

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

C 1903/108

Report for November 1937.

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

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References to the I.L.O. †

The Bombay Chronicle dated 31-10-1937 publishes a photograph of Mr. Harold Butler; the photograph was supplied to the paper by this Office.

* * *
A communiqué on the Director's visit to India (issued by this Office on 18-10-1937) is published by the following: the Indian Labour Journal, Nagpur, dated 31-10-1937, the Planters' Chronicle, dated 13-11-1937 and the November 1937 issue of the Tisco Review.

The Indian Labour Journal, Nagpur, dated 31-10-1937 also publishes a photograph of Mr. Butler. The copy of the photograph was supplied to the paper by this Office.

* * *
The Leader dated 7-11-1937 publishes an editorial note welcoming the visit of the Director. The paper remarks: "It is a tribute to the importance attached by the office to India that he is coming this year to this country. We welcome the visit which will enable the Director to obtain first-hand knowledge of Indian conditions and to remove many a misunderstanding."

* * *
The November 1937 issue of the Tisco Review publishes an editorial note welcoming Mr. Butler to India. The paper remarks that the projected visit to India of Mr. Harold Butler "marks the dawn of a new era when various questions embracing the social and economic welfare of the country will receive earnest consideration!"

* * *
"Commerce and Industry", Delhi, dated 2-11-1937, the Indian Labour Journal, dated 7-11-1937 and "Federated India" dated 17-11-1937 publish a long article on the I.L.O. Director's visit to India. The article was contributed by this Office to these and a few other selected papers on 27-10-1937. †

The Hindustan Times dated 16-11-1937 publishes an article under the caption: "Mr. Harold Butler's visit: Accentuation of Social Legislation Drive." The article was contributed to the paper by this Office.

* * *
The Statesman dated 22-11-1937 and the Times of India dated 23-11-1937 publish a brief news item giving details of Mr. Butler's Indian tour.

* * *
The Amrita Bazar Patrika dated 10-11-1937 publishes the report of a meeting of the Executive Committee of the Trade Union Federation held on 27-10-1937 at Calcutta. It was resolved, inter alia, that the Federation should arrange on 17-12-1937 a Conference of labour leaders and labour members of the local legislature to meet Mr. Butler.

* * *
The Amrita Bazar Patrika, the dated 15-11-1937, the Bombay Chronicle and the Hindustan Times dated 16-11-1937 publish a circular letter sent out by Mr. R. R. Bakhale, General Secretary, National Trades Union Federation, to the members of the Federation, in the course of which he urges that affiliated unions should extend a hearty welcome to Mr. Butler and endeavour to make him acquainted with the real difficulties of Indian workers.

* * *
A communiqué on the work of the 81st Session of the Governing Body (issued by this Office on 5-11-1937) is published by the following: the National Call dated 6-11-1937, the Hindustan Times dated 9-11-1937, the Amrita Bazar Patrika dated 9-11-1937, the Bombay Chronicle dated 10-11-1937, and the Leader dated 13-11-1937.

* * *
A news item to the effect that Mr. N.M. Joshi, M.L.A., returned to Bombay on 11-11-1937 after attending the Prague

Session of the Governing Body is published by the following:
the Hindu, the National Call and the Hindustan Times dated 12-11-37,
the Statesman, the Times of India and the Amrita Bazar Patrika
dated 13-11-1937 and the Leader dated 14-11-1937. The item also
includes the views of Mr. Joshi on the work accomplished by the
Prague Session.

* * *
A communiqué on the last Session of the International Con-
ference of Labour Statisticians (issued by this Office on
18-10-1937) is published by the following: the Hindu dated
27-10-1937, the Bombay Chronicle dated 28-10-1937, "Federated
India", Madras, dated 3-11-1937 and the Industrial Bulletin
issued by the Employers' Federation of India, Bombay, dated
15-11-1937.

* * *
The November 1937 issue of "Insurance World", Calcutta,
publishes a review of the I.L.O. publication: "The Evaluation
of Permanent Incapacity for work in Social Insurance". (A copy
of the publication was sent to the paper by this Office).

* * *
The November 1937 issue of "Insurance World", Calcutta,
publishes a long and appreciative review of the I.L.O. pamphlet
"Social Insurance in 1936". (A review copy of the pamphlet
(Reprinted from * I.L.O. Year Book 1936-37) was sent to the
paper by this Office.)

* * *
"Insurance Herald", Calcutta, dated 20-11-1937 publishes
a long and appreciative review of the I.L.O. pamphlet "Social
Insurance in 1936". (A review copy of the pamphlet (Reprinted
from I.L.O. Year Book, 1936-37) was sent to the paper by this
Office.)

* * *
The Bombay Chronicle dated 4-11-1937 and the Leader dated
17-11-1937 publish the first instalment of a series of articles

on "Unemployment Conditions in 1936" contributed by this Office to these and a few other selected papers. The Bombay Chronicle dated 9 and 17-11-1937 publish the second and third instalments of the above article.

* * *
The Leader dated 17-11-1937 publishes an editorial note under the caption: "I.L.O." on the speech on the 40-hour week Convention of Mr. Thomas Ashurst, Secretary, British Cotton Spinners' and Manufacturers' Association, delivered at Manchester recently. The article remarks:

"We ourselves feel that the passing of the 40-hour week Convention was a blunder. But never before did we come across such criticism as that expressed by the Secretary of the British Cotton Spinners and Manufacturers' Association. Visitors to Geneva had nothing but admiration for the efficient and conscientious manner in which the authorities of the I.L.O. carried out their duties under the late M. Albert Thomas. It is to be hoped that these traditions will be maintained. We are genuinely interested in the progress of the I.L.O. which has done much to improve the conditions of the labouring classes. Therefore we find Mr. Ashurst's criticism disquieting."

* * *
The National Call dated 15-11-1937 publishes an editorial note under the caption: "Paid Holidays for Workers", congratulating the Bombay Government on initiating a scheme of paid holidays for industrial workers. The paper remarks: "The idea of paid holidays for industrial workers is not entirely a new one. The subject has been seriously mooted at the International Labour Conference held under the auspices of the I.L.O. and the discussions at Geneva have shown that the suggestion is meeting with an increasing measure of support even from Governments and employers."

* * *
A communiqué issued by the Government of India on 12-11-1937 regarding the nomination of the members of the Indian delegation to the next I.L. Conference and the subjects on its agenda is

published by the following: the National Call dated 12-11-1937,
the Statesman dated 13-11-1937, the Bombay Chronicle and the
Times of India dated 15-11-1937 and the Leader dated 17 and 22-11-37.

* * *
The Indian Labour Journal, Nagpur, dated 21-11-1937 publishes
an editorial note under the caption: "International Labour Con-
ference". The paper points out that all the items on the agenda
of the next I.L.Conference deeply interest India and Indian workers,
especially in view of the hardships suffered by Indian emigrants
in Ceylon, Malaya and other British colonies.

* * *
The Hindu dated 8-11-1937 publishes a note received from
Geneva by Mail regarding world statistics of labour disputes in
1936-37, compiled by the International Labour Office and publish-
ed in the I.L.O. Year Book of Labour Statistics, 1937.

* * *
The Hindu dated 8-11-1937 publishes a note received from
Geneva by Mail regarding world employment and unemployment
statistics for the third quarter of 1937, compiled by the I.L.O.

* * *
The National Call dated 19-11-1937 publishes an article
on "World Trends in Unemployment; Inferences from I.L.O. Statistics",
contributed to the paper by this Office.

* * *
The November 1937 issue of the Journal of the Indian Merchants'
Chamber, Bombay, publishes the views of the Chamber on the
Draft Recommendation of the I.L.Conference regarding the pro-
motion of seamen's welfare in ports.

* * *
A news item to the effect that the office of the Supervisor
of Railway Labour is being placed under the new Department of
Commerce and Labour of the Government of India is published by
the Statesman dated 7-11-1937, the Leader dated 9-11-1937, the
Times of India dated 8-11-1937 and the Indian Labour Journal

dated 14-11-1937. The news item points out that the principal work of the Railway Labour Supervisor is to ensure the proper enforcement of the Convention relating to hours of work on Indian railways.

* * *
The Indian Labour Journal, Nagpur, dated 7-11-1937 publishes a "Birthday Greeting" sent by request to the paper by the Director of this Office in connection with the Journal's entry into the 15th year of its life.

* * *
The Indian Labour Journal, Nagpur, dated 7-11-1937 reproduces the note on: "The problem of Leisure" from I.L.O. News Bulletin No. 15 (July 1937).

* * *
The Indian Labour Journal, Nagpur, dated 14-11-1937 publishes the correspondence exchanged between Mr. Ram Manohar Lohia, Secretary, Foreign Department, A.I.C.C., and Mr. Francis J. Gorman, President, United Textile Workers Association of America. The letters contain several references to the I.L.O.

* * *
The Bombay Chronicle dated 14-11-1937 publishes a circular letter issued in the second week of November by the Commissioner for Labour, Bombay, to the commercial bodies of the Presidency, embodying the proposals of the Government of Bombay regarding sickness insurance and paid holidays for industrial workers. In the course of the circular letter, reference is made to the annual reports of the Director of the I.L.O.

* * *
The Bombay Chronicle dated 17-11-1937 publishes the second of a series of two articles under the caption: "India in Central Europe: A Tourist's Impressions" by Gaganvihari Mehta. In the course of the article incidental references are made to the I.L.Conference (23rd Session).

* * *

The following statement gives the list of Indian newspapers and periodicals which have published notes from the I.L.O. News Bulletin or Press News or commented on them (The list is compiled only from newspapers and periodicals received in this Office. In addition to these, copies of the News Bulletin are sent to over 140 addresses):

1. The Indian Labour Journal, Nagpur, dated 7-11-1937 reproduces the note on "The Problem of Leisure" from I.L.O. News Bulletin No. 15 (July 1937).

* * *

The following messages have reference to the I.L.O. emanating from Reuter or other European news agencies and press correspondents were published in the Indian press during November 1937:

1. The Hindu dated 8-11-1937 publishes a note received from Geneva by mail (source not known) re. World Statistics of Labour Disputes compiled by the I.L.O.
2. The Hindu dated 8-11-1937 publishes a note received from Geneva by mail (source not known) re. World Unemployment Statistics for 3rd quarter of 1937. +

Seamen's Welfare in Ports:

Views of Indian Merchants' Chamber, Bombay. +

According to the November 1937 issue of the Journal of the Indian Merchants' Chamber, Bombay, the Shipping Master, Bombay, forwarded to the Chamber a copy of the I.L. ^{Impressa} Recommendation regarding the promotion of seamen's welfare in ports, inviting the Chamber's views thereon. The Committee of the Chamber, while agreeing with the general provisions contained in the Recommendation, made the following observations:

1. Re-organisation of Committee of the Indian Sailors' Home:

The existing Committee of the Indian Sailors' Home Society, consisting of the Shipping Master, the representatives of the Governments of India and of Bombay, the Port Trust, the Indian Merchants' Chamber, the Bombay Chamber of Commerce, the Royal Bombay Seamen's Society, the National Seamen's Union, in addition to representatives of shipowners, and of the Bombay Municipal Corporation, should be re-organised with a non-official Indian as its chairman, and with a majority of Indians on the Committee. The Committee should be given official recognition. Persons interested in the illicit sale of liquor should be prohibited from entering the docks and harbour area. Foreign consuls should be approached for help in the case of illness of foreign seamen.

2. Treatment Facilities for Venereal Diseases: The

Committee regretted that while foreign seamen could find admission as indoor patients for the treatment of venereal diseases in the St. George Hospital, Indian seamen could not find admission for

such treatment as indoor patients in any hospital in Bombay. The Committee stressed that equal treatment should be meted out to all seamen whether they were national or foreign.

4. Boarding Facilities for Seamen: The Committee expressed the opinion that arrangements should be made to provide suitable boarding to seamen at a reasonable rate. The Committee pointed out that the Prince of Wales Institute, built out of contributions largely made by Indians, was open only to European officers and that recently it was thrown open to Indian officers, ^{the concession was not} ~~but only~~ ^{strictly} to those who lived in European style. The Committee urged that this kind of differential treatment of Indian seamen should be discouraged. +

Conventions and Recommendations of the 21st and 22nd I. L. Conference: Government of India's statement re. Actions proposed to be taken.

On the 1st October 1937, the Hon'ble the Member for Commerce, ^{Government of India,} placed on the table of the Indian Legislative Assembly a copy of the Draft Conventions and Recommendations adopted by the 21st and 22nd (Maritime) Sessions of the I. L. Conference together with a copy of the ^a statement indicating the course of action which the Government of India propose to take in connection with them. The statement is reproduced below:

21st Session - 1936

I. Draft Conventions and Recommendations concerning Hours of Work on Board Ship and Manning: The Convention seeks to regulate the maximum hours of work and to prescribe a minimum manning scale for certain classes of ships engaged on international voyages. The hours of work of Indian Seamen are not at present regulated by law and are left to be settled between the ship-owners and seamen at the time of engagement, but it is understood that they work considerably longer hours than European seamen. The Government of India are of the opinion that it will not be practicable to bring down immediately the lascars' hours of work to the scale prescribed in the Convention. They, however, feel that some regulation of the hours of work of Indian seamen is necessary and for this purpose they propose to address the Principal Officers of the Mercantile Marine Department, Chambers of Commerce, Shipping Companies, Seamen's Unions, etc., in India and to approach the British shipping companies employing lascars to secure their co-operation in the matter.

^{Recommendation}
The Draft ~~Convention~~ concerning Hours of Work and Manning is complementary to the Convention on the subject, and recommends the regulation of hours of work and manning in the classes of vessels excluded from the scope of the Convention. It is not proposed to take any separate action on the Recommendation.

II. Draft Convention concerning the liability of the Shipowner in case of sickness, injury or death of seamen; III. Draft Convention concerning Sickness Insurance for Seamen; and IV. Draft Convention concerning the minimum requirement of professional capacity for Masters and Officers on board merchant ships: The question of giving effect to these Conventions is still under examination, and the results of that examination will be placed before the Legislature at a future session.

V. Draft Convention concerning Annual Holidays with Pay for Seamen: This Convention is designed to grant the concession of holidays with pay to seamen, and its main provision entitles a seaman after one year of continuous service with the same undertaking to a paid holiday according to a prescribed scale. The question as to how far it would be practicable to give effect to its provisions in India was referred to the Principal Officers,

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Mercantile Marine Department, Chambers of Commerce, Shipping Companies, Seamen's Unions, etc., in this country for their views. The replies received show that practically all the authorities, etc., consulted except the all-India Seamen's Federation, are of the opinion that the provisions are not suited to the conditions prevalent in India. They also indicate the possibility that the adoption of the Convention, far from benefiting Indian seamen, might affect them adversely in more than one way, as for instance, affecting their continuity of service, scale of wages, etc. In the circumstances, the Government of India do not propose to take any action on the Convention.

~~read in 1936~~

VI. Recommendation concerning the Promotion of Seamen's Welfare in Ports: The Recommendation contains certain suggestions for the provision of welfare measures for the physical and moral well-being of seamen. Some of the measures suggested are already in force in Indian ports, but the Recommendation has been referred to the maritime Provincial Governments, the various Port Authorities, the Principal Officers, Chambers of Commerce, Shipping Companies, Seamen's Unions, etc., for their views as to what further action would be possible.

~~read in 1936~~

VII. Draft Convention concerning the minimum Age of Admission of Children to Employment at Sea: This Convention is only a revise of the Convention adopted by the Conference in 1920 fixing the minimum age of admission of children to employment at sea at 14 years. After a careful examination of the original Convention in consultation with the maritime Local Governments, it was found that the provisions of the Convention could be given effect to in India only subject to the following two reservations:-

- (i) that it should apply only to foreign-going ships and home-trade ships of a burden exceeding 300 tons, ~~at~~ i.e., to cases where agreements with seamen were required to be entered into by the Indian Merchant Shipping law, and
- (ii) that nothing in the draft Convention should be deemed to interfere with the Indian custom, of sending young boys to sea in charge of their fathers or near relatives.

As, however, it was ruled that the ratification of a Convention cannot be accompanied by ~~a~~ reservations, the Government of India were unable to ratify the Convention, but steps were taken to amend the Indian Merchant Shipping Act, 1923, so as to conform to the provisions of the Convention subject to the above reservations.

In the Draft Convention as revised by the 22nd Session, the minimum age of employment has been raised from 14 to 15 years. After consultation with the interests concerned the Government of India see no objection to this change, but the circumstances which necessitated the making of reservations on the former occasion still exist. It is accordingly proposed to amend the Indian Merchant Shipping Act at the next suitable opportunity so as to raise the minimum age of employment from 14 to 15 years, subject to the existing reservations.

(Taken from the Legislative Assembly Debates of 1-10-1937, received in this Office in November.) +

National Labour Legislation.

12

The Bengal Hours of Work Bill, 1937:

Bill introduced in the Bengal Legislative Assembly. ✓

On 16-9-1937 Mr. Sibnath Banerjee (President, All India Trade Union Congress), introduced in the Bengal Legislative Assembly a Bill to fix a 40-hour week for industries in Bengal. The Statement of Objects and Reasons appended to the Bill is reproduced below:

The problem of unemployment has assumed serious proportions and calls for drastic remedies. In European countries and in America it has been found that a reduction of the hours of work has resulted in increased employment almost with mathematical certainty. Experts have held that in hot climates it is necessary to safeguard the health of workers by providing shorter hours of work. Therefore, both from the point of view of health and the urgent necessity of finding more employment, it has become imperative to reduce the limit of work in factories and mines to forty hours per week.

Provisions of the Bill: In all factories, establishments and mines governed by the Indian Factories Act or by the Indian Mines Act, the maximum number of hours of work for employees shall be forty per week, provided that the provisions contained in these Acts regarding overtime and all incidental matters pertaining thereto, shall be valid as ~~heretofore~~ *hitherto*.

No employer shall pay less than the wages paid as on the 1st of May, 1937, to any worker governed by ^{the} Indian Factories Act or the Indian Mines Act whose hours of work, henceforth as a result of the passing of this Act, shall be reduced to forty per week.

(Page 52 of Part IV A of the Calcutta Gazette dated 18-11-1937.)

Fixation of Minimum Rates of Wages Bill, 1937:

Bill introduced in the Bengal Assembly. ✓

On 16-9-1937 Mr. Sibnath Banerjee (President of the All India Trade Union Congress) introduced in the Bengal Legislative Assembly a Bill for the fixation of minimum rates of wages in Bengal. The Statement of Objects and Reasons appended to the

Bill is reproduced below:

The low standard of wages prevailing in Bengal and the existence of sweated rates of wages are factors which militate against the prosperity of the Province and the happiness, well-being and health of the working classes. It is the duty of the State to guarantee a minimum living wage to the workers who produce its wealth and who are unable to obtain it owing to their lack of organization, their poverty and their consequent weakness as against powerful and well-organised employing interests. It is in such conditions that the existence of a Minimum Wages Act becomes an absolute necessity not only in the interest of the working classes but equally in the national interests.

Provisions of the Bill: The Bill provides for the setting up in each district or subdivision, as the case may be, Joint Boards consisting of an equal number of employers' and workmen's representatives for the purpose of setting minimum rates of payment to workmen employed in factories or mines governed by the Factories Act, 1934, as amended, and the Indian Mines Act, 1923, as amended, which in no case shall be lower than Rupees thirty per mensem.

It shall, however, be competent for the workmen in any factory or mine by a duly authenticated majority of seven-eighths, to vary, by agreement with the employer, the minimum fixed under this Act.

In the case of establishments not governed by the Indian Mines Act, 1923, or the Factories Act, 1934, Joint Boards shall be established for the district or subdivision or for a particular industry, trade, occupation, agricultural employment or service for the purpose of fixing minimum rates of wages which shall be such as are determined by the Joint Board for such localities, industries, trades, occupations, agricultural employment or service keeping in view (a) the prevailing rates of wages, (b) cost of living, and (c) the necessity of providing a living wage.

(Pages 38-39 of Part IV A of the Calcutta Gazette dated 18-11-1937).

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The Central Provinces (and Berar) Unregulated
Factories Rules, 1937. ✓

References were made at page 15 of the November 1936, page 7 of the December 1936 and page 18 of February 1937 reports of this Office to the C.P. Unregulated Factories Act, 1937. Attention is directed to pages 2328 to 2356 of Part III of the Central Provinces and Berar Gazette dated 29-10-1937 where are published the Rules under the Act as applied to the Central Provinces and Berar.

Extension of Factories Act in Bombay:
Government Notification. ✓

Attention is directed to pages 1518-1519 of Part IV-A of the Bombay Government Gazette dated 11-11-1937 where is published a notification extending certain specified sections of the Indian Factories Act (1) to certain classes of factories which are carried on with^out the aid of power and (2) to certain classes of factories which employ 10 or more persons.

Poisoning by Nitrous Fumes classed as Occupational
Disease: Madras and Bengal Notifications.

Attention is directed to a Notification (G. O. Ms. No. 2371, Development No. 692) dated 21-10-1937 published at page 1848 of Part I of the Fort St. George Gazette dated 2-11-1937, whereby the Provincial Government has given notice of its intention to class "poisoning by exposure to nitrous fumes" as an occupational disease under schedule 111 of the Workmen's Compensation Act, 1923.

A notification on similar lines has been published by the Bengal Government (vide Notification No. 10789 dated 13-11-1937 at page 2707 of Part I of the Calcutta Gazette dated 18-11-1937.

Rescinding of Hazardous Occupations (Lead) Rules, 1935 in
Chief Commissioners' Provinces: Government of India's Notificat^{ion} 4.

Attention is directed to page 1826 of Part I of the Gazette of India dated 13-11-1937, where is published Notification No. L3050 dated 9-11-1937 of the Department of Labour, Government of India, setting forth the draft text of a rule which the Central Government proposes to make in exercise of the powers conferred by sub-section (4) of Section 33 of the Factories Act, 1934 (XXV of 1934), cancelling the Hazardous Occupations (Lead) Rules, 1935_x (Notification No. L 3050 dated 19-2-1935 of the Department of Industries and Labour of the Government of India), so far as they relate to the Chief Commissioners' provinces. The draft rule will be taken into consideration after 15-2-1938.

Conditions of Labour.

Working of the Workmen's Compensation Act in
U. P., 1936.* +

Statistics of Workmen and Accidents.- The Director of Industries, United Provinces, in his annual report on the working of the Workmen's Compensation Act, 1923, in the Provinces during 1936, points out that the average daily number of workers employed in the registered factories was 147,502 as against 139,260 in the previous year. The number of accidents also slightly increased; 2,137 accidents comprising 38 fatal, 447 serious and 1,652 minor were reported against 31 fatal, 449 serious and 1,653 minor in 1935. Of the 447 serious accidents, all, but 37, were reported as such due to injured persons being off duty for 21 days or more.

During 1936, compensation was paid amounting to Rs. 52,983 in respect of 84 cases of death, Rs. 28,952 in respect of 93 cases of permanent disablement and Rs. 9,053 in respect of 1,004 cases of temporary disablement. The total amount of compensation paid came up to Rs. 90,443 as against Rs.6,224 in 1935 for 56 cases of death, 60 of permanent disablement and 1,016 cases of temporary disablement.

The majority of the persons to whom compensation was awarded drew Rs. 18 per mensem or less. Thus 64 out of 84 victims of fatal accidents and 29 out of 47 of permanent

* Report together with the prescribed Returns on the Working of the Workmen's Compensation Act, 1923, in the United Provinces for the calendar year 1936.-Allahabad: Superintendent, Printing and Stationery, U.P.,1937.-Price 2 annas. -pp.9. +

disablements belonged to this wage-class.

Statistics of Cases and Agreements.- The year opened with a pending list of 35 cases before the Commissioners. During the year 138 cases were filed as against 93 cases in the previous year, 32 cases were received from other provinces and 5 were transferred. Out of 200 cases in all 154 cases were disposed of leaving a balance of 46.cases.

During the year 96 agreements for payment of compensation were registered against 60 in the previous year. Of these 89 were for permanent disablement and 7 for temporary disablement. As usual, Cawnpore tops the list with 34 agreements.

(Working of the Workmen's Compensation Act in the U.P. in 1935 was reviewed at pages 11-12 of our December 1936 report).

Working of the Workmen's Compensation Act
in the Punjab, 1936.* +

According to the annual report on the working of the Workmen's Compensation Act in the Punjab during 1936, the year under report witnessed a steady increase in the amount of compensation paid under the Workmen's Compensation Act, 1923.

Statistics of Accidents and Compensation.- The following table gives details of the number of cases in which compensation was paid and the amount thereof:

* Annual Report on the working of the Workmen's Compensation Act in the Punjab for the year 1936.- Lahore: Printed by the Superintendent, Government Printing, Punjab. 1937.- Price Re.1-10-0.- pp. 3+xiii

Accidents.

No. of persons employed.	No. resulting in:			Compensation paid for:								
	Deaths.	Permanent Disablement.	Temporary Disablement.	Deaths.			Permanent Disablement.			Temporary Disablement.		
				Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
23,899	19	47	810	21044	10-0	14394	2-5	8962	12-0			
3,162	..	4	42	...		575	0-0	862	7-2			
563	4	2	11	3370	0-0	453	9-7	349	14-1			
27,625	23	53	863	24414	10-0	15422	12-0	10175	1-3			

Number of Cases and Agreements.- It is pointed out that 64 fresh proceedings were filed under section 10 during the year under report, as compared to 35 during the year 1935. One case was received from another Commissioner and 10 cases were pending at the close of the year. 5 cases were transferred for disposal to other Commissioners. Of the rest, 3 were disposed of without notice to the other party, 31 were disposed of after notice to the other party but without contst. 6 cases were contested, of which one was allowed in whole, one p in part and 4 were dismissed, leaving 27 cases pending at the close of the year.

1 105 agreements were filed with the Commissioners during the year. 6 cases were pending from the previous year. 81 agreements were registered as filed, 3 were registered after modification and one was not registered, leaving 26 cases pending at the close of the year.

(Working of the Workmen's Compensation Act in the Punjab in 1935 was reviewed at pages 10-11 of our December 1936 report).

Sickness Insurance and Holidays with Pay for Industrial Workers in Bombay Presidency: Government's Circular Letter to Commercial Bodies. ←

The Government of Bombay is planning to introduce schemes of sickness insurance and holidays with pay for industrial workers, and has, in this connection, addressed a circular letter to the principal trade unions and commercial bodies of the Presidency explaining the main feature of the Government's schemes and soliciting the views of industrial interests on them. The following are the salient features of the circular letter which is signed by the Commissioner for Labour with the Government of Bombay:

Government's Policy: The circular letter refers to the press communiqué issued by the Bombay Government on 17-8-1937 regarding its labour policy (vide pages 84-86 of our August 1937 report), and states that that communiqué visualised the development of a comprehensive system of social insurance. In the absence of the requisite statistical and actuarial material for the purpose, however, Government was considering the feasibility of enacting legislation for the grant of leave with pay during periods of sickness, and it hoped that the action taken in this direction would pave the way for a scheme of sickness insurance.

Whitley Commission's Recommendations: The problem of granting relief to workers during periods of sickness was considered by the Royal Commission on Labour which observed that sickness is an important contributory cause of indebtedness and that "the situation calls for the exploration of all methods that may lead to the alleviation of the existing hardship".

Existing Situation in India: The principle of sickness relief has already been admitted in India. Most Government employees are entitled to sick leave with pay for a specified period every year and municipalities, port trusts and railways in the country have their own schemes of sick leave with pay for their employees. Some factories too have initiated schemes of sick leave with pay for certain classes of their employees. An examination of the situation in other countries shows that sickness insurance schemes have been adopted by almost all industrial countries.

Holidays with Pay: Apart from the provision of sickness insurance, a large number of workers in Western countries also enjoy the benefit of an annual holiday with pay. In his annual report, the Director of the International Labour Office, points out that by the year 1936 not less than 22 countries had established, by law, the right of wage earners to paid holidays every year.

In addition, partial legislation providing paid holidays for particular classes of workers was in force in 16 other countries, while in others the practice was widely adopted by collective agreements.

Conditions in Bombay: The Government, while having no doubt as to the ultimate goal to be aimed at, realise that conditions do not exist at present in the Presidency for the successful operation of a scheme of sickness insurance as it is understood and worked in the United Kingdom and other foreign countries. At the same time, it feels that a beginning ought to be made in that direction, and, in its opinion the best method of approach would be to combine sick leave with holidays with pay for industrial workers.

Details of Bombay Government's Scheme: Subject to certain qualifications regarding length of service, every industrial worker will have a legal right to three to four weeks' sick leave with pay during each year, of which he may avail himself, under certain easily enforceable conditions regarding certification. If there is any balance of leave left unutilised during the year, it is to be turned into cash—the calculation being based on certain average scales of wages—and the amount thus ascertained is to be handed over to a fund to be maintained by the Government.

Old Age Pension Scheme: Every worker will be required to contribute 10 days' wages to the fund every year. The amounts so accumulated in the account of each individual worker will be paid on his retirement from work in industry or on his attaining a certain age; payment will be made either in a lump sum or in instalments. The scheme would thus have some of the characteristics of sickness and retirement, old-age and death benefits and if successful, may pave the way for specific schemes of social insurance on the lines of those to be found in the more advanced countries.

Early Start necessary: In conclusion, the circular letter states that as the need for helping industrial workers in the Presidency on these lines is urgent, the Government feels that an early start must be made. It is stated that in the scheme outlined above, the Government has merely indicated one likely approach to the problem, and that the Government is fully aware that there may be many others possible. Industrial interests are, therefore, requested to send their views on the Government's scheme and to make alternative proposals to give effect to the Government's policy.

(The Bombay Chronicle, 14-11-1937.)+

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Conciliation Machinery for Indian Railways:

Government of India's Resolution.

According to a Resolution (dated 18-11-1937) of the Department of Labour of the Government of India, the Government have had under consideration for some time the question of providing additional machinery for the prevention of disputes on railways. This question has been examined in the light of the observations and recommendations made by the Royal Commission on Labour and the views expressed by the All-India Railwaymen's Federation. A decision has now been reached to take the following steps as an experimental measure for a period of one year in the first instance.

Appointment of Conciliation Officer: A Conciliation Officer will be appointed with headquarters at Calcutta. His duties will be to establish contact with the administrations of the railways with which he is concerned, with recognized trade unions catering for employees of these railways and with Area Committees, Workshop Staff Committees, Welfare Committees, Railway Councils and any other bodies directly concerned in relations between the administrations and their employees. The Conciliation Officer will be responsible, in connection with any actual or threatened trade disputes, for endeavouring to bring the parties to a settlement, and will, at other times, use his good offices to maintain harmonious relations. Coming with long experience of railway working, he will be responsible to the Government of India in the Department of Labour.

Industrial Advisory Board to be established: When the Conciliation Officer has organized his work, the Government of India propose to set up an Industrial Advisory Board. This will consist of a Chairman and two members who will be selected by the Chairman as occasion requires from panels appointed by the Government of India. The Board will deal with any disputes referred to it by the Conciliation Officer, who will have full discretion to refer any cases of importance in which he/himself failed to secure a settlement. On receipt of any such reference the Chairman of the Board will normally conduct a preliminary investigation with a view to determining whether

- (a) the dispute is of a character which warrants the Board's consideration; and
- (b) whether there has been a definite failure to reach agreement outside the Board.

If both these conditions are satisfied the Chairman will summon colleagues he has selected. The decision of the Board would normally take the form of a report to the Railway Board or the Agents of a railway concerned, with recommendations where necessary, copies of the findings being supplied to both parties. It would be open to the Chairman to suspend the inquiry if, during its pendency, a stoppage of work took place.

Sir Zahir Suhrawardy has agreed to serve as Chairman of the Board and Lt. Colonel H. W. Wagstaff, M.C., R.E., until recently Supervisor of Railway Labour, has been selected for the appointment of Conciliation Officer. He will start work early in December 1937 and his duties will extend to the East Indian and the Eastern Bengal ~~Ran~~ Railways. Company-managed railways having their headquarters at Calcutta will be invited to avail themselves of the services of the Conciliation Officer.

(Page 1895 of Part I of the Gazette of India dated 20-11-1937.)

Ahmedabad Textile Labour Strike: Wage Cuts since 1935 restored: Strike called off on 26-11-1937.

For some time past trouble has been brewing in the Ahmedabad textile industry, especially in the newly started mills, in connection with the question of low wages, the prevailing contract system of labour, night work, etc. The more recently started mills, many of which are not members of the Ahmedabad Millowners' Association and employ workers the majority of whom are not members of the local Textile Labour Association, effected recently certain wage cuts. Dissatisfaction on this point came to a head during the first week of November 1937 when a number of lightning strikes were organised by the Mill Kamdar Union, Ahmedabad, which is alleged to be communist in outlook. By 16-11-1937 strikes were on in 24 mills involving about 20,000 workers. (Times of India, 17-11-1937.) Since the strikers are alleged to have used violence against non-striking workers, the Bombay Government on 15-11-1937 issued a notification declaring offences of criminal intimidation committed within the municipal limits of Ahmedabad City to be cognisable and non-bailable. On the same day an order prohibiting assemblies,

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processions, etc., of workmen in mill areas was promulgated under Section 144 of the Criminal Procedure Code.

Textile Labour Association condemns the strike: These brought about a change for the better in the strike situation. The Ahmedabad Textile Labour Association was opposed to the strikes from the beginning and in a statement issued on ~~about~~ 15-11-1937 declared that better results could be achieved by representation of the workers' grievances to the Bombay Textile Enquiry Committee.

The Labour Association's demands placed before the Enquiry Committee, it may be pointed out, include one for a minimum wage of Rs. 35 per month and an increase, ranging from 25 to 50 per cent in the present wages of the workers.

Millowners agree to restore wage-cuts since 1935: To a request for settlement made by the Mill Kamdar Union on 20-11-1937, the Managing Committee of the Millowners' Association replied that it proposed to deal only with the Ahmedabad Textile Labour Association, and that, only through the existing arbitration machinery. About this date, the Millowners' Association and the Textile Labour Association arrived at an agreement to restore all cuts in wages effected since January 1935 when the Delhi Award was given (vide pages 37-40 of our January 1935 report). Consequent on this the strikes in several mills were abandoned.

Provincial Congress Committee endorses Government's action: On 22-11-1937 the Executive Committee of the Gujarat Provincial Congress Committee reviewing the strike situation, pronounced that the strikes, embarked upon without consulting the Labour Association and despite the Bombay Congress Ministry's promise of interim recommendations for increase in wages, pending the decisions of the Textile Enquiry Committee, were hasty and uncalled for. The Committee also condemned the action of some strikers in intimidating, assaulting and belabouring many innocent workers with a view to preventing them from going to work, as a result of which, for the safety of the City, the Government had to promulgate Section 144. The steps taken by the Bombay Government for meeting the strike situation were held to be proper and the Committee hoped that the strikers would resume work, and that the Government would withdraw the orders with the establishment of a peaceful atmosphere in the City.

(The Times of India, 25-11-1937)

On 25-11-1937, the Mill Kamdar Union, which is conducting the strike, announced its intention to call off the strike if the Union is recognised by the employers, all wage cuts since the Delhi Agreement of 1935 are restored and the orders of the Bombay Government restricting workers' movement are withdrawn. The Millowners' Association as well as the Labour Association refused to recognise the existence of the Mill Kamdar Union.

Strike called off on 26-11-1937: Soon after, the agents of mills affected by the strike and the representatives of the Millowners' Association met Mr. Gulzarilal Nanda, Parliamentary Secretary to the Premier, who had been asked to intervene on behalf

of the strikers. The millowners stated that they were in no circumstances prepared to accord recognition to the Strike Committee or the "Red Flag" Union, and that they would deal with the workers only through the Labour Association. While they were prepared to consider every reasonable request of the strikers after work was resumed, the millowners felt that it would undermine the healthy traditions established if they entered into negotiations prior to resumption of work or through any other agency other than the existing arbitration machinery or the Textile Labour Association. On 26-11-1937 the Mill Kamdar Union decided to call off the strike on the terms offered to millowners by the Labour Association. The Union decided to permit strikers to resume work in those of the mills where the rates of wages were restored to those prevalent in January 1935. Since this course had already been taken by mill managements in pursuance of the agreement arrived at with the Textile Labour Association, the strike came to an end on 28-11-1937.

Labour Association gains ground: The workers who participated in the strike are reported to have been disappointed with the failure of the Kamdar Union, before calling off the strike to obtain, as promised by it, satisfaction of the workers' main demands, and to have regretted following the lead of the Mill Kamdar Union. The workers concerned are further reported to have declared their allegiance to the Ahmedabad Textile Labour Association.

Soon after the strike was called off, the Government of Bombay withdrew the restrictions placed on assemblies, processions, etc., of workmen in the mill area. +

Recognition of Trade Unions:

Legislation Contemplated in Madras. +

At a meeting of the Labour Committee of the Congress members of the Madras Legislative Assembly held at Madras on 27-11-1937 under the presidentship of the Hon'ble Mr. V.V.Giri, Minister for Labour, a Bill embodying measures for the protection of trade union rights of workers was discussed.

A sub-committee consisting of Messrs. A. Kaleswara Rao, K.B.Karant, P.R.K. Sarma, G.Krishnamurti, V.M.Ramaswami Mudaliar and B.S.Murthi, was formed to consider the provisions in detail and ^{make} recommend suitable suggestions. (The Hindu, 27-11-1937.) +

Strikes of Textile Workers in Madras Presidency.

During the month under report, there was considerable unrest among textile workers in the moffusil mills of Madras Presidency. Besides the strike of textile workers in Coimbatore, strikes of textile workers occurred in Madura and Papanasam. The Madura Mill dispute which began on 9-9-1937 on the questions of inadequacy of wages, night work, victimisation of union workers, and non-recognition of the workers' Unions is still continuing (7th December). Meanwhile, the Court of Enquiry appointed by the Madras Government to go into the grievances of the Madura textile workers, continued its sittings during the month.

Coimbatore Mill Strike.

On 28-10-1937 about 3,000 ~~maxx~~ workers of the Spinning and Weaving Mills, Coimbatore, struck work without giving previous notice to the management, ^{on the ground of} ~~alleging the~~ inadequacy of the amount granted as Dipali bonus. The strike fever spread soon and by 1-11-1937 nine mills were affected, ^{and} about 12,600 workers were on strike. On 1-11-1937, Mr. Giri, Minister for Labour, Madras, visited Coimbatore and addressed the workers and also met the employers. He promised Government support and help to workers to organise themselves into unions and advised them to make strikes the last weapon for securing redress of their grievances, and always to give adequate notice to employers of proposed strikes. He advised the employers to give ~~encouragement for~~ workers to organise themselves and to accord recognition to registered unions. He warned the employers that if ~~workers~~

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they took up an hostile attitude to workers' unions, the Government would be forced to pass necessary legislation to compel employers to accord recognition to workers' unions and to prevent victimisation of union workers. He also promised to enquire into the grievances of the textile workers.

Mainly as a result of Mr. Giri's intervention, strikes in seven mills were abandoned on 4-11-1937. The strikes in the other three mills were also settled by the middle of November 1937.

Cawnpore Strike Situation.

A review of the strike situation in Cawnpore during October 1937 was given at pages 20-21 of our October 1937 report. Towards the close of October 1937 trouble broke out in the Elgin Mills and the Cawnpore Cotton Mills, as a result of which nearly 10,000 workers went on strike. The strikers began picketing the mills to prevent non-striking workers from entering the mills. The District Magistrate, Cawnpore, thereupon issued orders under Section 144, Criminal Procedure Code, prohibiting assemblies, processions, etc., of mill-hands in the affected area.

On 5-11-1937 the Elgin Mills declared a complete lock-out and put up a notice to the effect that the management has decided to deduct 8 days' wages from the strikers' wages under Section 9 of the Payment of Wages Act and that it reserved to itself the right to employ whom they please. (The Hindustan Times, 6-11-1937.)

Pandit Jawaharlal Nehru, President, Indian National Congress, visited Cawnpore and addressed the workers on 7-11-1937. He deprecated the lightning strikes at the two mills, declared without the sanction of the Mazdoor Sabha (local labour union). (The Leader, 12-11-1937.) The Premier of the U. P., Mr. Govind Ballabh Pant, addressed the workers on 10-11-1937 and advised them not to resort to strikes without consulting their labour union and without adequate notice to mill management. He also referred to the Enquiry Committee appointed by his Government and advised the workers to direct their energies to the presentation of their case in full to the Committee. (The Statesman, 12-11-1937)

On 22-11-1937 the Employers' Association of Northern India decided to reopen on 25-11-1937 the mills which were closed on account of strike and declared that strikers who returned to work before 26-11-1937 would be taken back. (The Statesman, 23-11-1937.) The Mazdoor Sabha authorities met the strikers and advised them to resume work.

On 25-11-1937 the mills resumed work, and the large majority of the strikers returning returned to work. The mill authorities

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have intimated the workers that the seven days' wages deducted under the Payment of Wages Act will be paid to workers who resumed work in two instalments, one in December 1937 and the next in January 1938, provided the workers maintained discipline in the mill and gave satisfaction in their work. (The Statesman, 28-11-1937.)

On 28-11-1937, an overseer in the Weaving Department of the Elgin Mills was found in an unconscious condition severely assaulted, and he died soon after. It is suspected that some of the returned workers are responsible for this attack, since this overseer was to some extent responsible for breaking the strike and enabling the management to open the mill on 25-11-1937.

As a result of the death, through violence, of the overseer of the Elgin Mills, the District Magistrate issued on 30-11-1937 an ~~order~~ order prohibiting certain labour leaders from addressing workers' meetings. Mr. Yusuf, the Secretary of the Mazdoor Sabha, has been arrested for contravening this order. (The Statesman, 2-12-1937.)

On 29-11-1937 the Employers' Association of Northern India issued a communiqué intimating that owing to unjustified allegations against the employers and certain other recent activities of the Cawnpore Mazdoor Sabha, the Association has withdrawn the recognition it had accorded to the Sabha. (The Hindustan Times, 30-11-1937.)

His Excellency Sir Harry Haig, the Governor of U.P. visited Cawnpore towards the close of November and met representatives of the employers and workers with a view to composing their differences. +

Bombay Dock Workers' Strike. +

A section of the workers of Bombay docks went on strike on 16-11-1937 as a protest against the system of engaging men through muccadams (contractors) and to enforce their demands that this system should be substituted by recruitment by the Port Trust authorities direct. Finding that the muccadams were able to get enough men to replace the strikers, the Dock Labours' Union, which conducted the strike, organised picketing at the gates of the docks. A few picketers were arrested by the police for showing violence.

The strike was settled amicably on 20-11-1937. The terms of the settlement have not yet been published. +

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Levy of Begar penalised in C. P. and Berar:

The C. P. Tenancy Amendment Bill, 1937, passed. +

At page 76 of the Central Provinces and Berar Gazette Extraordinary dated 20-11-1937 is published the text of an official bill to amend the C. P. Tenancy Act, 1920, so as to prohibit the levy of begar (forced labour).

The Statement of Objects and Reasons appended to the Bill is reproduced below:

It is proposed to give power to Revenue Officers to penalize the levy of begar by landlords. Section 74 of the Tenancy Act, 1920, merely penalizes the levy of illegal cash exactions. Section 201, Land Revenue Act, does not penalize the levy of begar since the Wajib-ul-arz (the Tenancy Act) contains no provision regarding begar, and it is not, therefore, in order for the Courts to treat the levy of begar as a breach of the Wajib-ul-arz. It is, therefore, proposed to include in the Tenancy Act a positive provision by which the levy of begar can be penalised. ~~The Bill~~

The Bill was passed into Law by the C. P. Legislative Assembly on 7-12-1937. +

Extension of Factories Act:

Views of U. P. Merchants' Chamber. +✓

Reference was made at page 19-20 of our October 1937 report to the Government of India's circular letter to Provincial Governments on the subject of the extension of the Factories Act, XXV of 1934, to unregulated factories employing more than 10 persons, if any of those persons is not an adult.

The United Provinces Chamber of Commerce, expressing its views on the Government's proposals, states that in the United Provinces the classes of factories that will be affected by the proposals are the "khandasari" sugar industry and the glass industry. Sugar-industry In the former, persons below 17 are seldom employed while in the latter considerable numbers of non-adult workers are employed. But the Act covers at present almost all factories where power is used in the process. In the circumstances, so far as the small industries of the Province are concerned, they would not be affected to any serious extent even if the present proposals of the Government are given effect to.

On an examination of the proposals on a theoretical basis, the Chamber states that the proposals of the Government seem to go farther than is justified ^{by} present ^{Conditions.} In the first place, the Chamber does not consider that the possibility of the Factories Act being extended to the factories employing less than 10 workers should be envisaged at all, and that the proposals, therefore, of conferring powers on the Provincial Governments to

extend the operations of the Act to such factories should be dropped. Regarding the proposal of the Government to extend the provisions of the Act to establishments employing more than 10 persons, the Chamber suggests that instead of the extension of the Act being secured statutorily, powers should be conferred on the Provincial Governments to extend the provisions of the Act to establishments where power process is used and children are employed.

(The Hindustan Times, 8-11-1937).

Working Class Family Budgets in Ahmedabad:

Bombay Labour Office Report*.

The report of an enquiry into working class family budgets in Ahmedabad, conducted by the Bombay Labour Office between 1933 and 1935 has recently been published by the Government of Bombay. The first enquiry into working class family budgets in Ahmedabad was conducted by the Labour Office in 1926 and its results were published in a special report in 1928. As conditions had altered materially since the publication of that report, it was decided to undertake a second family budget enquiry in Ahmedabad in 1933 after consulting both the Ahmedabad Millowners' Association and the Textile Labour Association who expressed themselves in favour of it. The enquiry was therefore commenced in October 1933 and

* Report on an Enquiry into Working Class Family Budgets in Ahmedabad.-Bombay:Printed at the Government Central Press, 1937.-
Price -Annas 4 or 5d. -pp.85

completed in January 1935.

Information was collected from every 33rd tenement in the predominantly working class localities within the Municipal limits of Ahmedabad. As in the case of the 1932-33 Bombay family budget enquiry, the present enquiry was confined to working class families, the heads of which were in full-time regular employment. The total number of budgets collected was 1,310 out of which 1,293 were, after scrutiny, accepted for final tabulation.

Growth of Population.- An index of the growth of industrialisation of Ahmedabad is furnished by the fact that the population in the city was increasing steadily from 125,706 in 1872 to 270,775 in 1921 and to 382,757 in 1932. An increase by 41.4 per cent in the intercensal period 1921 to 1932, it is pointed out, was unprecedented during the last sixty years.

Statistics of Workers in Bombay Presidency.- The table below shows the trend of employment in the cotton mill industry in Bombay, Ahmedabad and other centres of the Bombay Presidency during the decennium 1926-1935.

The average daily number of operatives employed in the cotton textile mills in the Bombay Presidency from 1926 to 1935.

Year.	Bombay.	Ahmedabad.	Other centres.	Total.
1926	148,254	55,767	41,101	245,122
1927	145,005	57,872	42,632	245,509
1928	118,617	59,722	41,089	219,428
1929	118,368	67,564	46,155	232,087
1930	127,578	67,717	45,711	241,006
1931	135,077	78,350	47,574	261,001
1932	139,963	82,922	47,423	270,308
1933	105,488	84,466	45,537	235,491
1934	110,011	92,262	43,627	245,900
1935	133,577	97,218	48,890	279,685

The above table includes weighted averages of the workers employed on night-shifts also. The figures for Ahmedabad show an uninterrupted increase in employment and are in striking contrast with those for Bombay. As will be seen from the above table, the average daily number of cotton mill workers in Ahmedabad increased from 55,767 in 1926 to 82,922 or by 49 per cent

in 1932, and to 97,218 or by 74 per cent in 1935. Apart at least of the additional labour force employed by the industry must consist of immigrants and as some of them must have brought their non-working dependants with them, it is evident that a substantial portion of the excess over the natural increase in population is due to the growth of the cotton textile industry and allied trades in the city.

Problems relating to Sanitation etc.- Problems relating to housing, water-supply, sanitation, etc., arise in the wake of rapid industrialisation and they have not failed to appear in the case of Ahmedabad. The distribution of the water supply in Ahmedabad is very uneven and there is considerable scarcity of water in the working class areas, especially in the suburbs. It is understood that the Municipality is trying to remedy this state of affairs by constructing separate water works for the different suburbs. An even more important problem from the point of view of general well-being is, however, that of the suburban drainage.

Natural Families and Joint House-holds.- The definition of a natural family, namely, one which includes those who are generally recognised to have a right to be fed, housed and clothed by the head of the family, was the same as the one adopted during the first enquiry, but the results of the two enquiries reveal striking differences between the proportions of natural families and joint households. Of the 1,293 families covered by the present enquiry, 739 were natural families and 554 were joint households. Thus, 57.15 per cent of the families were natural families and 42.85 per cent were joint households. The corresponding percentages in the 1926 enquiry were 64.04 and 35.96 respectively. It would thus appear that during the last ten years the Ahmedabad working classes are leaning more towards the formation of joint households which is contrary to the experience of family life in urban areas inhabited by an industrial population. One possible explanation of this tendency might, however, be that owing to the rapid expansion of the textile industry in Ahmedabad during the last decade there has been a tendency on the part of those engaged in cotton mills to bring their relatives from their native places and get them employed as wage earners in cotton mills, as can be seen from an all-round increase in the size of an average family from 3.87 persons in 1926 to 4.05 persons in 1933-35.

Literacy amongst Heads of Families.- The 1932 Census of Ahmedabad shows that 33.43 per cent of the population over 15 years of age was literate while the remainder or 66.57 per cent was illiterate. An analysis of the family budgets according to literacy amongst the heads of families shows that the percentage of literacy amongst the heads of families shows that the percentage of literacy is 40.68 which compares favourably with the general percentage for the whole population.

Composition of the Family.- During the last ten years there has been a slight increase in the average working class family in Ahmedabad, the size having increased from 3.87 in 1926

to 4.05 in 1933-35. If the number of dependants living away from the family is included then the average size of the family has increased from 4.05 to 4.37. The average family consists of 1.43 men, 1.26 women and 1.36 children under 14, a total of 4.05 persons. The number of dependants living away from the family comes to 0.32 and thus the total size of the ~~fm~~ family for which the head of the family is responsible is 4.37 persons.

Earners and Non-earners by Age and Sex.- The 1,293 families covered by the present enquiry contained 5,233 persons of whom 2,772 were males and 2,461 females. Out of these, 1,692 were male earners and 353 female earners. These 2,045 earners included 1,599 cotton mill workers of whom 1,352 or 84.5 per cent were men, 225 or 14.1 per cent women and 22 or 1.4 per cent were children. The corresponding figures for cotton mill workers in the 1926 enquiry were 77.6 per cent men, 20.7 per cent women and 1.7 per cent children. It is of interest to point out in this connexion that while women formed about 19 per cent of the cotton mill workers in Ahmedabad in 1926, they numbered only about 11 per cent among the cotton mill workers in 1935.

1,499 or 88.6 per cent of the male wage-earners were in the age-groups 15 to 45 and 283 or 80.2 per cent of the female earners fell within the age-groups 15 to 40. Of the adult females, nearly 60 per cent (including 11.5 per cent earners) were in the age-groups 15 to 30, 18 per cent (including 6 per cent earners) in the groups 30 to 40 while the remaining 22 per cent (including 4 per cent earners) were over 40.

Child Workers.- In Ahmedabad there is very little child labour. In recent years, owing to the provisions of the Indian Factories Act the tendency all over the country has been to replace child labour by adult workers. This tendency is strikingly noticeable in the case of Ahmedabad where the number of children employed in factories in the year 1934 was only 38. An interesting feature is that while male non-earners are mostly below 15, in the case of female non-earners a considerable proportion or 37 per cent of them are to be found in the age groups 15 to 30; and that while among males of 15 years and over 91 per cent are earners, amongst females above 15 years earners number only 21 per cent., the corresponding percentages for Bombay being 90 and 27 respectively as revealed by the 1932-33 Bombay Family Budget Enquiry.

Workers and Dependants.- Of the 4.05 persons in the family, 1.58 are earners and 2.47 dependants. Out of the 1.58 earners, 1.29 are males, 0.27 females and 0.02 children under 14. While with the increase in income the average number of male workers progressively increases, that does not happen so far as women workers are concerned. In fact, in the highest income group, the average number of female workers is lower than in the lowest income group, namely "below Rs.20". As regards the number of working children the figure is so negligible as not to

require comment. While the average number of persons per family increased from 3.87 in 1926 to 4.05 in 1933-35, the number of earners per family declined from 1.66 to 1.58 and the number of dependants increased from 2.21 to 2.47 during the same period.

An analysis of families according to the number of wage earners shows that in over 54 per cent of the cases there is only one wage earner per family and in 34.96 per cent there are two. The largest number of earners recorded in one family was six. It is of interest that the 1933-35 enquiry shows a rise of about 6 per cent in families with one earner and a fall of about 5 per cent in families with two earners. The position as regards families with more than two earners has remained, more or less, the same during the last ten years.

Earners in Natural Families and Joint House-holds.- In nearly 72 per cent of the cases in natural families the head of the family is the only wage earner. In 21.24 per cent of the cases both the head of the family and his wife are earners. It is a somewhat striking fact that these figures are appreciably different from those obtained as a result of the 1926 enquiry where the percentage of natural families in which the head was the only earner was 57.89 and where the head and wife were the only earners was 30.19. Presumably the fall in the number of cases where the wife helped her husband to supplement the family income is due to the fact, referred to already, that in recent years there has been in Ahmedabad, particularly in the cotton spinning and weaving industry, a tendency on the part of the employers to replace female labour by male labour.

Income of the Family.- Out of the 1,293 budgets, 60.87 per cent fall within the income groups Rs. 30 to Rs. 60. The percentage of budgets falling within these income groups during the 1926 enquiry was about the same, being 64.11. So far as distribution of income is concerned, therefore, there appears to have been little change during the last decade.

The 1934 Labour Office Departmental Enquiry into wages and unemployment in the Bombay cotton textile industry showed that while the average daily earnings of cotton mill workers in Bombay City declined from Rs. 1-4-8 in July 1926 to Rs. 1-1-2 in December 1933 or by 16.94 per cent, those of cotton mill workers in Ahmedabad advanced from Rs. 1-4-10 in May 1926 to Rs. 1-6-0 in December 1933 or by 5.6 per cent. This rise was mainly due to the increase in the rates of wages of 5 per cent in the weaving department and of 8 per cent in the spinning department granted since January 1930 by an award of the Umpire. But though the increases continued practically till the end of the period covered by the present enquiry, they are not reflected in the figures of family income owing partly to the decrease in the number of families with more than one earner from 51.61 per cent in 1926 to 45.55 per cent in 1933-35 and the consequent reduction in the average number of workers per family from 1.66 to 1.58. Thus, the average monthly income of working class families in receipt of incomes below Rs. 90 per month works out to Rs. 43-5-0

in 1933-35 as compared with Rs. 44-7-2 (including estimated rents of owned or rent-free tenements) in 1926. The average daily number of women employed in the cotton mill industry in Ahmedabad was only about 10,300 out of a total of 97,218 workers in 1935 as against about 10,600 out of a total of 55,767 workers in 1926. It is also seen that out of the 1,599 cotton mill workers covered by the present enquiry only 225 or 14.1 per cent were women as compared with 20.7 per cent women amongst the cotton mill workers in the 1926 enquiry. Thus, while the women's and children's contribution to the family income and also the income from supplementary sources were comparatively less in 1933-35, men's contribution was greater partly because of the slight increase in the number of male earners in the average family. The monthly income of an average working class family ~~the monthly income~~ comes to Rs. 39-13-8 for natural families, Rs. 54-14-9 for households and Rs. 46-5-0 for all families. The corresponding figures for the cotton mill industry alone are Rs. 41-0-6, Rs. 56-8-8 and Rs. 47-14-11 respectively. It must however be pointed out here that the agreement reached between the Millowners' Association and the Labour Association at Delhi on 13-1-1935 withdrew the increment in wages granted in 1930 by a uniform reduction of $6\frac{1}{4}$ per cent on the earnings of all time and piece workers, subject to a minimum limit in case of the weavers with effect from January 1935 from which month, the hours of work in factories were also reduced by law from 60 to 54 per week, and this must have resulted in a corresponding reduction in the figures of family income given above.

Income from Supplementary Sources.- Information was obtained as regards the additional sources of income of the family. Only in 11 out of 1,293 or 0.85 per cent cases was agriculture shown as the source of additional income of the family. In 84 cases or 6.50 per cent of the total, the source of additional income was boarders and lodgers. In 30 or 2.32 per cent cases, the families were receiving house rent, and the income from this source exceeded Rs. 40 in one case; while in 34 or 2.63 per cent cases the families supplemented their income by selling milk, domestic service, etc.

Expenditure of the Family.- The average monthly income of working class families in Ahmedabad is Rs. 46-5-0, the average monthly income of natural families being Rs. 39-13-8 and of households Rs. 54-14-9. In the case of natural families as also of households and therefore in the case of ~~all~~ all families, the average monthly expenditure is less than the average monthly income, the average surplus in the case of all families being Rs. 5-9-2 per month. It was found that as the income increases the expenditure also increases. Except in the two income groups: "Below Rs. 20" and "Rs. 20 and below Rs. 30", however, the average monthly expenditure is less than the average monthly income. While this is the case so far as all budgets are concerned, in the case of natural families only the lowest income (Below Rs. 20) group fails to balance its budget, while in the case of households

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income groups below the group: "Rs. 30 and below Rs. 40" are unable to balance their monthly budgets.

~~1,070 or 82.75 per cent of the total families covered by the enquiry were of cotton mill workers in Ahmedabad in 1935-35 was Rs. 47-14-11. But,~~ Amongst cotton mill workers, natural families in the income classes below Rs. 30 and joint households in the income classes below Rs. 40 are not able to balance their budgets even in the restricted sense of meeting only the day-to-day expenditure other than that incurred on account of the repayment of debts, celebration of festivals, marriages, etc.

Although the number of persons in the family, including boarders, increased from 3.94 in 1926 to 4.14 in 1933-35, the expenditure on food per family decreased during the period from Rs. 22-12-7 to Rs. 20-1-5 and the per capita expenditure from Rs. 5-12-6 to Rs. 4-13-7, the per capita figure of food expenditure for Bombay being Rs. 5-1-3 in 1932-33.

Nearly half the expenditure is on food, about 7 per cent on fuel and lighting, 9 per cent on clothing, 11 per cent on house-rent and about 24 per cent on miscellaneous items.

Indebtedness of Workers.— During the first family budget enquiry in Ahmedabad it was not found possible to obtain details regarding the indebtedness of the working classes. During the present enquiry, special efforts were made to obtain data regarding indebtedness and these have been analysed in four separate tables. As in 1926, so also in the present enquiry, the average family is not only able to balance its budget but to show a surplus amounting to about 12 per cent of the average monthly income. This surplus, however, does not take into account items of expenditure such as interest on debts, occasional expenditure on festivals, marriages, etc.

Of the 1,293 families studied, 889 or 68.75 per cent were indebted, the average indebtedness per family in debt being Rs. 322-5-7, the average debt for all families being Rs. 221-10-1 and the average monthly income per family being Rs. 46-5-0. The ratio of indebtedness to monthly income for families in debt comes to 6.96 while for all families it works out to 4.79. The indebtedness of indebted families with monthly incomes "below Rs. 20" "Rs. 20 and below Rs. 30" and "Rs. 30 and below Rs. 40" works out to about 14, 10 and 8 times respectively the monthly income. The ratio of indebtedness to monthly income would be still higher ~~ix~~ if some allowance is made for the reduction in the earnings of workers owing to the 6 $\frac{1}{4}$ per cent cut in their wages introduced in January 1935 when the hours of work were also reduced from 60 to 54 per week.

Contrary to expectations it was found that so far as families in debt were concerned, indebtedness increased progressively with the increase in the income and although in the first

three income groups the ratio of indebtedness to monthly income for families in debt was somewhat higher, this ratio remained almost steady in the other income groups which seems to suggest that the extent of indebtedness is not very much affected by the increase or decrease in the regular income of the industrial classes.

Welfare of Workers in Jamshedpur: Tata Iron
and Steel Company Appoints Labour Officer.

It is understood that the Tata Iron and Steel Company, Jamshedpur, has recently started a labour office with Mr. E.C. Hiller, as the Labour Officer.

(The Amrita Bazar Patrika, 22-11-37)

Introduction of Minimum Wage in Bombay: Proposal
Opposed by Millowners' Association, Bombay.

The Millowners' Association, Bombay, has submitted a memorandum to the Bombay Textile Labour Enquiry Committee in the third week of November 1937, opposing the introduction of a minimum wage scheme in Bombay. The salient features of the memorandum are summarised below:

Adequacy of Wages: A Relative Problem.- The Association maintains that it would be fundamentally unsound to attempt to regulate wages in one industry alone, or in one centre of that industry, in relation to a living wage standard. It points out that in considering the question of adequacy of wages, regard must be paid to a variety of considerations, and, in particular, to the capacity of the industry to pay, judged by its financial position and its position in relation to its competitors in other countries and in other parts of India. Other important considerations are the efficiency of the worker, the nature of

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the work done, the manual and technical ability required, and the wage levels in the same industry and in other industries for occupations involving a similar amount of labour and skill.

Historical Background of the Subject.- Tracing the vicissitudes through which the Bombay textile industry has been passing through the last few years the Association asserts that although the financial position of the Bombay mill industry deteriorated from 1923 onwards, and the working class cost of living index fell steadily, wages were maintained at the same level until 1933. In 1925, a cut of 11½ per cent, which had been proposed by the Association, was voluntarily given up on the removal of the cotton excise duty. In 1928, an effort was made to introduce standardisation of rates of wages as recommended by the first Tariff Board, but the general strike, which was being engineered by the communist leaders, broke out in April 1929, and this strike, following the disastrous strike of the previous year, further crippled the industry, whose financial position had already been considerably weakened by severe competition. From 1929 onwards the position of the industry in the city and island of Bombay deteriorated still further and the cost of living index continued to fall. A large number of mills were forced into liquidation or go out of existence, and, it became apparent that, if the industry was to continue at all, in addition to other economies, substantial reductions in wages would have to be made. In these circumstances, the Association temporarily departed from the policy followed since 1918, and permitted individual mills to make such reductions in their wages as appeared to be necessary. By the middle of 1934, practically all mills had effected wage reductions, warranted by their circumstances, and at this stage the Association took concerted action, and fixed minimum wages for all the main time work occupations and a minimum dear food allowance for all piece-workers.

Association's Wage Policy.- It is remarked that, since July 1934, a definite policy has been followed by the Association in regard to wages. Briefly stated, this policy has been to ensure that earnings of all classes of workers should be maintained at a decent level and that a fair day's wage should be paid for a fair day's work. The Association points out that since 1926 it has recognised the desirability of pursuing a forward policy in regard to the introduction of efficiency schemes with the dual object of decreasing production costs and increasing workers' individual earnings. Progress has, however, been very much hampered by the opposition of workers, and certain of their leaders. It is now generally recognised by the workers themselves, particularly the workers on the spinning side of the industry, that such efficiency schemes as have been introduced have been of material benefit to them, and in the view of the Association, the most effective means of materially improving individual workers' earnings would be a gradual extension of such rationalisation.

Minimum Wage Fixing Undesirable. -With regard to the establishment of a minimum wage the memorandum says that in the

Association's view it would be impracticable and highly injudicious for a variety of reasons to establish a minimum wage in the cotton textile industry of the Bombay Presidency or in any individual centre in that presidency which is linked to a theoretical figure supposed to represent the cost of living.

Association Suggests Rationalisation.- As regards the measures which the employers, employees and Government should take to improve the wage level, the Association says: "Further progress in rationalisation seems to be the chief avenue of advance, and while employers must provide the conditions necessary for such advance, employees and Government could assist materially by according their support to reasonable efficiency schemes."

Night Shift Work.- As regards night shift work, the Association favours a change-over system where the night shift work is more or less a permanent state of affairs. It, however, points out that there are great practical difficulties in the way of introducing a change-over system in certain instances. As regards remuneration, the Association supports the customary rule, prevalent in Bombay, to pay the same rate for both day and night shift workers.

Standardisation of Wages and Masters.- On this subject, the Association considers that, with certain modifications, the scheme of standardisation of wages prepared by it in 1929 could be adopted to suit the present day needs of the industry, and emphasises that no scheme of standardisation should, however, be of a permanent character. It points out that standardisation of either wages or masters would not be possible on a provincial or all-India basis owing to widely varying conditions. ~~Automatic Adjustment~~

Automatic Adjustment of Wages Impracticable.- Regarding the methods of automatic adjustment of wages in future, the Association is unable to suggest any method by which automatic adjustments of wages can be made. What should be paid by the industry in any particular centre would always mainly depend on the financial position of the industry and its future prospects in that centre, and even this method of measurement would give rise to enormous difficulties. For example, the industry in a particular centre might, at a particular time in a year, be making profits; the same industry might be making losses or lesser profits later in the year. In the circumstances, it would hardly be possible to adjust wages automatically.

(The Times of India, 24-11-1937).

Working Class Cost of Living Index Numbers for various
Centres in India during August, 1937.

The cost of living index numbers for working classes in various centres of India registered irregular changes during August 1937 as compared with the preceding month.

Bombay.— The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in August 1937 rose by 1 point to 108. The average in the year 1936 was 104.

Ahmedabad.— The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad in August 1937 declined by 1 point to 76 for 1936 the average was 71.

Sholapur.— The index number (Base: year ending January 1928) of the cost of living in Sholapur remained stationary at 73. The average for 1936 was 71.

Nagpur.— The index number (Base: January 1927) of the cost of living in August 1937 remained stationary at 65.

Jubbulpore.— The index number (Base: January 1927) of the cost of living in Jubbulpore in July 1937 remained unchanged at 63.

(Extracted from the Monthly Survey of Business Conditions in India, August 1937 issue.)

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Enforcement of Conventions.

Factory Administration in the Punjab, 1936.* +

Statistics of Factories: According to the annual report on the working of Factories Act in the Punjab for the year 1936, the total number of factories subject to the control of the Factories Act increased from 754 to 802. 71 factories were registered during the year and 23 removed from the factory register. Of the factories brought on the register during the year, 26 were newly constructed and the remaining 45 were those which were already existing, and in which the activities had extended sufficiently to bring them within the scope of the Factories Act. As many as 21 small textile factories in the districts of Amritsar and Ludhiana represented a large proportion of the new factories. Among the new factories, the Punjab Rubber Works, Amritsar, and the Electrical Fan and Motor Manufacturing Co., Ltd., Shandara, introduced entirely new industries in the Province. The former manufactures rubber-soled canvas shoes and employs 220 workers. In the latter an up-to-date plant has been installed which is capable of manufacturing all component parts of electric fans.

It is pointed out that in addition to the newly registered concerns, a number of registered factories extended their premises, and added or replaced machinery. In bigger cotton ginning factories the tendency to add saw gins to the factory building continued, 10 batteries of saw gins were added to existing factories during 1936. Of the 23 factories removed from the register, 6 had failed to work during the past 4 years and having fallen into a dilapidated condition, there appeared little likelihood of their restarting work, hence they were removed from the register. 10 factories were dismantled and the plant scraped or removed to more convenient centres, whilst 7 ceased to employ the number of workers necessary to retain them on the factory register. Of the 802 registered factories, 747 actually worked, as compared with 669 during the previous year. ~~55~~ 55 factories remained closed throughout the year as against 85 in 1935. The report remarks that the fact, that there has been an increase of 78 in the number of working factories, and a decrease of 30 in the number of those which remained closed during the year, reflects the continued expansion of industrial activity.

Number of Operatives: The report points out that the total number of operatives employed in all factories during the year was 63,962, as compared with 58,191 in the previous year. The increase of 5,771 operatives, is reported to be due to the registration of new factories, and to some extent to the extended operations in existing factories. The North Western Railway Workshops, Moghalpura, found employment for 9,008 workers as against 8,889 in 1935.

* Annual Report on the Working of the Factories Act, in the Punjab. For the year 1936. Lahore: Printed by the Superintendent, Government Printing, Punjab. Price: Re. 0-6-0 or 7d. pp. 15+xxvi

Women, Adolescents and Children: 8155 women were employed in factories during the year as compared with 7,597 in 1935. This increase of 558 women is attributed to the additional demand for these workers to operate roller gins in cotton ginneries.

379 adolescents were examined during the year by the certifying surgeons. Of these, 371, as compared with 427 in the previous year, were declared fit to work in factories for the same number of hours as adults. 8 adolescents were found to be physically unfit to work in factories as adults and were, therefore, declared to be children for the purposes of factory employment.

490 seeking employment in factories, were examined by the certifying surgeons during 1936, as compared with 410 during the previous year. Of these, 39 were rejected as being unfit, or under-aged, as compared with 50 during the previous year. Fifty-six per cent. of the child workers found employment as half-time workers in textile mills, the remainder were employed in cotton ginning factories.

Inspection: It is pointed out that out of the 747 factories in operation during the year under report, 448 were inspected once and 65 twice. The total number of inspections therefore was 578 as compared with 548 during the previous year. In addition a number of visits were paid to factories for the purpose of investigating fatal and serious accidents. 234 factories remained uninspected as compared with 148 in 1935.

Wages: The report notes that among the different classes of skilled labour, wages of blacksmiths, carpenters, oilmen and women reelers decreased, while ^{that of} engine driver, fireman, spinner and press compositor increased. Amongst the unskilled labour, coolie openers earned a wage of Re. 0-8-6 per day as against Re. 0-8-9 during 1935, whereas coolie women on gins earned Re. 0-4-0 as against Re. 0-3-9 last year.

Water Supply, Lighting and General Sanitary Conditions: The report remarks that water supply for the use of operatives in factories was generally found to be plentiful and good; storage conditions for drinking water, however, were not always up to the standard required by factory regulations and it was, on occasions, necessary to issue instructions to factory occupiers on this point. Lighting arrangements in factories, both natural and artificial, showed a steady improvement. The newly constructed factories displayed a distinct advance in this respect, by adopting modern methods of both natural and artificial lighting. The report notes with satisfaction that the old type workrooms where artificial lighting was necessary throughout the day are gradually being replaced by buildings where good natural lighting conditions are available. The sanitary conditions are also reported to be good.

Housing: The report points out that the housing accommodation for factory workers showed advancement inasmuch as a number of newly erected factories included the provisions of living quarters for their labourers in their building schemes. The quarters are

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well built and show a distinct improvement on the housing accommodation which a worker could obtain outside the factory area. They are built in open spaces, and are more healthily arranged than those obtainable in towns. The factories which made additions to their existing quarters during the year were: 'The Wah Cement Works, The Lyallpur Cotton Mills and the New Egerton Woollen Mills, Dhariwal.

Hours of Employment: It is pointed out that the year under report is the second year during which the curtailed daily and weekly hours in perennial factories have been in force following the introduction of the Act. Textile Mills continued to work full 54 hours per week as permitted under the Act. During the months of February and March and again in October these factories worked a second shift during the night—the hours being rather less than those of the day. General engineering works and ~~the~~ printing presses worked for 8 hours a day instead of 9 as permitted by the Act—this arrangement was most popular amongst the workers in these factories chiefly because it enabled them to take only $\frac{1}{2}$ an hour rest interval and by so doing, get away from work $\frac{1}{2}$ an hour earlier in the evening. Railway workshops found a $42\frac{1}{2}$ -hour week sufficient for their normal requirements, batches of men being occasionally employed upto 47 hours a week over a period of one to 6 weeks to meet urgent requirements.

One hour's rest interval was observed in 665 factories, whilst in 72 factories the majority of operatives were exempt from the provisions of Section 37 and those exempt from the rest interval were ordinarily employed on 8 hour shifts. 10 factories working upto $8\frac{1}{2}$ hours daily recognized $\frac{1}{2}$ an hour rest interval as permitted by section 37 (b) of the Factories Act.

Accidents: 1,145 accidents are reported to have occurred during the year under report, as compared with 912 during the previous year. Out of these, 16 were fatal, 51 serious and 1078 minor accidents. +

Working of the Factories Act in Orissa, 1936.* ✓

General Remarks.- According to the annual report on the Working of the Factories Act, 1934, in the province of Orissa in 1936, the present Report deals with two separate periods during the calendar year 1936, namely the period from 1-1-1936 to 31-3-36, prior to the creation of the new ^{Orissa} province, and the subsequent period commencing from the 1-4-1936. Prior to the creation of the province, the Bihar and Orissa Factories Rules, 1936, were in force throughout Orissa as in Bihar, but with the creation of the province, with effect from 1-4-1936, three different sets of Rules made under the Factories Act, 1934, came into operation, namely, the Bihar and Orissa Factories Rules, 1936, in the late Orissa districts, the Madras Factories Rules, 1936, in the ex-Madras area and the Central Provinces Factories Rules, 1935, in the ex-Central Provinces area. Proposals for a uniform set of Rules to operate throughout the province ~~were submitted~~ ~~is~~ are under the consideration of the Government.

Statistics of Factories.- The number of factories in the province on the register at the beginning of the year (1936) was 44. At the close of the period ending 31-3-1936, this number had increased to 46, there being two new registrations. On the creation of the province of Orissa, with effect from 1-4-1936, with added areas transferred from the provinces of Madras and Central Provinces, 17 factories subject to the operation of the Act in such areas

were added to the register and new registrations during the year
 * Annual Report on the Working of the Factories Act, 1934, in the province of Orissa, 1936 by the Chief Inspector of Factories, Orissa-Press Officer, Govt. Press, Orissa -Cuttack, 1937 - Price As.9.- pp.24

subsequent to 1-4-1936 numbered 6 , making a total of 69 factories on the register at the end of the year.

No factory is reported to have been removed from the register during the year under report. Of the 69 factories on the register, 5 factories remained closed throughout the year. Of the 64 working factories, 62 were perennial and 2 seasonal.

Number of Employees.- The number of persons employed in ^{British} factories during the period ending 31-3-1936 was 2,578 as against 2,358 in 1935; the subsequent additions to factories on the register increased the number to 3,346.

Inspection.- The report points out that out of the 64 factories which worked during the year, 62 were inspected and 2 remained uninspected. The total number of inspections made during the year was 111 as compared with 44 inspections of 37 factories in 1935.

Sanitation and Water Supply.- The report notes that the requirements of the Factories Act in respect of sanitation and water-supply were generally complied with. In several factories where the working rooms as also the compounds were found in insanitary condition or the prescribed limewashing had not been carried out, the Managers concerned were asked to comply with the law. The water supply for drinking purposes was generally in accordance with the prescribed standard. In one case where the supply was inadequate, orders were passed for the sinking of a deep well. In one area the quality of water was improved in several factories by the sinking of tube wells.

Health of Employees.- The health of the workers remained

normal during the year under report. No case of occupational ~~id~~ disease was reported.

Wages.- The mean daily wages of chagemen in charge of skilled and unskilled labour were Rs.1-12-0 and Rs.1-1-0 respectively. The wages of skilled and semi-skilled labour ranged from Rs. 1-10-6 in case of ~~Fitters~~ to Rs.0-6-3 in case of ~~greasers~~, while those of unskilled labour were As.5 for males and As. 3 for females.

Women and Children.- The number of women workers employed in factories during the period ending 31-3-1936, was 753 as against 717 in the previous year. The subsequent additions to the factories on the register raised the number of women workers to 918.

The number of adolescents employed in factories during the period ending 31-3-1936 was 5 as against 35 in the previous year. There was no alteration in this number even after the subsequent increase in the number of factories.

The number of children employed in factories during the period of the year ending 31-3-1936 was 12 as against 6 in the previous year. There was, however, no subsequent alteration in this number.

Accidents.- The total number of accidents during the year was 24 in 69 factories as against 26 in 44 factories during the previous year. This is considered to be a very substantial decrease in the incidence per factory and per 100 employees as compared to the previous year. The drop in the accident rate per factory is calculated at 41 per cent, and in that per 100 employees at 36 per cent. It is pointed that with the exception of one serious accident all accidents were minor. There was no fatal accident during the year.

Safety.- The report points out that the safeguarding of machinery and adoption of other safety measures received the constant attention of the Inspectors and marked improvement was effected in this respect in the course of the year. Warnings were issued to several factories which failed to comply with the provisions of the law and the occupiers of two factories were proceeded against and convicted for not safeguarding dangerous machinery. ✓

Workers' Organisations.

Progress of Trade Union Movement in Burma, 1936-37. †

The following is a brief review of the working of the Indian Trade Unions Act, 1926, in Burma for the year ending 31-3-1937:

Legal Changes: No legal changes by way of amendment of the Indian Trade Unions Act, 1926, or of the Burma Trade Union Regulations, 1927, were made during the year under report.

Registered Trade Unions: There were eight registered trade unions in Burma at the beginning of the year. Of these, the Seamen's Union and the Master Plumbers' Union ceased to exist, and their certificates of registration were cancelled on the 27th June 1936 and the 8th February 1937 respectively. Three new trade unions were registered during the year, viz., the Anglo-Burman Seamen's Union, Burma, on the 9th May 1936, the Corporation Conservancy Labour Union, Rangoon, on the 5th August 1936 and the Rangoon Hand Cart Pullers and Bag Lifters' Union on the 26th January 1937. There were thus nine registered trade unions at the end of the year.

Applications for Registration: Applications for registration were received during the year from three trade unions, and two applications were pending at the end of the previous year. Of these five applications, three were disposed of and the unions concerned were registered. The remaining two applications were from the Burma Labour Union and the Burma Chamber of Labour, and in both the cases, the rules which were returned for revision where requirements were not complied with have not yet been re-submitted.

Political Fund: No ~~political~~ political fund has been constituted by any of the registered trade unions.

Trade Unions of Government Servants: No rules for the recognition of associations of its industrial employees have yet been framed by the Government of Burma.

Unregistered Trade Unions: There is still a number of unregistered trade unions in Burma; but in view of the difficulty of preparing a complete list of such unions, their list is not attached to the report.

General: Although there has been some increase in the number of registered trade unions during the last three years, there is still a hesitation on the part of unregistered trade unions in Burma to take advantage of the provisions for registration afforded by the Act. The membership of the registered

trade unions, except the Burma Railway Employees' Union and the Corporation Conservancy Labour Union, is inconsiderable. The membership of the Rickshaw Owners and Pullers' Association has dwindled from over 3000 to 267 members, and the bulk of the workers employed in large industrial establishments still remains unorganised. The progress of the trade union movement, it is pointed out, depends largely on the raising of the standards of literacy and intelligence among industrial workers. Although under the Government of Burma Act, 1935, membership of a recognised trade union is a qualification for the labour franchise, this has not so far proved any great stimulus to the growth of trade unionism in Burma.

Summarised from a cyclo-styled copy of the annual report on the working of the Indian Trade Unions Act, 1926, in Burma for the year ending 31-3-1936, forwarded to this Office by the Labour Commissioner, Burma.

(The progress of the Trade Union Movement in Burma during 1935-36 was reviewed at pages 22-23 of our October 1936 report.)-

All India Kisan-Mazdoor Conference:

First Session to be held at Gaya, Bihar.

~~ANN~~ An All-India Kisan-Mazdoor Conference, the first of its kind, will be held at Gaya (in Bihar) in the last week of December 1937. It is understood that the purpose of holding the Conference is to bring the agricultural and the industrial worker on one platform, for attainment of their common objectives. The Adarsh Udyog Mandir, a labour organization of Gaya, is in charge of the arrangements.

(The Amrita Bazar Patrika, 22-10-1937.)-

Calcutta Workers' Demands formulated:

Meeting under Bengal Provincial Trade Union Congress auspices.

A Conference of Bengal trade unions was held on 24-10-1937 at Calcutta under the auspices of the Bengal Provincial Trade Union Congress, Mr. Mukandalal Sarkar presiding.

According to Mr. Sudhindra Pramanik, General Secretary of the B. P. T. U. C., the purpose of holding the Conference was to prepare a well thought-out list of the demands of the working classes, which could be placed before the Labour Sub-Committee of the All-India Congress.

President on Trade Union Unity: Mr. Sarkar, in his presidential address, stressed the need for solidarity of trade unionists, and pleaded for structural unity between ^{the} All-India Trade Union Congress and the National Trades Union Federation.

Demands Formulated: The Conference adopted a resolution urging the A.I.C.C. to call upon the Congress Ministries of the various Congress provinces to enact labour and social legislation:

1. making recognition of registered trade unions by the Government and employers compulsory;
2. fixing a minimum wage of Rs. 30 per month payable to for all workers, including contract labour;
3. enforcing a 40-hour week and a 7-hour day without reduction of wages;
4. compelling all employers of labour to frame Service Rules guaranteeing security of service to workers and providing for adequate compensation in cases of wrongful dismissal;
5. introducing unemployment insurance, fixing unemployment allowance at Rs. 15 per month;
6. abolishing jobbery, the sardar system and contract labour;
7. enforcing gazetted holidays with full wages for all workers;
8. enforcing maternity leave for 12 weeks with full wages;
9. providing for sick leave, old age pension and provident fund;

- 10. ~~enforcing~~ ^{free fixing} equal wages for equal work, irrespective of discriminations based on caste, colour, creed or sex;
- 11. fixing a stiffly-graduated tax on incomes above Rs.500 per year, and exempting uneconomic holdings from rent payment;
- 12. liquidating debts of the peasantry and providing facilities for cheap credit through co-operative societies, with interest fixed at 3 per cent. per annum;
- 13. reducing land taxes by 50 per cent;
- 14. fixing minimum prices for the chief agricultural products;
- 15. guaranteeing freedom from attachment in execution of rent and money decrees of homesteads, agricultural resources and that portion of peasants' holdings which is just sufficient to maintain an average peasant family; and
- 16. making a feudal and semi-feudal levies cognisable offences.

(The Amrita Bazar Patrika, 25-10-1937),

All-India Railwaymen's Conference, Calcutta, 30 and 31-10-1937. +

All-India Railwaymen's Conference (vide pages 47-48 of our October 1937 report) was held at Calcutta on 30 and 31-10-1937, Mr. V. R. Kalappa, President of the Bengal Nagpur Railway Union, presiding. About 200 delegates from all over India attended the Conference. Mr. Sibnath Banerjee, M.L.A., President of the All India Trade Union Congress, was among those present.

Mr. Gulzarilal Nanda, Parliamentary Secretary, Bombay, addressing the Conference, warned the workers that, even in the Congress provinces, they should not solely rely on the Congress Ministries for improvement of their conditions. He advised them to strengthen their unions, and to carry on the struggle for securing better conditions of work from their employers till they received a fair living wage and suitable amenities of life.

Strikes: Mr. V. R. Kalappa, in his presidential speech, stressed the fact that workers can achieve success in their struggle for better conditions of work only through united action.

Resolutions: The Conference adopted several resolutions; a summary of the more important of them is given below:

Mudie Report Condemned: The Conference adopted a resolution rejecting the Mudie Report (vide pages 20-23 of our May 1937 report) on the ground that it was a one-sided document, unfairly supporting the Bengal Nagpur Railway administration.

Extension of Provident Fund System urged: Another resolution urged upon the railway administration the desirability of extending the provident fund system to the lower grades of railway workers.

Contract Labour Condemned: Yet another resolution called upon members of all railway unions to carry on a united agitation against the system of employment by contract labour.

(The Amrita Bazar Patrika, 1 and 2-11-1937.) +

Bombay Government's Policy re. Trade Unions:

Views of Millowners' Associations and Indian Merchants'

Chamber, Bombay. +

Reference was made at pages 84-86 of our August 1937 report to the press communique issued by the Government of Bombay on 17-8-1937 outlining its labour policy. Towards the end of September 1937, the Government drew the attention of employers' organisations in Bombay to the Government's attitude to the recognition of labour unions and informed them that the Government was considering the type of legislation that would be required to give effect to the ideas underlying that statement of policy. It would appear that the Government agreed with the Royal Commission on Labour that no legislation could ensure that full and free ~~work~~

co-operation and discussion between employers and employed, which was so desirable in the interests of the industry and all those who depended upon it. They were also aware that in those countries where negotiations between employers and workpeople had reached their highest development, no ~~law~~ legislation of the type contemplated in the Presidency existed, because both parties had realised that: (a) full recognition should be given to bona fide trade unions as the appropriate and established machinery in the discussion and negotiation of all questions of working conditions, including wages and hours, and other matters of common interest in the trade and industry concerned; (b) that negotiations between employers and workmen were facilitated by workmen being members of bona fide trade unions and by employers likewise being organised; and (c) that industry benefited enormously from such negotiations. But in ^{certain} other countries, such as France and the United States of America, these principles had been embodied in legislative enactments; so necessary were they to the welfare of an industrial State.

The Government of Bombay, it was further indicated, fully realised that, with a few notable exceptions, the trade union movement in the Presidency had received neither the support of the workers nor of the employers. This fact, in its opinion, emphasised the necessity for a radical alteration in the existing conditions in order that the relations between employers and employed in the Presidency might be put on a proper footing, and thus bring Bombay into line with other industrial centres of the world in the matter of negotiation between employers and workers.

Government Suggestions.- In these circumstances, industrial organisations were invited to express an opinion as to the conditions under which they would be prepared to give recognition to trade unions of employees and what such recognition would connote. It was suggested that, quite apart from absolute freedom from victimization, that is to say, freedom to belong to any organisation of workers without risk of dismissal or unfair discrimination, and grant of facilities for collective bargaining, recognition of trade unions might imply the granting of facilities for carrying out normal trade union work, namely:

- (1) permission to collect trade union subscriptions at the time of payment of wages;
- (2) latitude for communications between trade union officials and representatives or leaders of the workers inside the factory;
- (3) circulating of notices of meetings of the union and notification of other important information on behalf of the Union;
- (4) acceptance of letters and answers thereto;
- (5) granting interviews to union officials and representatives of the workers;
- (6) joint investigations of complaints brought up by the unions or the representatives of the workers;
- (7) permission to hold meetings inside the mill compound during the interval of rest after previous intimation to the manager.

In the event of any organisation being unable to agree with the suggestions outlined above, it was desired to offer alternative suggestions of a constructive nature designed to carry out the policy laid down by the Government.

Views of the Millowners' Association, Bombay: Class War to be Discouraged.- The Committee of the Millowners' Association, Bombay, agreed with the Government as to the desirability of building up a responsible organisation of employees, controlled by the workers themselves and run on genuine trade union lines, and indicated that, subject to the conditions set out below, they would be prepared, as they had always in the past been prepared, to recognise and treat with such an organisation. At the same time they felt constrained to refer to their experiences in the past, and to make it clear that no satisfactory assurances from employers' organisations regarding trade union recognition and no steps to be taken by employers in assisting the building up of bona fide trade unions would be likely to achieve the end which Government and all well-wishers of the cotton textile industry had in view, namely, peace in the industry and a fair deal to both employees and employers, unless Government were prepared to take strong action against any person or persons or organisations which countenanced or encouraged class war, class hatred, revolution or strikes without notice, or other direct action.

Strikes to be Discouraged.- Put very briefly, the Committee's

general view on the subject of recognition was that an employers' organisation should not be called upon to recognise any workers' organisation which was not prepared to agree to make strikes the last weapon in its armoury instead of the first: in other words, ~~the~~ employers' organisation should not be called upon to recognise a union which was not prepared to agree that no notice for a cessation of work, either in an individual concern or in the industry as a whole should be given until every avenue of settlement by negotiation, conciliation or arbitration which existed or which might be devised, by agreement between the employers and workers' organisations, had been exhausted.

Views on the Issues Raised.- The Committee's reply as regards the seven specific points suggested for the consideration of the Association is briefly as follows:-

1. As regards permission to collect trade union subscription at the time of the payment of wages, the Committee regretted that they could not agree to permission being given for the collection of trade union subscription on mill premises.

2. Regarding the grant of latitude for communications between trade union officials and representatives or leaders of the workers inside the factory, a latitude of this description might, in the view of the Committee, lead to an impossible state of affairs and seriously affect internal discipline.

3. The circulation of notices of meetings of the union and notification of other important information on behalf of the union, ~~is~~ in the opinion of the Committee, did not appear to be an employers' function; but it was pointed out that employers would agree to give reasonable facilities for the posting of notices of meetings of a bona fide recognised union, ~~but that~~ the Committee could not ^{however} agree to recommend facilities being given for the circulation of notifications or information on behalf of the union.

4. As regards the acceptance of letters and answers thereto, the Committee agreed to recommend employers to accept the general principle and to do their best to give effect to it.

5. In the view of the Committee, granting of interviews to union officials and representatives of the workers, in so far as officials of a bona fide recognised union were concerned, would be accorded at reasonable times and by previous appointment. In view, however, of past experience, it appeared necessary to impose some limitation regarding interviews to representatives of workers, as it was felt that it would obviously be impracticable to go back to the position which developed in 1928, when self-styled representatives of the workers and of unions considered that they had a right to negotiate on behalf of the workers with the manager and departmental heads of mills.

6. As regards ~~the~~ joint investigations of complaints brought up by the union or the representatives of the workers, the

Committee replied that recognition implied acceptance of the principle of joint investigations of complaints brought to the notice of employers by officials of a recognised union. It was, of course, assumed that a specified procedure would be followed by a recognised union in the matter of presentation of its grievances.

7. Regarding the grant of permission to hold meetings inside ~~the~~ mill compounds during the interval of rest after previous intimation to the manager, it was pointed out that the Committee could not agree to give such permission to hold meetings inside ~~the~~ mill compound.

Conditions to be fulfilled before Recognition.- Dealing with the conditions which must be satisfied before a union could claim recognition, the Committee pointed out: (1) That the union should be registered under the Trade Unions Registration Act. (2) That the union should not encourage class war.

Conciliation Machinery.- The Committee felt that, even with the active encouragement which Government and employers, individually and collectively, appeared prepared to give, considerable time would elapse before a strong and well disciplined union, working on sound trade union lines could be developed; and during the ^{period} of union building, it was thought that if strikes were to be prevented, Government, employers and workmen should utilise to the fullest extent possible the machinery provided under the Bombay Trade Disputes Conciliation Act.

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October 1937).+

14th Half-Yearly Meeting Between A.I.R.F. and the Railway Board, New Delhi, 11 & 12-11-1937.+

According to a communique issued on 14-11-1937 with the concurrence of the Railway Board and the All India Railwaymen's Federation, the 14th half-yearly meeting between the Board and the Federation which was postponed from July 1937 (vide page 59 of our July 1937 Report) was held in New Delhi on 11 & 12-11-1937. The deputation from the Federation included, besides Mr. Jannadas Mehta, the President, Mr. Guruswami, the Acting General Secretary of the Federation, and twelve other delegates from unions affiliated to the Federation. Mr. Jannadas Mehta led the deputation.

The main questions discussed at the meeting were: (1) the report of the Indian Railway Enquiry Committee, 1937; (2) recognition of unions so far as they relate to State-managed railways; and (3) extension of membership of provident fund so far as it relates to State-managed railways.

1. Report of the Indian Railway Enquiry Committee, 1937.- Safe Running on Lines.- The Federation in dealing with the various recommendations of the Indian Railway Inquiry Committee (Wedgwood Committee of 1937) submitted that the reduction of permanent way staff recommended by the Committee should not result in throwing excessive responsibility on the staff in maintaining the safe running of lines and that the proposed reduction in the number of gatemen would endanger public safety and convenience.

The Chief Commissioner of Railways stated that the Senior Government Inspectors of Railways performing statutory functions had not complained against reduction of gangmen, and pointed out that, owing to road motor traffic, the number of gatemen had actually increased. The Federation further submitted that their reduction should be effected consistently with the safety of the travelling public, and referred to the fact that local bodies, such as, local boards, etc., might complain about such reductions. The Chief Commissioner said that local Governments were, and would be, consulted before closing or changing the classification of level crossings.

Europeanisation of Posts.-The Federation next submitted that the remarks in the report about the Indian supervising staff were unfair and should not furnish an excuse for further Europeanisation of supervisory posts, especially after nearly a century of experience of railway working in this country.

The Chief Commissioner said that railway administrations had trained Indians in the past in training schools, such as the Walton Training School at Lahore, etc., and that such arrangements would continue, but a certain amount of recruitment of European supervising staff was, however, necessary. He referred the Federation to the speech ^{of the Minister} made by the Honourable Member for Commerce and Railways in the Legislative Assembly during the last Simla session.

Housing Facilities for Staff.- The Federation stated that it agreed with the Committee's opinion regarding the stoppage of selection for retrenchment on the basis of least efficiency, and said that, in any scheme of amalgamation of workshops, suitable provision of quarters for workshop staff should be made.

The Chief Commissioner informed the Federation that the

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present policy was to provide only such staff with quarters as were required to live close to their work. He added that in exceptional cases, where private enterprise did not adequately meet the requirement for quarters, railways did provide housing facilities for certain classes of staff on payment. The Railway Board it was stated ~~that~~ has never admitted the principle of providing free quarters for workshop staff, though in certain railway colonies, such as Dohad, quarters were provided for workshop staff on payment of rent.

Improvement of Workers' Conditions.- The Federation then submitted that the financial outlook of railways had been improving for some time past and that the workers would naturally look forward to an improvement of their conditions. The Federation, therefore, submitted that the increased revenues of railways should not be directed towards the creation of special funds or undue additions to the existing funds as was recommended by the Wedgwood Committee. The Federation added that they would further refer to this point when discussing the extension of provident fund benefits to lower paid staff.

Recognition of Trade Unions.- Coming to the subject of recognition of railwaymen's unions, the Federation submitted that the policy of the Railway Board should be more liberal in regard to the recognition of unions, and that company-managed railways should also be asked to recognise registered trade unions.

The Chief Commissioner said that the State-managed railways had already recognised unions which were representative of the staff.

Extension of Provident Fund Membership.- As regards the extension of provident fund membership so far as it relates to State-managed railways, the Federation suggested that in view of the increased earnings of railways provident fund membership should be extended to all inferior staff who were at the present moment excluded from contributing to that fund. It further pointed out that there were certain anomalies in so far as some categories of staff were treated differently for the purposes of State railway provident fund membership, and, on certain railways, some of the employees receiving even Rs. 30 per month and more were classified as menial (inferior) servants, and were not permitted to contribute to the provident fund.

The President of the Federation also remarked that the saving in interest charges that had accrued owing to fall in interest rates should be utilised for financing the extended Provident Fund privileges. The Chief Commissioner pointed out that the present increase in earnings might be only a passing phase, and unless they were absolutely certain of a sustained increase in earnings they were doubtful whether they should launch on a scheme which would cost over Rs. 5 millions to begin with. He, however, agreed to consider the anomalies referred to if the

Federation submitted a complete statement giving the categories of staff and other relevant details.

In conclusion, the Chief Commissioner assured the deputation that all their submissions would receive the consideration of the Board.

(The Statesman, 14-11-1937).

(The report of the 13th half-yearly meeting of the A.I.R.F. with the Railway Board was given at pages 42-45 of our February 1937 report). * +

All-India Government Employees ^{Federation} meet~~s~~ at Poona, 15-11-1937.

A Conference of the All-India Government Employees Federation was held at Poona on 15-11-1937, under the ^{presidentship} leadership of Mr. N. M. Joshi, M.L.A.,

Mr. Joshi's Speech: Addressing the Conference, Mr. Joshi observed that the provincial governments are expected to take up large programmes of popular welfare and social service which require money, and naturally they are obliged to observe economy in all their departments; it is only through sound and powerful organisations of employees that employers can satisfactorily solve the employees' problems. Mr. Joshi urged them to organise themselves on an All-India basis, into a confederation of associations with the object of protecting those in the higher as also in the lower grades. They must, he advised, collect information regarding their conditions and publish such information so as to influence the public mind, which, he declared, is now the most important factor in the administration of provincial governments.

Resolutions: The Conference adopted several resolutions regarding the service conditions of government employees; the more important of the resolutions are summarised below:

Measures of Retrenchment and Economy: The Conference urged the Central and provincial Governments not to undertake measures of economy affecting the "already starving subordinate employees who constitute the most hardworking classes in the country".

Leave and Provident Fund for Employees: It also urged the desirability of ensuring that the employees were given leave due to them without unreasonable restrictions.

It called upon the provincial Governments to consider the establishment of provident funds in place of the present pension system, and, until such time as the system is established, to order immediate improvements in the pension system and to remove the various disabilities now affecting Government servants.

(The Times of India, 17-11-1937.)+

Economic Conditions.

Trade of India in 1936-37.* +/

World Economic Conditions: The review of the trade of India in 1936-37, and of economic conditions in India during the period is prefaced by a general review of world economic conditions, against which background Indian conditions are considered. The report points out that 1936-37 was marked by a distinct acceleration in the process of economic recovery which started in many countries from the middle of 1932. In the earlier stages, the improvement was confined to particular countries or industries, but in 1936, the world appeared to have definitely emerged from the paralysing conditions of the great depression. The recovery, however, it is pointed out is still national in character and the rate of growth, as well as the level attained, varies considerably from country to country and from one business activity to another. The upward movement began in what may be called the "sterling group" of countries soon after the United Kingdom went off the gold standard. The movement spread to Japan and the United States of America when these countries also devalued their currencies. There was a sharp rise in the prices of many commodities during

~~1936 and the first quarter of 1937.~~ Super-imposed on these general forces towards recovery was the influence of heavy Government expenditure on armaments in many countries which gave a great stimulus to the heavy industries. Prices of iron and steel manufactures soared high as a result, and the boom conditions thus created naturally led to increased investment in these industries which were precisely the industries in which ~~the~~ employment and investment had been most depressed since 1929. This had an exhilarating effect on the general economic situation. The recovery, being however still mainly national in character, did not lead to a similar advance in international trade, which was 15 per cent less in volume in the year under review as compared with 1929.

World Prices and Monetary Conditions: One of the most important indications of business activity is the movement of wholesale prices. The catastrophic fall in the price level since 1929 was the most visible expression of the trade depression, while its rapid rise during 1936 has been the most obvious indication of returning prosperity. The greatest monetary change of the year was the collapse of the gold block and the consequent devaluation of the currencies of various continental countries, including the French franc and the Swiss franc.

Indian Agricultural Conditions: It is pointed out that the price of rice remained comparatively steady during 1936-37 and the average price for the year was almost the same as that for the preceding year. Exports of wheat during the year amounted to

* Department of Commercial Intelligence and Statistics, India - Review of the Trade of India in 1936-37, Manager of Publications, Delhi. Price Rs.2-8-0 or 4s.6d. pp.viii+362

232,000 tons as against 10,000 tons in 1935-36. The increase was made possible by the favourable turn in the parity of Indian wheat. Internal prices of wheat in India rose rapidly in sympathy with the upward movement of wheat prices in the world. As a result of the breakdown of the agreement regarding working hours in the jute mills, the prices of jute manufactures slumped heavily during the year and raw jute prices followed suit. The prices of groundnuts and linseed registered increases during the year under report.

Industrial Conditions: Dealing with industrial conditions, it is pointed out that production in all industries except coal recorded considerable increases during the period. The largest increase was in the case of sugar, its production more than trebling itself. The next largest increase was in the case of cotton piecegoods where the yardage produced was nearly doubled in the period. In the case of cement there was an increase of 80 per cent, and about 70 per cent more steel was produced in 1936-37 than in 1928-29. Paper registered an increase of over 25 per cent. In the case of the jute industry, since 1932-33 the output increased by nearly 38 per cent. In the case of coal, however, production ~~sk~~ showed no increase and in 1936-37 it was slightly less than in 1928-29. In contrast with the course of production, prices of industrial products pursued an almost consistently downward course. India increased her capital equipment as judged from the increased imports of machinery in recent years. The increase was particularly noticeable in the imports of sugar and cotton textile machinery. Internal competition and increased efficiency in methods of production, therefore, were the main cause of the almost consistent drop in prices of industrial products.

Money Market: Monetary conditions were easy almost throughout the year under review. Towards the end of the year, however, trade demand revived with the rise in commodity prices and there was also increased activity in the capital market. This led to some hardening of rates at the close of the year. But on the whole, call-money rates and the discount on treasury bills were on the low side during the greater part of the year. The Reserve Bank remained unchanged at 3 per cent throughout the year.

Rupee Sterling Exchange: The rupee-sterling exchange remained steady during the year at 1s. 6⁷/₃₂d. The great improvement in the balance of trade in merchandise and the still considerable exports of gold led to easy conditions in the exchange market and even the large imports of silver did not cause any strain on the market. The Reserve Bank was able to purchase sterling to the extent of 53.50 million as compared with £34.41 million during the preceding year and Government were amply provided with funds in London to meet their remittance obligations. These included the amount required to repay the 5¹/₂ per cent India Bonds amounting to nearly £17 million without having recourse to borrowing in London.

Trading Conditions: The total value of India's exports during 1936-37 amounted to Rs. 1,960 millions more than in the

preceding year. Imports into India were valued at Rs. 1,250 millions in 1936-37 as compared with Rs. 1,340 millions in the preceding year. The main feature of India's foreign trade during 1936-37 was a remarkable growth in the export trade as compared with the preceding year, the advance being nearly Rs. 360 millions. The largest increase occurred in the case of raw cotton, oil seeds and jute raw and manufactures. ~~Import~~ Most of the items under imports recorded decreases during the year under review as compared with the previous year, the largest being under cotton yarns and manufactures. Imports of iron and steel manufactures and those of motor cars and other vehicles shrank in value.

Balance of Trade: The export of merchandise (private) during the year under report amounted to Rs. 1,960 millions, while the import of foreign merchandise (private), minus re-export, amounted only to Rs. 1,180 millions, leaving a balance of Rs. 780 millions. Import of silver was revived during the year and amounted in value to Rs. 140 millions. Gold exports during the year amounted only to Rs. 280 millions as against 370 millions last year. As a result of this, the net balance of transaction in treasure in favour of India was only Rs. 140 millions in 1936-37 as compared with Rs. 360 millions in the preceding year. The total visible balance of trade in favour of India amounted to Rs. 920 millions in 1936-37 as compared with Rs. 670 millions in the preceding year.

of Exports & Imports
The Quantum Trade: The quantum of India's exports increased by nearly 8 per cent between 1927-28 and 1929-30. When the depression started in October, 1939, trade naturally declined, and the lowest point in the quantum of exports was reached in 1932-33, when it was 75 per cent of the level of 1927-28 and about 71 per cent of that of 1928-29. From 1933-34, it steadily rose, the increase being particularly remarkable in the year under review. In 1936-37, it was greater than in 1929-30 by 1 point and was only half a point less than in 1929-30. The ~~quantum~~ quantum of imports rose by 5 points in 1928-29 as compared with the preceding year. In the next year, it was only slightly reduced, but in 1930-31, it declined by 18 per cent and in the following year, the quantum was 29 per cent less than in 1927-28. In 1932-33, there was some revival of the import trade, but in the next year, it again declined and was only slightly higher than the lowest point reached in 1931-32. During 1934-35 and 1935-36, the quantities imported into India were on a much higher level being 84 and 87 per cent of 1927-28. There was a set back in the year under review again and the quantum of imports was only 80 per cent of that in the base year.

Tariff Changes: The changes in the tariff made under the various Acts passed during the later part of 1935 and the earlier part of 1936 were dealt with in the preceding year's Review (vide page 58 of our December 1936 report). Since then two Acts have been passed, introducing certain changes in the tariff: (1) The Indian Finance Act, 1937, raised the excise duty on Khandsari Sugar from 10 as. per cwt. to Re. 1-5 per cwt., and on sugar, other than ~~xxx~~ khandsari or palmyra, from Re. 1-5 to Rs. 2 per

per cwt. This change in the excise duty involved a change in the import on sugar. The import duty was accordingly fixed at a rate at which excise duty was for the time being leviable on sugar, other than khandsari or palmyra, plus Rs. 7-4 a cwt. The Act also increased, as a revenue measure, the import duty and correspondingly also the excise duty on silver from 2 as. an ounce to 3 as. an ounce. The Act was assented to by the Governor-General on the 31-3-1937, but the changes mentioned above became effective from 28-2-1937, under the provisions of the Provisional Collection of Taxes Act, 1931. (2) The existing protective duty of twelve annas per maund on broken rice was continued for another year in the interests of the Indian rice grower under the Indian Tariff (Amendment) Act, 1937. The Act received the assent of the Governor-General on 14-4-1937, but the duty imposed by it was actually brought into force on 31-3-1937, under the Provisional Collection of Taxes Act, 1931, and is to remain in force till the 31st March, 1938. The protective duty of Re. 1 per cwt. on wheat and wheat flour expired on 31-3-1937.

(The trade of India in 1935-36 was reviewed at pages 53-59 of our December 1936 report). +

Protection of Minor Industries:

Government of India Suspends Inquiry. +

Reference was made at pages 46-47 of our June 1937 report to the Government of India's decision to appoint a Special Officer to institute an inquiry into the minor industries of India to find out the relation between the selling price of Japanese articles imported into India and the cost of production of Indian articles in order to bring about equalisation between the two. In this connection, a press communiqué issued by the Department of Commerce, Government of India, dated 4-11-1937 points out that a preliminary investigation has been carried out by the Officer, but since the commencement of the enquiry conditions have become unsettled in the Far East, and the prices of Japanese imports into India are steadily rising. It is maintained that the need for special measures of assistance to Indian industries in view of Japanese competition

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has become less pressing. The Government of India considers that the present unstable conditions cannot suitably be made the basis of tariff adjustments.

In conclusion, it is observed that, while the Government will continue to watch the situation carefully, and will be prepared to give special attention to the needs of any industry that may be adversely affected, it has decided to suspend the enquiry.

(The Hindustan Times, 4-11-37.)+

9th Industries Conference:

Session to be held at Lahore on 15 and 16-12-1937. +

The Government of India has issued invitations to the leading Provinces and States to participate in the 9th Industries Conference which is proposed to be held at Lahore on 15 and 16-¹²⁻~~11~~-1937. It is understood that Labour Ministers of ~~the~~ eleven provinces will attend the Conference. The following subjects for discussion have been placed on the agenda of the Conference:

Review of Provincial Schemes: Following the grants of funds by the Legislative Assembly, allotments amounting to Rs. 1,572,100 have been made to the different provinces, and with the assistance of these funds various schemes have been put in operation. The ~~Conference of industrial development~~ will be asked to review the progress of the provincial schemes and to consider allotments for the year 1938-39, including grants for holding exhibitions and competitions for cotton handloom fabrics and improved types of appliances, etc., in the provinces. The question of competition between mills and handloom weavers will also be discussed.

Unemployment: The Conference will also be asked to consider the following subjects relating to the question of middle-class unemployment: (a) The development of schemes of apprenticeship; and (b) schemes for helping educated young men in starting small industries.

Item (a) is in pursuance of a suggestion made by the Chairman in his opening speech at the Eighth Industries Conference last year.

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Item (b) arises out of the recommendation of the U. P. Unemployment Committee contained in paragraph 302 (4) of its Report that a special officer should be deputed to study the working of the scheme in Bengal for helping educated young men in starting small industries, and that, subject to adaptations to local needs and conditions, a similar scheme should be prepared and introduced in other provinces and that young men adopting such a career should be subsidised by Government and helped by expert advice.

Information re: Industrial and Technical Institutions: Another question to be considered by the Conference is the publication of a handbook containing information regarding industrial and technical institutions in India, including Indian States. The Conference will also review the proceedings of the third session of the Industrial Research Council held at Bombay in July 1937 (vide pages 66-67 of our July 1937 report).

Development of Sericulture: The minutes of the third meeting of the Imperial Sericultural Committee will be placed before the Conference for its consideration. Following that meeting, grants amounting to over Rs. 88,000 were allocated to various provinces for the development of the sericultural industry during the year 1937-38. The Sericultural Committee will hold a meeting at Lahore after the Industries Conference.

Encouragement of Woollen Industry: The minutes of the second meeting of the Woollen Industry Committee will also be placed before the Conference for its consideration. Following that meeting, grants amounting to Rs. 80,000 for the year 1936-37 and Rs. 101,000 for the year 1937-38 were allocated to the various provinces for the development of cottage and small scale woollen industries. The Woollen Industry Committee will hold a meeting at Lahore after the meeting of the Imperial Sericultural Committee.

Meeting of Labour Ministers: The provincial Labour Ministers will, it is further learnt, take this opportunity to discuss items relating to labour problems as recommended by Labour Sub-Committee of the Congress (vide pages 90-93 of our October 1937 report).

(The Hindustan Times, 5-11-1937 and
"Commerce and Industry", 30-11-1937.)+

Employment and Unemployment.Problem of Unemployment in U. P.:Collection of Statistics Undertaken by U.P. Employment
Board. +

According to a statement issued by Mr. W. G. Gokhale, Secretary, Employment Board, United Provinces, on 17-11-1937, the Board proposes collecting employment and unemployment statistics as regards educated young men of the Province, ~~(1)~~-in-the who have passed the High School Examination or a higher examination, or some technical examination in the last three years.

The statement points out that the registrars of the five Universities in the United Provinces, the principals of colleges, the headmasters of high schools and heads of other institutions, industrial and technical, have been requested to collect the required information about their own ex-students and submit the same to the secretary of the Board. Difficulties, however, are apprehended in such a procedure since the where-abouts of all the students who passed out from such institutions during the last three years may not be known.

Though it is admitted that the attempts of the Unemployment (Sapru) Committee in this direction met with little response, ~~but~~ it is pointed out that the position is somewhat different now since educated young men are being directly asked to furnish particulars about their own employment or otherwise to their respective institutions from which they passed their last g highest examination.

The Board has sought information on the following points:

(a) age; (b) the year in which he left the institution after

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passing the High School or higher examination; (d) ~~netu~~ the profession of his guardian; and (d) nature and period of present employment, if any.

The Board hopes that, with this information, it would be in a position to formulate schemes to alleviate educated unemployment in the U.P. +

(The Leader, 17-11-1937.)

Educated Unemployment in Gwalior State:

Victoria College appoints an Enquiry Committee. +

It is understood that the authorities of the Victoria College, Gwalior, have appointed an Enquiry Committee, comprising 7 members of the College Staff, with the object of assisting its graduates in obtaining employment.

Functions of the Committee: The Committee will get in touch with all its unemployed graduates, with a view to ascertain for purposes of record, their qualifications, family service, religion, caste and preference in the selection of jobs. In case the preference tends towards Government's secretarial service, the Committee will arrange talks or issue pamphlets by well-known economic industrial and agricultural experts, in order to direct the attention of the graduates to other avenues of employment as well.

The Committee will also approach all employers in the State, possibly also elsewhere, and Government and non-Government institutions for information regarding the vacancies under them, the types of hands required and the conditions of service. Further

it is understood that the Committee will request all industrial and agricultural units in the State to maintain a certain number of graduates as apprentices and to train them for responsible jobs.

(The National Call, 20-10-1937.)

Census of Unemployed Youths in Punjab:

Progress of Enquiry. +

With reference to the collection of unemployment statistics in the Punjab (vide pages 62-64 of our October 1937 report), it is understood that the Deputy Commissioners of the various districts of the province have been entrusted with the preparation of local lists with the help of ~~ad hoc~~ ad hoc Committees. All unemployed educated persons have been requested to get themselves registered at tehsil (sub-division of a District) and district headquarters without delay.

(The Statesman, 5-11-1937.) +

Problem of Unemployment in Bombay:

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Government starts Vocational Training Schools. +

In January 1937, the Government of Bombay had introduced an apprentice scheme as a first step towards the provision of suitable vocational training for relieving unemployment among the educated middle classes (vide pages 35-36 of our January 1937 report). According to a press communiqué issued by the Government of Bombay, on 29-11-1937, the Government has sanctioned another scheme for opening two vocational schools, namely, (1) a leather working school and (2) a tailoring school. The schools will be opened in June 1938 and will be located in Bombay.

Suitability of Bombay as School Centre: The communiqué points out that one important reason in favour of choosing Bombay as the centre is that the city has a large number of establishments in both the trades to which the boys could be admitted for practical experience and subsequent employment. Those who wish to do so can also start on their own small establishments in the city or in the districts after their school training, and thus outside practical experience can be completed. Another reason is that, if the two schools are located near each other, there will be some saving in connection with the staff required for the teaching of English, vernacular and Arithmetic.

Courses of study at the Schools: It is pointed out that each school will have two courses, one, an advanced course and the other, an artisan course. In the advanced course boys will be admitted who have reached the 7th standard of an English school. In the artisan course boys will be admitted who are literate and have already spent some time in the trade concerned, as practical workers, or who are children of hereditary workers.

The bulk of the time of the candidates will be devoted to theoretical and practical training in the craft which the school is designed to teach. ² Provision has, however, been made to devote two hours per week to English and two hours per week to arithmetic for boys in the advanced course. In the artisan course also two hours per week are to be devoted to the teaching of the vernacular and 2 hours to arithmetic.

The object of the general classes is to enable the boys to write simple commercial letters in English or the vernacular, as the case may be, and to keep simple accounts properly for the small businesses that they may start after their course of training is over.

Number of Students to be admitted and Fees to be charged:

Each year 20 boys will be admitted to the advanced course, and 10 boys to the artisan course of each school.

The fees to be charged are at the rate of Rs. 15 per term or Rs. 30 per year for the leather working school, and Rs. 30 per term or Rs. 60 per year for the tailoring school. The Government propose to give 15 scholarships of Rs. 15 each per month in each of the schools.

Production of and Profits from Saleable Articles: The

communiqué remarks that, for the satisfactory training of boys, it is essential that they should be required to produce saleable articles, as soon as they can do so. For providing the boys and the staff with ^{the} necessary incentive, the Government has proposed to divide the profits gained from the sale of such articles among the students, the staff and itself.

The question of starting additional schools, it is stated, will be considered when funds permit.

(Extracted from a Press Communiqué issued by the Government of Bombay and forwarded to this Office by the Director of Public Information, Bombay. +

Social Conditions.Criminal Tribes Act in Bombay Presidency:Government promulgates Section 144^{C.} P.C. +

According to a communiqué issued by the Director of Information, Bombay, on 15-11-1937, the Red Flag Union, Sholapur, has been agitating for the last two months for the removal of all restrictions on the members of the Criminal Tribes Settlement at Sholapur, including the repeal of the Criminal Tribes Act. The Government notes that the Union has, also, at its various meetings, incited the settlers to acts of indiscipline and disobedience of the rules of the settlement.

Nature and Application of the Act: The communiqué points out that the Criminal Tribes Act is applied to certain classes of persons who are addicted to the systematic commission of non-bailable offences and the object of placing these persons in Settlements is to reform their criminal tendencies with a view to their release when they can be absorbed in the body of respectable citizens. The immediate repeal of the Criminal Tribes Act would, in the opinion of experts, result in some 10,000 members of criminal tribes being left to their own resources, and a considerable percentage of these persons would, without the help and support at present given to them by the Settlement Department, be unable to subsist otherwise than by crime.

Government Enquiry: It is stated that the Government has already appointed an Enquiry Committee to investigate and report on the working of the Act (vide page 73 of our September

1937 report). Nevertheless, attempts to foment unrest among the settlers by the members of the Red Flag Union have not ceased and they are advising the settlers to defy all rules of discipline.

Government's action in checking violence: In order to put an end to the subversive activities of the Union, it is pointed out that the District Magistrate, Sholapur, was authorised by the Government to issue an order under Section 144, Criminal Procedure Code, prohibiting the holding of meetings and processions in the vicinity of the Settlement, the prohibition lasting for a month. Orders were also issued for the transfer to another settlement of ^{three} ~~3~~ settlers, who, under outside influence, were creating mischief.

District Magistrate's Report: According to the District Magistrate's Report, a riot broke out on 10-11-1937, the day of the departure of the settlers, resulting in injury to Government's officials. The Government has, therefore, decided to maintain peace in the areas, and has, accordingly, authorised the District Magistrate to issue fresh orders prohibiting meetings, processions, etc.

Bombay Government
(Extracted from a communiqué dated 15-11-1937 forwarded to this Office by the Director of Information, Bombay.)

Prohibition in C. P. and Berar:
Government Introduces Legislation. +

Attention is directed to pages 59 to 74 of the C. P. and Berar Gazette Extraordinary dated 29-11-1937, where is published the text of an official Bill, called the Central Provinces and Berar Prohibition Bill, 1937 (Bill No. 39 of 1937). The Bill has for its object the ensurance of prohibition, except for medicinal, scientific, industrial and such like purposes, of the production, manufacture, & possession, export, import, transport, purchase, sale and consumption of liquor in the Central Provinces and Berar. It extends to the whole of C. P. and Berar, but, as an experimental measure, enforcement will be extended on 1-1-1938 to certain selected areas. The Bill is modelled on the corresponding legislation recently enacted by the Madras legislature (vide pages 73-74 of our September 1937 report), and embodies all the provisions of the Excise Act.

The Statement of Objects and Reasons points out that necessary legislation with regard to prohibition, according to the announced policy of the Government could have taken the form of an amendment of the Excise Act, 1915, but the Government preferred to undertake separate legislation for two reasons. Firstly, as prohibition is to be confined for the present to traffic and use of liquor alone it will be convenient to have a special Act regulating the matter. Secondly, the Government feels that a momentous measure of this nature should have the Assembly's approval in a more impressive form than of amendments to an Act framed to conform to an entirely different attitude towards the question.

The Bill makes provision not only for the effective prevention, detection, investigation, and prosecution of offences against the Bill, but also for the collaboration of anti-drink committees and honorary workers with the officers charged with the duty of ensuring prohibition.

The Bill was referred by the C. P. Legislative Assembly to a Select Committee on 7-12-1937 with direction to report by 15-12-1937.

(The Hindustan Times, 8-12-1937.) +

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Co-operation.

Future of Co-operation in Bombay:

Government holds Informal Conference to decide Policy. +/

An informal conference of leading co-operators and certain officials of the Bombay Presidency was held under the presidentship of the Hon. Mr. M. R. Desai, Minister for Revenue and Agriculture, on 22-11-1937 at the Bombay Government Secretariat to consider the report of the Registrar of ~~the Bombay~~ Co-operative Societies, Bombay, and of Mr. V. L. Mehta, Managing Director of the Bombay Provincial Co-operative Bank, regarding the present position of the co-operative movement in the Presidency and the future lines of development.

Terms of Reference: At the outset, the Registrar briefly explained the terms of reference which required them to report upon:-

- (1) The proper method of dealing with such of the assets of agricultural credit societies and their central financing agency as have become frozen.
- (2) The system of education and propaganda, finance, audit, supervision, and official and non-official control.
- (3) The development of non-credit co-operation, especially for the purpose of better farming, the marketing of agricultural produce and the organization of secondary occupations and cottage industries.

Recommendations of the Committee: The Registrar then outlined the principal recommendations which they had made in pursuance of the terms of reference. He referred to the problem of frozen, doubtful and bad debts and how they proposed to deal with them. He also explained how the creation of Multi-purpose Societies discussed in the report would be helpful in removing certain obvious defects. In matters relating to finance and financial control unification was essential, though as regards supervision decentralisation was to be encouraged. Banking unions, with the taluka (sub-division of a District) as its area of operations, could be started with advantage, if the area was suitable and a sufficient number of societies like village thrift and credit societies and multi-purpose societies existed. In the alternative, supervising unions which were working satisfactorily could be converted into Banking Unions. The Registrar dwelt on the need for a co-ordinating agency in order to provide for unification in financial matters, which might take the form of a co-operative banks association as recommended by the Provincial Banking Inquiry Committee. The Agency would

look into various important matters, particularly the training of the staff, its adequacy and efficiency, the borrowing and lending rates of the banks, mutual arrangements regarding exchange business, the maintenance of fluid resources, inspection of central financing agencies and other matters of common interest. It would be in a position to give expert banking advice to the various banks and to see that it was followed.

In regard to the development of non-credit societies the Registrar referred especially to the proposals for the consolidation of holdings and joint farming and better farming societies.

As regards propaganda, the report suggested the reorganisation of the Central Co-operative Institute to serve this purpose. It should impart education to members of co-operative societies and to workers in the co-operative movement and should act as a co-ordinating agency in all matters pertaining to co-operative education.

Criticisms of the Report; It was observed by some of the members that instead of providing some recommendations on specific points, the committee would have been well advised to take a survey of the movement in general and to consider whether it had been a productive of real self-help as was expected of it, whether the co-operative machinery could not be simplified, how far the question of rural indebtedness had been tackled by the movement, and what subsidiary occupations could be organised for the benefit of the ~~pey~~ ryot. It was suggested that satisfactory results could not be produced by creating a complex co-operative machinery such as was indicated in the report nor would any change in such machinery help the cultivator unless his economic condition was also examined at the same time. On the other hand, the majority of the members was inclined to the view that while the co-operative movement in the Presidency had weathered the storm after its most trying days and therefore too much could not be expected out of it, some immediate steps were necessary to improve it.

The conference next proceeded to deal with the numerous recommendations of the Committee in detail.

1) Creation of Central Stabilisation Fund: Objections were raised to the proposal to compel co-operative institutions to deposit 10 per cent. of their profits in debentures of the Land Mortgage Bank, but the conference as a whole favoured the idea of the creation of a Central Fund by the levy of a small percentage of profits (not more than 5 per cent.) to serve as a Stabilisation Fund for the movement.

2) Establishment of Multi-Purpose Societies: The conference warmly supported the proposal to establish multi-purpose societies which would help thrift, credit, marketing, of agricultural produce and provide for the supply of seed, manure, etc., in villages and other restricted areas. Stress was laid at the conference on some of the important problems of rural benefit, namely better-~~m~~ farming and cottage industries. The Director of Agriculture explained the position in regard to the proposal regarding experiments in joint-farming, which are to be tried on Government

lands to be specially given out for the purpose, while the Director of Industries referred to the proposals for developing cottage industries by co-operative institutions. He explained how producers' societies could be helpful if these were provided with necessary capital and pointed out that producers' societies in turn wanted the assistance of marketing associations. Industrial associations, he said, must be started and these could help to develop secondary occupations in rural areas if only the agriculturists could be brought into contact with them.

In winding up the proceedings the Minister thanked the members for their assistance and assured them once again that their views would be duly considered by Government before passing final orders on the valuable report.

(Summarised ~~for~~ from a communiqué dated 23-11-1937, issued by the Director of Information, Bombay Government.) +

Women and Children.Child Slavery in Hyderabad State:Hyderabad State Women's Conference urges Abolition.

The Hyderabad State Women's Conference was held at Secunderabad in the first week of November 1937 under the presidentship of Lady Akbar Hydari. At the Conference allegations of the existence of an insidious form of child slavery in Hyderabad State were made by Mrs. Cornelius, who moved a resolution on the subject.

Ghulam and Bandi System in the State: Mrs. Cornelius in moving the resolution said that in the Hyderabad State there was a large number of children ^{condemned to a state} ~~in a form~~ of slavery which went under the names of "Ghulam" and "Bandi". She declared: "There are a large number of such children in Hyderabad in many households for unpaid domestic service. They grow up in this state of bondage from childhood. The acquisition of children for this purpose does not take place by violence, but in what passes for an honest and open bargain—of purchase and sale, or, from being born to parents in a condition of bondage. Fifty years ago, the selling of children occurred only in times of severe famine, but these days of poverty and unemployment have also reduced a portion of the people to such dire straits, that helplessly they leave their children, relinquishing their claim to them or sometimes sell them for a mere pittance."

She pointed out that the Hyderabad Unclaimed Children's Act, 1933, was complete with clear definitions, necessary safeguards, ~~and~~ ^{and} exceptions, rulings for the reclaiming of children by rightful parents or guardians, and a scale of punishments for

contravention of provisions made under the Act. Mrs. Cornelius, however, felt disappointed that, during the three years since the passing of the Act, no report on the working of the Act has been available.

In conclusion, she requested the State authorities to extend this measure to the rescue of young girls.

(The Times of India, 9-11-1937.)+

Industrial Education in U.P., 1936-37*.

According to the annual report of the Director of Industries and Commerce, United Provinces, on the working of the Industries Department, U.P., in 1936-37, the Government successfully carried on its policy in respect of technical education. The principal Government's technical institutions were: Harcourt Butler Technological Institute, Cawnpore, Government Technical Schools at Lucknow, Gorakhpur and Jhansi; Government School of Arts and Crafts, Lucknow; Leather Working School, Cawnpore; Government Central Wood Working Institute, Bareilly; Government Carpentry School, Allahabad; Government Textile School, Allahabad; Government School of Dyeing and Printing, Cawnpore, and Government Central Weaving Institute, Benares. The number of applications for admission to the different Government technical institutions increased from 2,279 in 1935-36 to 2,487 in 1936-37. It is pointed out that admission was, however, given to only 1,175 students, as against 956 students in the previous year. Enrolment at the close of the year stood at 1,538 as against 1,569 in 1935-36. The number of artisan students was 423 as against 368 last year.

The report observes that out of 441 students who passed last year as many as 320 are reported to have found employment.

Statistics of Grant, Expenditure and Scholarships.- The Government grant during the year under report ~~amounted~~^{to} amounted

* Administration Report of the Department of Industries U.P. for the year ending 31-3-1937.- Allahabad: Supdt., Printing and Stationery, U.P., India.-1937.-Price 4 annas -pp. 35

to Rs. 1,299,025 as against Rs. 1,023,799 during 1935-36; the expenditure was Rs. 1,265,183 in 1936-37 as compared with Rs. 1,007,313 in 1935-36. During the year under report 583 stipends and 171 scholarships at a cost of Rs. 33,019 and Rs. 16,556 respectively were awarded to the deserving students.

Aided Institutions.- 48 technical and industrial institutions in U.P. were given financial aid by the Government during the period under review; of these, 7 were carpentry schools, 19 weaving, knitting and tailoring schools, 2 leather working schools, 1 metal working school and 18 miscellaneous industrial schools. 945 students were admitted to these institutions during the year, and the number of the students at the close of the year was 1,556. Rs. 13,247 were given in stipends and scholarships. Out of the total number of students, 357 are examinees. The actual expenditure of these institutions amounted to Rs. 235,001, and the Government aid to them amounted to Rs. 84,601.

Foreign Technical Scholarships.- The report points out that during the year provision was made for the award of two long-term scholarships of £150 per annum each and three short-term scholarships of Rs. 2,000 per annum each. Of the former only one scholarship for training in Sugar Engineering was awarded. The three short-term scholarships were awarded for (i) metal-pressing and manufacture of locks, etc., (ii) construction of improved furnaces for manufacture of hollow glassware and (iii) manufacture of high class gold nibs and fountain-pens. +

Agriculture.Agricultural Statistics of Indian States, 1934-35*

The following details regarding agricultural statistics in Indian States are taken from Vol. II of Agricultural Statistics of India, 1934-35. The volume deals with statistics for Indian States as far as reported. As in the previous issues, summary tables have been inserted to show the total figures relating to area, the classification of area, and the area under crops for each State or group of States, and the totals for all the reporting States. These statistics are defective for comparative purposes, as additions have been made in the number of reporting States from time to time. It should be noted that, for the reasons explained in subsequent paragraphs, the agricultural statistics of Indian States are incomplete. They are also of far less accuracy than those of British Provinces published in Volume I. As these States comprise one-third of the total area of India, the importance of the statistics relating to them can scarcely be over-estimated.

Area and Population of Indian States.- The total area of Indian States is about 459 million acres (717,000 square miles), with a population of 81 millions according to the Census of 1931. These States are divided, for purposes of agricultural statistics, into two main classes, namely, (1) States within the jurisdiction of Local Governments and Administrations, and (2) States having

* Department of Commercial Intelligence and Statistics, India.- Agricultural Statistics of India 1934-35 Vol. II.-Area, Classification of Area, Area under Irrigation, Area under Crops, Live-Stock, and Land Revenue Assessment in Certain Indian States.- Published by order of the Governor-General in Council.-Delhi: Manager of Publications 1937.-Price Rs. 5-10-0 or 9s.3d.-pp.336

direct political relations with the Government of India.

States within the jurisdiction of Local Governments and Administrations.- The total area of these States is 34,093,000 acres, with a population of 5 millions. The agricultural statistics dealt with in the volume relate so far as this class of States is concerned, only to 26 States in the Punjab, and the United Provinces, for which alone information is available. The total area of the 26 States is 7,413,000 acres and the total population 1,644,000.

States having direct Political Relations with the Government of India.- The total area of States coming under this category is 425,183,000 acres with a population of 75,785,000. Returns were received from 44 States in this category having a total area of 249,720,000 and population of 53,690,000. The total area of all the seventy reporting States named above amounts to 257,133,000 acres with a population of 55 millions. These States, therefore, contain about 56 per cent of the total area, and 68 per cent of the total population, of the Indian States.

From the total area of all the seventy reporting States (257,133,00 acres), deduction must be made of 111,062,000 acres, comprising chiefly unsurveyed areas and lands held on jagir, muafi, and other privileged tenures, for which statistics are not available. The net area actually covered by these statistics is, therefore, only 146,071,000 acres by professional survey, or 145,990,000 acres according to village papers.

Classification of Area.- The area of 145,990,000 acres is classified, for purposes of agricultural statistics, under the heads shown below.

	Thousand acres	Per cent.
Forests.	18,239	12.5
Not available for cultivation.	26,743	18.3
Culturable waste other than fallow.	18,056	12.4
Current fallows. ...	14,496	9.9
Net area sown.	68,456	46.9
	<hr/>	<hr/>
	145,990	100

The net area sown, however, excludes areas sown more than once in the year. If areas sown more than once are taken as separate area for each crop, the gross area sown in the year of report amounts to 71,747,000 acres.

Classification of Area Sown.- The gross area cultivated with crops in the reporting States was as stated above, about 72 million acres in 1934-35. The different classes of crops and the area occupied by each, so far as details are available, are stated in the following table.

	Thousand acres.	Per cent of total.
Food-grains.	50,143	70.4
Condiments and spices...	595	0.8
Sugar.	259	0.4
Fruits and vegetables...	809	1.2
Miscellaneous food crops.	1,722	2.4
	<hr/>	<hr/>
Total food crops.	53,528	75.2
	<hr/>	<hr/>
Oilseeds.	6,086	8.5
Fibres.	6,690	9.4
Dyes and tanning materials.	1	..
Drugs and narcotics. ...	470	0.7
Fodder crops.	3,226	4.5
Miscellaneous non-food crops.	1,216	1.7
	<hr/>	<hr/>
Total non-food crops.	17,689	24.8

(The Agricultural Statistics for Indian States for 1933-34 were reviewed at pages 59-61 of our September 1936 report).

Agricultural Credit and Indebtedness in India:

Reserve Bank's Report. +

The Reserve Bank Act, 1934, had stipulated that the Reserve Bank of India should at the earliest practicable date and, in any case, within three years, i.e., on or a before 31-12-1937 make to the Governor-General-in-Council a report, with proposals, if it thinks fit, for legislation on the improvement of the machinery for dealing with agricultural finance and methods for effecting a closer connection between agricultural enterprise and the operation of the Bank. In pursuance of this provision, the Bank has prepared a report on agricultural indebtedness and credit in India for submission to the Government of India. The salient features of the report are summarised below:

Agricultural Credit in India: It is pointed out that the main difficulty in tackling the problem in India arises out of the fact that in India, as in several other agricultural countries, the majority of the agricultural population consists of small peasant proprietors and tenants with whom agriculture is not so much a profession as a mode of living. The handicap is not so much the ~~lack~~ lack of substantial assets which could serve as security, as the uncertainty of the profits from agriculture as it is carried on in most cases. The question of agricultural finance is, therefore, closely linked up with the question of the improvement of agriculture. Before ~~the~~ credit can become freely available to the farmer, he must be made credit-worthy.

Credi Co-operative Movement to provide Credit: The essential features of a suitable agency to make the farmer credit-worthy should be that it must have an educative as well as a purely business side. An impersonal agency like a loan office which is concerned solely with the profitable investment of its funds cannot serve the purpose, and commercial banks generally suffer from the same handicap when dealing with the agriculturist. The private money-lender does supply a personal touch but he is also primarily concerned with his own profit. The agency which satisfies the requisite conditions, according to the Bank, for agricultural finance is the co-operative society. "It alone is capable, in existing conditions, of discharging in the best manner the function of supplying credit to the small agriculturist, and we have no

hesitation in saying that if credit facilities to the Indian agriculturist are to be improved, the co-operative movement must be strengthened and revitalised so as to serve not only as an effective credit agency but as a motive power for the improvement of agriculture from any point of view."

Function of Commercial Banks: The report expresses the opinion that commercial banks are in the best position to finance the movement and marketing of crops by making short term advances against produce, and, in order that they may be able to do so, it is considered necessary that the conditions for the marketing of crops must be improved by (i) the grading and standardisation of samples and contracts (ii) proper storage arrangements, and (iii) the creation of properly regulated forward markets.

Government's Place in Rural Credit: The report does not hold that ~~the~~ Governmental machinery is suited to serve as the source of normal finance to agriculture. It should conserve its resources for help in emergencies. Even the finances for the improvement of land could be better supplied by Land Mortgage Banks on business lines. The report points out that what is required from Government is not so much actual loans to cultivators as an active and progressive agricultural policy.

Control of Money-lenders: The money-lenders serve a necessary function in the village economy and the report says that there is no agency which can immediately and completely take their place. But both from their point of view, however, as well as from the point of view of agriculturists, the unrestricted sway they have had for so long has not been beneficial and regulation of their business is long overdue. Legislation alone will not succeed in improving the methods of money-lenders. Although such legislation has probably caused some hardship to the cultivator, the report says, it has not been an unmixed evil. The report is in favour of reasonable legislation, regulating money-lending and recommending the compulsory registration of all money-lenders and the licensing of those recognised for certain privileges.

Rectification and Consolidation of Co-operative Societies: Referring to the co-operative movement, the report says that even calculating on the basis of families of five persons each, it had not reached six per ~~cent~~ cent. of the families in India when the statistics of all the provinces are combined. The general picture is undoubtedly unfair to provinces like the Punjab, Bombay and Madras, in which the movement is in a better condition, but it also, on the other hand, serves to cover the correspondingly worse position of others. On the whole, the report says, to make the movement effective considerable rectification and consolidation will be necessary. For this purpose it is repeated (i) that the overdues and long-term loans should be separated and put on a proper footing (ii) that in order that societies should be able to grant extensions or remissions in case of crop failure, they should build up strong reserves by keeping an adequate margin between their borrowing and lending rates and (iii) that future loans should be restricted to such sums as could be reasonably expected to be repaid out of the harvest. The report states that

it cannot lay too strong an emphasis on the first recommendation. Among other things, overdues choke the flow of the channel and must be tackled in a practical manner without delay. It may be argued that it is difficult to follow this course, particularly when the funds of the society are not sufficient to cover the losses. Where this is the case, it is pointed out, it is better to face the facts and to decide which agency can best bear the losses. It is better to follow the bolder policy of deciding at the outset what losses are inevitable and to make provision for recovering the rest in easy instalment. After pointing out the danger of working on inadequate margins and the necessity of accumulating proper reserves as a provision for losses the report says that the attempt to make credit cheap can and has sometimes been carried to the extent of being suicidal.

Re-organisation of Primary Societies: The important recommendation that is made in the report is that primary society which is the pivot of the whole co-operative movement must be re-established and re-constructed on sound lines of true co-operation, so as to bring the whole life of the cultivator within its ambit. No amount of organization in the upper structure, in the provincial banks or the Central Banks, will, it is pointed out, compensate for the lack of healthy vitality of the roots. ^{primary society that stands the} The test prescribed for the agency most suitable for agricultural finance; it must not be merely an agency for supplying finance, ^{an} but influence for the all-sided development of agriculture and the betterment of the life of the villager from every point of view.

Co-operative Marketing: For developing co-operative marketing, a start, it is pointed out, has to be made from the bottom. A better plan would be to induce primary societies to take up joint marketing. It should be their duty to ensure the loyalty of the members and they should aim at selling their produce as far as possible in bulk, ensuring uniformity of quality by supplying seeds to their members. They should be helped both by the Government and the land mortgage banks by making long term advances for building inexpensive but serviceable godowns, less for holding up the produce than for facility of collection. After their establishment, it is possible, to organise large central sale societies to be invested with the task of grading, processing, hold up for better prices, if necessary, and providing against losses by hedging, straddling, and similar operations. Such central societies could become one of the best means of ensuring a fair price to the cultivator and establishing contact between him and the money market. The need for preparing the way by small properly organized local beginnings is emphasised.

Reform of Co-operative Banks: It is also pointed out that there is also large scope for reform in both central and provincial banks. In particular, co-operative banks must maintain sufficient fluid resources to provide for the withdrawal of deposits. One of the greatest difficulties in forming an objective view of the co-operative movement is the extraordinary diversity in practice between the various provinces in the matter of setting out assets and liabilities.

Government's support for Co-operative Banks not the Ideal:

The report points out that the co-operative banks must maintain sufficient fluid resources to provide for the withdrawal of deposits. It apprehends that, without the feeling that the Government was behind the movement, many of the co-operative banks would be unable to attract the deposits required even to maintain their present condition of stagnation, ~~was~~ much less to cope with the increasing requirements of the country. Government backing, it is pointed out, may be necessary at the start, but the ideal of the movement should be to become self-supporting as soon as possible.

Reserve Bank and Co-operative Banks:

The report urges the desirability of a closer connection between the co-operative movement and commercial banks, by (1) training of the co-operative staff, (2) liquidation of old debts, (3) co-ordination of credit societies and mortgage banks, and (4) co-ordination with the agricultural department and with the Reserve Bank. It is pointed out that the co-operative banks, like the commercial banks, must stand on their own legs and obtain their normal finances from deposits and not look upon the Reserve Bank to supply it or expect it to act as the apex bank of the movement. The Reserve Bank can come into the picture only when the ordinary pool of commercial credit appears inadequate to meet the reasonable business requirements of the country.

Method of Approach:

In conclusion the report says: "It is not to be expected that a cut and dried scheme which will remedy all the ills from which agriculture suffers can be put forward all at once. The method we have followed is to take up different aspects of the problem for intensive study and to suggest remedies as we go along. We consider that this method of approach is likely to give the best results in the end.

(The Hindustan Times, 23-11-1937.)+

Migration.

Industrial Relations in British Guiana:

Government Appoints Labour Officer. +

In pursuance of a recommendation of the Labour Commission appointed by the Governor of British Guiana in 1935 to enquire into the causes of labour ~~troubles~~ troubles in the colony, the Government of British Guiana has ~~now~~ appointed a Labour Commissioner to promote amicable relationships between employers and employees.

(The Statesman, 25-11-1937) +