Among other recommendations ~~are the abolition of "night sessions"~~, regulations of opening and closing hours of business, cheap and quick transport service and ~~adequate reduction in Tramway, bus and suburban railway fares.~~

The Committee's view on the question of working-class housing is contained in the recommendation that "public authorities like the Government, Port Trust, Railways and the Municipality should immediately undertake the responsibility of housing their own employees. Employers of 1,000 persons and more should be required to bear the responsibility of housing at least 25 per cent. of their employees."

The following is a detailed summary of the Committee's recommendations with regard to Bombay City, Ahmedabad and Sholapur:

#### Bombay.

- (A) Rent Restriction.- In view of the fact that the supply of one and two-roomed tenements occupied by the working and middle classes in the City of Bombay has not kept pace with the demand and in view of the fact that the rents charged in a majority of privately-owned buildings appear to be unreasonable, looking to the accommodation and amenities available therein, measures for restriction on rents of Rs. 80 and below per month are necessary. A policy of rent restriction, on the lines enunciated by the British Government in February 1938, should be adopted.

(B) Fixing of Standard Rents.- Restrictions on rents should be as under:

- (i) The rent of a tenement should not exceed the standard rent.
- (ii) The standard rent should be the rent in force on January 1, 1937, for tenements with rents between Rs. 30 and Rs. 80 per month and for tenements with rents of Rs. 30 and below it should be the rent charged on January 1, 1937, less 10 per cent. therefrom: provided reduction does not apply to tenements constructed by Government, the Municipality and the Port Trust for the purpose of housing the poor and their respective employees and let as a policy at concessional rates; it should not also apply to premises owned by charitable institutions and rented on absolutely concessional basis.
- (iii) The rents of a building to be let for the first time or constructed after January 1, 1937, should not exceed an amount which would yield a gross return exceeding  $7\frac{1}{2}$  per cent. on the cost of the building inclusive of land value.
- (iv) The ground rent charged by Government, the Municipality and the Port Trust should be on the basis of four per cent. only.
- (v) The owner's right of ejecting a tenant should be restricted on the lines of Section 3 of the English Rent and Mortgage Interest Restrictions (Amendment) Act of 1933.
- (vi) A payment or receipt of a premium popularly known as "pugree" should be made an offence.
- (vii) Rents should be chargeable only according to the English calendar.
- (viii) The tenant should not have the right to sublet the tenements he occupies, without the written permission of the owner in that behalf.
- (ix) A Rent Regulation Board should be constituted for the purpose of dealing with questions relating to standard rent. Its decision should be final subject to an appeal to the civil court on the lines on which appeal from an award in arbitration cases is allowed.

(C) Housing — A Public "Service": Responsibility of Governments, and Employers: Conference to chalk out new Housing Policy.-

The question ~~of~~ of rent is inseparably linked up with the availability of housing accommodation and restriction on rent by itself will not solve the problem of rent and housing.

- (i) It is necessary to regard housing as a "public service" and to that end to draw up a housing programme for supply of cheap and small tenements the need for which is the greatest. It may be stipulated that the programme should be completed within ten years and the main responsibility for this purpose should be laid on the Municipality; but the State also should

give to it all possible facilities including one for obtaining money at cheap rates.

(ii) It is also necessary that public authorities like the Government, the Port Trust, the railways and the Municipality should immediately undertake the responsibility of housing their own employees.

(iii) Employers of 1,000 persons and more should be required to bear the responsibility of housing at least 25 per cent. of their employees.

(iv) In order to hasten the pace and to avoid overlapping and waste, Government should call a conference of representative bodies and interests expected to take up housing activity for chalking out a definite plan of solving the problem of housing.

(v) In order to facilitate the quick execution of housing schemes and clearance of slum areas at cheaper cost, the chapter on "City Improvement" in the City of Bombay Municipal Act should be amended on the lines of the English Housing Act of 1936; for the same purpose the Land Acquisition Act also requires to be modified in a suitable manner.

(vi) The chapter on "Building Regulations" in the City of Bombay Municipal Act should be amended with a view to providing for greater amenities in buildings.

(vii) It is desirable to divide the City into zones for the purpose of residence, industry, trade, etc. It is also desirable that dhobi-ghats, milch cattle stables and other insanitary trades should be removed from the City so that more land may become available for housing purposes.

(viii) In order to relieve congestion and to encourage people to spread out and to live away from places of their work, cheap and quick transport service is essential. It is, therefore, necessary that the transport service in the City should be effectively controlled and the fares of the tramway and bus services should be adequately reduced. The railways also should be required to reduce suburban fares and to make third-class travel comfortable.

(ix) For an even and better distribution of the population over the City, it is necessary that the closing and opening hours of business should be regulated and "night sessions" should be disallowed. ~~As~~ A measure for such a purpose will also result in the improvement of the health and vitality of the people.

(x) The housing conditions of tenements occupied by the working and middle classes are far from satisfactory and overcrowding as given in Section 379-A of the City of Bombay Municipal Act requires amendment. It is desirable to discourage construction of one-roomed tenements; but wherever they are found necessary they should not be of less than 180 square feet in size and should not accommodate more than four persons. The existing one-roomed tenement of about 100 square feet in size should not provide for more than 2.5 persons, or, in other words,

floor space for a person should not be less than 40 square feet.

- (D) Minimum Amenities in Houses of Working Classes.- It is necessary that a minimum standard of amenities should be prescribed by law. It should be made applicable even to existing buildings in so far as it is practicable. The amenities which should be compulsorily provided for are as follows:
- (i) There should be no back-to-back houses and in a house no back-to-back tenements with one-room. Each such tenement should have only one entrance with provision for through ventilation.
  - (ii) A one-roomed tenement with a minimum size of 180 square feet should have a small partition wall, not more than six feet in height, to divide the kitchen from the front portion of the room. It should have a mori (sink) or nahani and a loft. The flooring should be of cement concrete, Shahabad stone or any other material impervious to damp. The height from floor to ceiling should not be less than 10 feet.
  - (iii) The length of a chawl should not be more than 125 feet in any single direction exclusive of the area required for latrines, washing places, bath-rooms, etc. On every floor, for every four rooms, there should be one latrine and one washing place, at least of 16 square feet in size. There should also be on every floor two separate closed bath-rooms, one for men and the other for women, a direct water connection and a metal dust-bin with a cover for depositing refuse for every five rooms.
  - (iv) A building should be provided with a storage water tank. It should have its common conveniences and passages adequately lighted. The entire building should also be whitewashed at least once a year.
  - (v) The use of corrugated iron sheets should be prohibited in the construction of roofs and outer walls.
  - (vi) Construction of huts and sheds should be prohibited and the existing insanitary ones should be demolished.
- (E) Powers to Demolish "U.H.H" Houses.- The City of Bombay Municipal Act should be amended so as to empower the Municipality promptly to demolish a room which is duly declared U.H.H. (Unfit for Human Habitation) and the court procedure relating to the same should be simplified.
- (F) Raising Sanitary Conscience.- In order to supplement legal measures which may be adopted for improving housing conditions, it is necessary that the sanitary conscience of the public should be made more enlightened and that to that end suitable measures for educative propaganda should be adopted by the Municipality.
- (G) Statistics of Variations in Population.- The Municipality should be required under the law to maintain statistics regarding variations in population, in housing accommodation and in rents and to publish them periodically.

Ahmedabad

With reference to Ahmedabad, the Committee's recommendations are as follows:

- (A) Rent Restriction.- In view of the fact that the supply of housing accommodation in Ahmedabad for the working and middle classes has not kept pace with the demand, and in view of the fact that the prevailing rents do not show any downward but on the contrary indicate definitely an upward trend, measures for restriction on rents are necessary.
- (B) Reductions in Rent.- Restrictions on rent shall be on the lines suggested for Bombay in so far as they are applicable to Ahmedabad with the following modifications:
- (i) Restriction should be applied to tenements with rents of Rs. 50 and below.
- (ii) A reduction of 20 per cent. should be effected in the rentals of premises for which a monthly rent of Rs.25 and below was charged on January 1, 1937. Such reduction however, should not apply to houses constructed by the Municipality for the housing of the poor and the municipal employees, where as a matter of policy concessional rents are charged.
- (iii) In the case of a building let for the first time or constructed after January 1, 1937, the rentals should not be more than an amount which would yield a gross return exceeding 6.75 per cent. of the cost of the building inclusive of land value.
- (C) Planned Housing Programme and Transport.- A lasting solution of the problem of rent as also of overcrowding is attainable only through a well-conceived housing programme. It should be immediately undertaken along with other measures on the lines indicated for Bombay; and for that purpose, suitable powers should be conferred upon the Municipality including powers to deal effectively with the removal of slum areas, obstructive buildings and drainage of waste water from the mills. The transport services should be organised and unified and be placed under effective control of the Municipality. The Hours of business should also be regulated.
- (D) Minimum Amenities.- Houses in Ahmedabad are ill supplied with the necessary minimum amenities. These are essential for healthy human existence and should compulsorily be provided for in new buildings and should be extended to existing ones so far as practicable. They should be similar to those described for Bombay with this modification that construction of huts and sheds may be permitted in special circumstances and should be in accordance with prescribed regulations. It is very necessary to adopt and enforce suitable and stringent measures for minimising the intolerable smoke nuisance in the City.

- (E) Municipality's Responsibilities and Powers.- The Municipality should possess powers for promptly dealing with rooms and tenements declared U.H.H. and the court procedure pertaining to the same should be simplified.
- (F) Side by side with ~~with~~ the steps which may be taken for solving the housing problem, the Municipality should organise suitable educative propaganda for the purpose of developing the sanitary sense among the people.
- (G) The Municipality should maintain and publish periodically statistics regarding the relation between the population and accommodation along with the rents charged.
- (H) Ahmedabad Municipality should be raised to the status of a Municipal Corporation and a special Act in that behalf on the lines of the City of Bombay Municipal Act should be enacted.

Sholapur

As regards Sholapur, the Committee observes as follows:

- (A) No Rent Restriction Needed.- There is not much of a problem of rent in Sholapur and therefore there is no need for any measure for the purpose of placing restrictions on rents.
- (B) Minimum Amenities.- Housing conditions are far from satisfactory; and therefore minimum amenities on the lines suggested for Bombay should be provided for so far as practicable.
- (C) Town-Planning Scheme.- The pace of executing the town planning schemes which are on hand should be hastened and new ones, if necessary, should be drawn up in accordance with the requirements of the City.
- (D) Destruction of Insanitary Huts.- Sholapur has many huts which are constructed without any plan and without proper amenities. It is necessary that the existing insanitary huts should be demolished after making alternative provisions for the dis-housed, and new ones, whenever set up should be in accordance with regulations framed in that behalf.
- (E) Housing of Textile Operatives.- A large section of the population of Sholapur is composed of textile workers; it is, therefore, necessary to place an obligation on the millowners to provide housing accommodation for at least 25 per cent. of their employees.

(The Times of India, 31-7-1939)

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Co-operation.

Reorganisation of Co-operative Societies in Bihar:

Recommendations of the Co-operative Re-  
habilitation Committee. +

Rs. 10 million out of the Rs. 18 million due from members of Bihar co-operative societies should be either written off or remitted; creditors should bear 25 per cent. of the loss amounting to roughly Rs. 2.8 millions; the Government should contribute Rs. 1.9 million towards the loss, besides Rs. 1.4 million already paid to the provincial banks, and advance a loan of Rs. 4.5 millions, half interest bearing and the other half interest free — these are understood to be some of the main features of the proposed scheme of rehabilitation of the co-operative movement submitted by the Bihar Co-operative Rehabilitation Committee appointed some time back by the Government of Bihar.

The proposed rehabilitation measures <sup>also include</sup> ~~consist of mainly~~, the elimination of members who cannot pay their dues, scaling down of existing debts of retained members according to their capacity to repay, recovery of the reduced dues in instalments spread over 20 years, grant of crop loans at low rates of interest to enable members to meet the needs of agricultural operations, provision of medium term loans for purchase of cattle and implements, and grant of rebate for good members who have been regular in meeting their obligations.

(The National Herald,  
5-7-1939). +



Education.

Compulsory Apprenticeship in Factories:  
Government of India considering Legislation.

According to the Simla Correspondent of the Leader, Allahabad, the Government of India is understood to be examining the question of introducing legislation for compulsory apprenticeship in various factories in India for training young men in industries. This is in pursuance of a request made to the Central Government by the provincial Governments, which will be consulted as soon as the form of legislation is decided upon.

(The Leader, 6-7-1939).

Technical and Industrial Education in Bombay, 1937-38.

The following information about the progress of technical and industrial education in Bombay Province during 1937-38 is taken from the annual report for the period of the Department of Industries, Bombay:

Number of Institutions.- During the period 1937-38 there was a total of 60 technical and industrial schools in Bombay Province, of which 24 were schools maintained by public and private bodies, aided by the Industries Department, one was a Government institution, and 35 were institutions recognised by the Industries Department. The courses of instruction offered by the schools included, among others, Higher and Lower Grade Mechanical Engineering, Automobile Engineering, Higher and Lower Grade Textile Manufacture (Spinning and Weaving), Carpentry Practice, Drawing and Wood Work Technology, Mechanical Apprenticeship Course, Automobile Apprenticeship Course, Handloom Weaving, Typography (composition and printing), Carpentry and Smithy (Agricultural), Tailoring and Cutting, Leather Work, Dyeing and Printing, and Wood turning and Lacquering.

Percentage of Passed Candidates.- Of the 1,880 candidates who appeared at the annual examinations for 1936-37 held in 1937, 1,526 or 81 per cent. were successful. Of the above numbers, 608 candidates took the final year examinations of the different courses and 533 passed and were awarded certificates.

Apprenticeship Scheme.- An apprenticeship scheme sanctioned by the Government was introduced in July 1939. Out of 391 candidates who sat for the preliminary admission examination, 327 were selected and placed as apprentices in mills and other industrial concerns. Of these 235 were placed in mills and workshops in Bombay City and 92 in mills in Ahmedabad. 54 establishments co-operated in Bombay and 25 in Ahmedabad in the matter of accepting the apprentices and training them up.

Need for better Selection.- The report points out that there was considerable unrest amongst the apprentices largely due to the fact that they found the transition from school to industrial apprenticeship without any previous initiation somewhat trying and difficult. Nevertheless, that the wastage was comparatively little. It was noticeable, however, that most of the boys had developed no definite interest or bias for industrial occupation. Their physique too was on the whole not satisfactory. It is essential that there should be attracted to the Scheme boys of good physique who have liking for industrial work and who are prepared to work hard and diligently. +

Scheme for Promoting Adult Education in India: Recommendations of the Sub-Committee of the Central Advisory Board of Education. +

*A meeting of*

The Adult Education Sub-Committee of the Central Advisory Board of Education held at Simla from 17 to 19-7-1939, under the Chairmanship of Dr. Syed Mahmud, is reported to have recommended an annual contribution of Rs. 10 million from Central revenues for a period of ten years to finance adult education in the country.

The Sub-Committee is also believed to have recommended that an appeal should be made to universities to make social service an important subject of study; <sup>it</sup> has also proposed that the help of students should be enlisted for the spread of education among adults.

(The Hindustan Times, 21-7-1939). +

Progress of the Mass Literacy Campaign in Bihar, 1938-39. +

The Government of Bihar has recently reviewed the results achieved during the year ended 31-3-1939 by the mass literacy campaign inaugurated on 26-4-1938. On the latter date there were in the Province (including intensive areas) 14,259 literacy centres attended by 318,737 men. When the campaign was started in April, 1938, students of schools and colleges and teachers of all grades joined the movement with great enthusiasm. Literacy centres were started in

college and school buildings and classes were held in the evening regularly.

Preliminary Work.- In the light of the experience gained during the first phase (May to October 1938) the scheme of organisation was improved. The movement retained its voluntary character but provision was made for the grant of a capitation allowance of five annas per literate to needy workers to enable them to meet the cost of oil, etc. Local committees were started at every literacy centre to supervise its working, and thana, sub-divisional and district committees were formed to interest officials and non-officials in the Movement. The period of instruction was extended from six weeks to three months and regular literacy tests were introduced all over the Province. These examinations were conducted by external examiners. Before starting work in a village a local census of illiterates was taken and adequate steps were taken for propaganda.

Intensification of Campaign.- It was decided in the second phase to intensify the campaign in selected areas in addition to the general work all over the Province. One thana in every district was selected for this intensive campaign and efforts were made to make all educable illiterate men, between the ages of 15 and 40 resident in these areas, literate within six months. Organisation in the intensive areas began on 1-12-1938, but in many districts it was not complete till the middle of January 1939. The work was hampered considerably by agrarian and communal disturbances in some areas, acute scarcity and unemployment in others but in spite of these difficulties, on 15-6-1939, out of the 264,285 educable illiterate men living in the intensive areas, as many as 237,472 were under instruction in 6,435 centres.

Adult Education among Women.- Very little progress has so far been made in the expansion of literacy among women. Efforts have been made to interest educated ladies in this work. On 31-3-1939, there were 281 women's centres with 4,084 pupils of whom 1,547 passed the literacy test.

Teaching Staff.- A remarkable feature of the campaign has been the enlistment of a large army of Hindi or Urdu educated villagers for teaching work at the literacy centres. Out of 6,502 volunteer teachers in intensive areas, as many as 4,479 were non-teachers. In non-intensive areas, however, the brunt of the work has fallen on primary school teachers. Out of 15,926 volunteer teachers in the Province, including intensive areas, 5,331 were non-teachers.

Post-Literacy Course.- A post-literacy course of three months has been arranged for adults after they <sup>had</sup> become literate, during which they read a graded series of two readers published by the Mass Literacy Committee of the Province. These readers have been

so planned as to increase the general knowledge of the literate and also to add to the stock of words of the literate so that the gap between the spoken language and literary language may be bridged.

The Government has planned to start 2,500 village libraries with a view to enable the new literates to maintain their literacy. Each library will consist of 200 Hindi and Urdu booklets on topics of importance to the villager in his daily life. Under the village library scheme weekly newspapers will also be supplied for the benefit of the literates.

Cost of Working Scheme.- No honorarium was paid to any worker in the first phase of the movement. The total expenditure in the districts during the year was Rs. 100,770, including Rs. 44,634 paid as honorarium to workers in the second phase of the movement, Rs. 13,727 spent on purchase of lanterns, Rs. 12,630 on slates and Rs. 17,184 on oil. In addition to this, a sum of Rs. 14,171 was spent on printing of books and the news sheet. The Government contributed Rs. 80,658. The contributions of the public and grants by local bodies amounted to Rs. 42,907.

Conclusion.- It has been estimated that in the first phase of the movement approximately 300,000 people learnt to read and write. In the second phase 147,670 passed the literacy tests upto 31-3-1939. Out of these, 69,578 formed literates of intensive areas. As the result of the first year's campaign, about 450,000 men learnt to read and write. This does not include thousands who may have acquired literacy through those who became literate at the literacy centres.

(The Leader,  
19-7-1939).-

Agriculture.

The U.P. Regulation of Agricultural  
Credit Bill, 1939.

The Government of the United Provinces intend introducing shortly a Regulation of Agricultural Credit Bill, 1939, to prevent excessive borrowing by agriculturists. This Bill supplements the U.P. Debt Redemption Bill, 1939, introduced on 12-4-1939 which deals with debts existing on the day of its introduction. The present Bill on the other hand, deals with debts that may be contracted in future, by agriculturists and limits the amounts that can be obtained by execution of decrees against agricultural produce and land; it also imposes certain restrictions on the voluntary alienation of land.

(The U.P. Gazette Extraordinary  
dated 10-7-1939, pages 1 to 11).

The C.P. and Berar Relief of Indebtedness Act,  
1939. (Act XIV of 1939).

Attention is directed to pages 15 to 25 of the Central Provinces and Berar Gazette Extraordinary dated 18-7-1939 where is published the C.P. and Berar Relief of Indebtedness Act, 1939. The Act sets up Debt Relief Courts for scaling down the principal and interest of agriculturists' debts and makes provision for payment of scaled-down debts by instalments.

Rural Development in Bombay: District Rural Develop-  
ment Boards appointed in each District.

The Government of Bombay has recently sanctioned the formation of District Rural Development Boards in each district. The Boards when formed will take over from the existing district village

improvement associations and district executive committees for village improvement all their functions and funds. The village improvement associations and committees will cease to exist from the date on which their work is transferred to the District Rural Development Boards. Other functions and duties of the District Rural Development Boards will be :

(a) To assist and advise the officers of the Rural Development Department in carrying out the schemes of development of rural areas approved by Government; (b) to control and supervise the work of taluka development associations; (c) to organise and supervise all rural development work in the district; (d) to prepare schemes of improvement of rural areas for submission to Government through the Director of Rural Development; and (e) generally to advise the officers of the Rural Development Department on the economic aspects of the rural areas and to act as a focussing centre for all rural development activities.

Boards have so far been appointed in Ahmedabad and six other districts.

(Summarised from Press Notes P.274 and 292 dated 11 & 20-7-1959 respectively, issued by the Public Relations Officer, Bombay).+

Migration.

Indian Labour in Mauritius; Protective  
Measures adopted.

The following information about the steps taken by the Government of Mauritius implementing certain recommendations of the Commission of Inquiry, which inquired into the labour unrest in the sugar estates in the Colony, is taken from a statement issued by the Department of Education, Health and Lands, Government of India, in reply to the representations urging the need for improvement of the conditions of life and work of Indian labour in Mauritius made to it by the Indian Imperial Citizenship Association, Bombay,

A Labour Ordinance.- The Government of Mauritius has recently appointed a labour officer and has enacted a labour ordinance which provides inter alia, for the licensing and control of entrepreneurs or intermediaries.

Trade Union Legislation.- As regards trade union legislation, the Industrial Associations Ordinance provides for the formation of industrial associations, the regulation of conditions of employment, and the establishment of machinery for the peaceful settlement of disputes.

Education.- As regards education, it is reported that Indian languages are taught in 60 out of a total of 127 primary schools. Regarding secondary education, it appears that admissions to the Royal College and the Royal College School are based on the result of a competitive examination. Considering the number of admissions to both schools during the last two years, the proportion of admissions to applications works out at 62 per cent. for Indians and 73 per cent for the other sections of the population. In 1938, the number of Indian pupils in both schools was 120 out of a total strength of 484. The provision of greater facilities to meet the needs of all sections of the population, as also the question of the reform of the system of education, is engaging the attention of the Colonial Government.

Maternity and Child Welfare.- The Colonial Government hold that their attempts at instituting measures for maternity and child welfare among the Indian population have not proved successful in the past mainly owing to lack of co-operation from them. For instance, it is pointed out that during the whole of the decade ending with 1934, no suitable Indian woman appeared for instruction as pupil midwife. The hookworm branch of the Medical and Health Department confine their activities largely to the Indian population.

Infirmaries.- The so-called Government infirmaries are stated to be really private institutions in receipt of Government aid. The Government of India understand that institutions to be established by Indian bodies would receive similar encouragement from the Colonial Government, and that an orphanage recently established by local Muslims, has in fact the largest number of persons maintained in one institution at Government expense.

(The Times of India, 4-7-1939) †

Labour Welfare in British Guiana: Legislation regarding Hours of Work, Contract of Employment, Minimum Wages, etc. +

An important piece of labour legislation has been prepared for being placed before the Legislative Council of British Guiana, which, if passed, will tend to improve the conditions of the large number of Indians in the Colony.

The Bill seeks to regulate contracts of employment, minimum wages, payment of wages, accident investigations, hours of work and medical facilities for workers. If the Bill is passed, a Commissioner of Labour with subordinate officers to help him is to be appointed. The Labour Commissioner's Department is designed to inspect factories, make investigations and arrange for arbitration in cases of disputes between employers and employees. This Bill further proposes to repeal the obnoxious Employers and Servants' Ordinance, which lays down heavy penal sanctions in the event of breach of contract by the worker. Provision has been made for a wage-fixing machinery, and also for the payment of wages entirely in money. Not more than one-third of the wages could be deducted on account of rent, medical attendance, advances towards tools, etc. Employers are to be compelled to report accidents resulting in injury causing one day's absence or more.

The Indian population in British Guiana is over 140,000 in a total of about 335,000. Immigration from India under the indenture system came to an end in this Colony in April 1927 and by 1931, 81.55 per cent. of Indians in the Colony were 'Colonial born'. The number of 'Colonial born' Indians is considerably higher now than it was in 1931. Indians are, therefore, the largest single element in the population of the Colony, and are now, probably to the extent of 90 per cent, a 'Colonial born' element.

(The Hindu, 11-7-1939)..+

Working of the Indian Emigration Act, during 1938.\* +

Emigration to Malaya.- Owing to the fall in the price of rubber and consequent reduction in production, there was not much demand for labour in Malaya. Wages of labourers were also reduced. The total number of persons who sought assistance for emigration was 2,923 at Madras and 1,600 at Nagapatam, of whom 208 and 53 respectively were

\* Annual Report on the Working of the Indian Emigration Act, 1922, for the year 1938. Bangalore: Printed at the Mysore Residency Press and published by the Manager of Publications, Delhi. 1939. Price 8 annas or 9d. pp. 24.





Repatriation of Indian Workers in Ceylon:

Pandit Nehru's Mission to Ceylon: Government of India  
stops Emigration of Unskilled Labour to Ceylon. +

At page 48 of our June 1939 report reference was made to the All India Congress Committee deputing Pandit Jawaharlal Nehru to visit Ceylon to explore the possibilities of getting the Ceylon Government to modify its scheme of repatriation of daily-paid Indian workers in Government departments of the Island, with a view to minimising the hardship that such repatriation would entail. ~~for a large number of Indians~~ Pandit Nehru arrived in Colombo on 16-7-1939 and talks between the Board of Ministers and him lasted from 17 to 24-7-1939.

As a Result of negotiations.- As a result of these negotiations, it is understood that the Ministers have promised to effect a number of modifications in the scheme of repatriation. The effect of these changes will be a reduction in the number of men affected by more than half. In respect of the 8,000, who have already accepted the offer of the Government, the Ministry has promised considerable modifications and liberal considerations. It has also promised to effect a number of changes, the cumulative effect of which will be to reduce the rigour of the scheme. A formal communication conveying the reply of the Ministry in this respect will be sent to Mr. Nehru in the course of a few days. (The Hindu, 24-7-1939). Mr. Nehru, in a press interview at Madras, summed up his reactions as follows: "It may be that a measure of relief may come to a few, but the principle in which I was interested has not been established. The position remains indefinite and unsatisfactory." (The Hindu, 25-7-1939).

Other Developments.- Other developments during July 1939 arising out of the Ceylon Government's decision regarding repatriation are: (1) increase in the import duty on Jaffna tobacco made by the Travancore Government, (Travancore is the best customer of Jaffna for its tobacco), and the threat to take retaliatory measures if Travancoreans in Ceylon are repatriated, (2) decision of the Government of India to postpone the Indo-Ceylon trade talks indefinitely in view of the refusal of the Ceylon Ministry to postpone its repatriation scheme, (3) initiation of a movement for boycott of Indian traders in Ceylon by a section of the Ceylonese, + (4) increasing nervousness among Indian labourers in estates in the Island. The Ceylon planters, however, have expressed themselves in favour of retention of Indian workers on plantations.

Government of India stops Emigration of Unskilled Labour to Ceylon.- The Government of India has issued a Notification on 31-7-1939 prohibiting the emigration from 1-8-1939 of unskilled labour from India to Ceylon. The reasons for this step are <sup>that</sup> the Government of Ceylon have decided to terminate from August 1, the employ-

ment of a large number of Indians engaged in unskilled work in that country and that the declared policy of that Government is to discontinue in course of time the employment of more Indians; another reason for the ban on emigration is the great uncertainty prevailing in Ceylon regarding the employment of Indian unskilled labour in that country.

(The Statesman,  
1-8-1939). ✓

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General.

Conference of Provincial Labour Ministers postponed to 21-11-1939. ✓

Reference was made at pages 59-60 of our May 1939 report to the Conference of Provincial Labour Ministers scheduled to be held in August 1939 under the auspices of the Government of India. It is now understood that the Conference has been postponed to 21-11-1939 to suit the convenience of certain Labour Ministers.

(The Hindustan Times, 29-7-1939,  
and the Statesman 2-8-1939). ✓

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

National Labour Legislation.-

Holkar

The Indore Trade Unions Act (No. V of 1939). Indore: Government Press. 1939. (Price 0-2-3).

Conditions of Labour.-

- (1) Annual Report on the Working of the Boilers Act in Burma for the year 1938. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1939.
- (2) Annual Report on the Administration of the Factories Act in Bengal for the year 1938 - by R.C. Parsons, B.Sc., Chief Inspector of Factories, Bengal. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1939. (Price annas 12 or 1s. 4d.).
- (3) Report and Statistical Returns relating to the Workmen's Compensation Act, 1923, for 1938, in the North-West Frontier Province. (Roneoed copy).

Industrial Organisations.-

- (1) Report of the Committee of the Bengal Chamber of Commerce for the year 1938. Vol. I. Calcutta: Criterion Printing Works, 9 Jackson Lane. 1939.
- (2) Proceedings of the Madras Chamber of Commerce for January-December 1938. Madras: Diocesan Press. 1939.
- (3) Report of the Bengal Chamber of Commerce for the year 1938. Bombay: G. Claridge & Co., Ltd., 1939.

Economic Conditions.-

Annual Report of the Department of Industries, Bombay Province, 1937-38. Bombay: Government Central Press. 1938. (Price annas 4 or 5d).

Women and Children.-

Report of the All-India Women's Conference, Thirteenth Session, Delhi, December 28, 1938 to January 1, 1939. (Price Rs. 1-8-0).

Migration.-

- (1) Memorandum of Evidence for the Royal Commission to the West Indies. Presented by J.P. Tyson, Esq., C.B.E., I.C.S., on behalf of the Government of India. New Delhi: Manager, Government of India Press. 1939.
- (2) Annual Report on the Working of the Indian Emigration Act, 1922, for the year 1938. Delhi: Manager of Publications. 1939. (Price annas 8 or 9d).

Miscellaneous.-

- (1) Report on the Administration of Assam for the year 1937-38. Shillong: Assam Government Press. 1939. (Price Rs. 3-1-0 or 4s. 8d).
  - (2) The Statistical Laboratory, Calcutta - A Short Account of its History, Nature of Work, Published Papers and List of Workers etc. December 1938.
  - (3) The Indian Statistical Institute, Calcutta - Seventh Annual Report for the year 1938-39.
  - (4) Report of the Reforms Committee, 1938 (1347 F) (English translation). H.E.H. the Nizams Government, Hyderabad, Deccan, with Appendix in separate volume. Hyderabad: Government Central Press. 1939.
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