

C 1003/26

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

REPORT FOR AUGUST 1936.

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

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References to the I. L. O.

"Indian Swarajya", Bezwada, dated 16-8-1936, publishes a long article under the heading "Progress in Practical Application of the 40-hour Week" based on the chapter on the subject in the Director's Report to the last I.L.Conference.

* * *
The July 1936 issue of "Indian Post" publishes a communique issued by this Office on 17-6-1936 on the speech delivered at the 20th session of the I.L.Conference by Mr. R.W.Fulay on the question of a 40-hour week for the textile industry.

* * *
The National Call dated 4-9-1936 publishes an editorial article under the caption; "Needed a Permanent Tariff Board". In the course of the article an incidental reference is made to the resolution moved at the 20th session of the I.L.Conference by Mr. Fulay on the subject of "dumping".

* * *
"Federated India", Madras, dated 29th July 1936 publishes a communique issued by this Office on 30-6-1936 on the speech delivered at the 20th session of the I.L.Conference by Mr. Chelvapathy Chetty on Holidays with Pay.

* * *
The Leader dated 30-7-1936 publishes a short editorial note regretting the rejection of the amendment to the Draft Convention on recruiting of native labour, proposed by the Indian workers' delegate.

* * *
The Industrial Bulletin issued by the Employers' Federation of India, Bombay, dated 3-8-1936 publishes a summary of the Resolutions adopted by the 20th I.L.Conference.

* * *
The Planters' Chronicle, Madras, dated 8-8-1936 publishes an article giving a brief account of the work of the 20th I.L.

Conference, contributed by Mr. F.E.James.

* * *

The Hindu dated 27-7-1936 publishes the report of a meeting of the members of the City Civic Centre, Perambur, at which Mr. C.Chelvapathy Chetty delivered an address on the proceedings of the last I.L.Conference. Mr. Chetty summarised the achievements of the Conference and stressed the beneficent influence of the I.L.O. in the sphere of alleviating conditions of work in this country.

* * *

The Hindu dated 15-8-1936 publishes the report of a public meeting held at Madras on 14-8-1936 under the auspices of the Madras Youngmen's Labour League. At the meeting, speeches were made by Mr. G.Chelvapathy Chetty and several others on the position of labour in India. In the course of his speech, Mr. Chetty referred to the work accomplished by the 20th session of the International Labour Conference.

* * *

The Hindu dated 20-8-36 publishes the report of a meeting held at Madras on 19-8-1936 to present an address of welcome to Mr. Chelvapathy Chetty on his return from the Geneva Labour Conference. In the course of the speeches made on the occasion, references were made to the work of the I.L.O. in general, as also to the work of the 20th I.L.Conference.

* * *

A statement made by Sardar P.S.Sodhbans on the last session of the I.L.Conference which he attended as Adviser to Indian Employers' delegate was published in the National Call dated 20-8-1936, the Hindu dated 18-8-1936, the Leader dated 21-8-1936 and the Hindustan Times dated 25-8-1936. Mr. Sodhbans expressed regret that the I.L.O. is mainly interested in European countries and that adequate attention is not being paid to Indian conditions.

He condemned the practice of sending fresh delegates to the Conference every year, and suggested that men with previous experience of the Conference should be sent. He also deplored the fewness of the number of advisers sent every year by the Government of India. Another point about which Mr. Sodhbans expressed dissatisfaction was the very limited number of Indians employed in the Secretariat of the I.L.O. and the League of Nations.

* * *

The Hindustan Times dated 22-8-1936 publishes a picture of Mr. P.S.Sodhbans taken on his return to India after attending the last session of the I.L.Conference.

* * *

The July 1936 issue of "Labour", Calcutta, publishes a communique issued by this Office on 11-6-1936 on the 76th session of the Governing Body of the I.L.O.

* * *

The Leader dated 30-7-1936 publishes a news item to the effect that the Burma Indian Chamber of Commerce, Rangoon, has recommended Messrs. M.A.Master and D.S.Erulkar for nomination as Indian employers' delegate and adviser respectively to the forthcoming maritime conference.

* * *

A similar recommendation made by the United Provinces Chamber of Commerce was published in the following: the Statesman dated 30-7-1936 and the Leader, the National Call, the Amrita Bazar Patrika, the Times of India and the Bombay Chronicle dated 31-7-1936.

* * *

A news item to the effect that the Employers' Federation of India, Bombay has recommended Mr. M.A.Master for nomination as the Indian Employers' Delegate to the forthcoming Maritime

session of the I.L. Conference was published in the Hindustan Times dated 8-8-1936 and the Amrita Bazar Patrika dated 10-8-1936.

The Times of India dated 7-8-1936, the Bombay Chronicle dated 9-8-1936, the National Call and the Leader dated 10-8-36 publish the above news item and, in addition, ~~add~~ in the same ~~item~~ the various items on the agenda of the Conference.

* * *

The Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce for June 1936, publishes the Government of India communique dated 15-5-1936 regarding the agenda of the 21st (Maritime) session of the I.L. Conference. The Chamber ~~re~~ recommends Sir George Campbell for nomination as Indian Employers' delegate to the Conference.

* * *

The Abstract of Proceedings of the Bengal Chamber of Commerce for June 1936 publishes the agenda of the 21st (Maritime) session of the I.L. Conference. As regards recommendations for the nomination of the Indian Employers' Delegation to the session, doubts are expressed about the competence of the Chamber to make recommendations as the session is a maritime one. The Chamber has suggested that the Associated Chambers of Commerce should urge the Government, in such cases, to consult shipping interests through the Associated Chambers.

* * *

A communique re. Provisions of the French Decree regulating Labour conditions in French India (issued by this Office on 6-8-1936) is published by the following: the Hindustan Times and the Statesman dated 10-8-1936, the National Call dated 11-8-1936 and the Hindu dated 12-8-1936.

* * *

The Leader dated 30-7-1936 publishes a communique issued by this office on 25-7-1936 on world unemployment statistics for

for the second quarter of 1936. The communique is based on a Geneva communique on the subject.

* * *
 The Financial News, Bombay, dated 8-8-1936 publishes a short summary of the above.

* * *
 The Hindu dated 5-8-1936 publishes a summary received from Geneva by mail of the unemployment statistics recently issued by the I.L.O.

* * *
 The Hindu dated 27-7-1936 and the Bombay Chronicle dated 30-7-1936 publish a news item received from Geneva by mail summarising the proceedings of the meeting of the Joint Committee of ~~the~~ Major International Associations held in July 1936. In the course of the summary several references are made to the I.L.O.

* * *
 The Hindustan Times dated 16-8-1936 publishes an article on the last meeting of the Joint Committee of Major International Associations contributed by Mr. K.E. Matthew, a member of the staff of this Office. Particular attention is directed in the article to the problem of unemployment and the work ~~of~~ of the I.L.O. to lessen the incidence of unemployment.

* * *
 A communique re. the ratification by Great Britain of certain Draft Conventions of the 17th and 19th session of I.L. Conference (issued by this Office on 15-8-1936) was published by the following: the Hindustan Times dated 16-8-1936, the Leader dated 20-8-36 and the Hindu dated 19-8-1936.

* * *
 The Bombay Chronicle dated 25-8-1936 publishes the summary of the speech delivered on 22-8-1936 by Mr. Jammadas Mehta, Mayor of Bombay, on the occasion of the anniversary celebration

of the Social Training Centre, University Settlement, Byculla, Bombay. Mr. Mehta devoted the major portion of his speech to a discussion of the activities of the I.L.O. and its achievements.

The Times of India dated 25-8-1936 publishes a summary of Mr. Mehta's speech referred to above.

* * *
The Leader dated 30-8-1936 publishes an editorial article on the interim report of the Mixed Committee on Nutrition. The article emphasises the necessity of Governments giving effect to the suggestions of the Committee.

* * *
The Hindustan Times dated 3-9-1936 and the National Call dated 4-9-1936 publish news item (received by mail) summarising the policy decided upon by the British delegation to the forthcoming World Youth Congress to be held at Geneva. The programme of the delegation includes the advocacy of a 40-hour week, abolition of over-time and night work for young persons and of child labour.

* * *
The Hindustan Times of 2-9-1936 publishes a communique issued by this Office on 1-9-1936 on the speech made by Miss Frances Perkins, Secretary for Labour of the United States, on the occasion of a luncheon given by the I.L.O. in her honour.

* * *
The National Call dated 4-9-1936 publishes a short editorial note on the tribute paid by Miss Frances Perkins to the work of the I.L.O.

* * *
The Hindustan Times dated 3-8-1936 publishes a long and appreciative review of the publication "Yes and Albert Thomas".

* * *
The Bombay Chronicle dated 12-8-1936 publishes reproductions of the items: "Holidays with Pay", "Reduction of Hours of Work"

and "Recruiting of Native Labour" from I.L.O. News Bulletin No. 11 (July 1936). The News Bulletin was forwarded to the paper by this Office.

* * *

The Bombay Chronicle dated 19 & 20-8-1936 publishes an article under the caption: "Placing" of unemployed Graduates; Japan's Example - An Incentive to India, contributed by this Office. In the course of the article reference is made to the efforts made by the I.L.O. to fight the unemployment menace.

* * *

The Hindu dated 23-8-1936 publishes a summary of the above article.

* * *

A news item to the effect that Sir Frank Noyce, Member in charge of the Industries and Labour Department, Government of India, will be moving in the current session of the Legislative Assembly a resolution recommending non-ratification of the Draft Convention re. maintenance of migrant workers' pension rights, was published in the Statesman and the Hindu dated 29-8-36 and the National Call dated 30-8-1936.

* * *

The Statesman dated 25-8-1936 publishes a press communique issued by the Government of Bombay regarding the stoppage of the system of impressment of bullock carts for the conveyance of the baggage of touring Government Officers. This step was taken in pursuance of the Draft Convention re. Forced labour.

* * *

The Times of India dated 18-8-1936 publishes an 'interview' given by Dr. V.S. Ram on the eve of his leaving India for Geneva to join the League Secretariat. In the course of the 'interview' Dr. Ram referred to the good work done by the Indian Branches of the I.L.O. and the League of Nations.

* * *

A news item received from Geneva by mail giving the ~~fix~~ figures of the amount to be paid by the United Kingdom, U.S.S.R. and France towards the funds of the League of Nations in 1937 was published by the Hindu dated 3-8-36, the Amrita Bazar Patrika dated 5-8-36, the National Call dated 6-8-36 and the Leader dated 7-8-36. The news item mentions that the combined 1937 budget of the League of Nations, the I.L.O. and other League organisations will show a decrease of £5000/- from the 1936 budget.

* * *

The following statement gives the list of Indian newspapers and periodicals which have published notes from the I.L.O. News Bulletin 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 Bombay Chronicle dated 12-8-1936 reproduces items: "Holidays with Pay", "Reduction of Hours of Work" and "Recruiting of Native Labour" from I.L.O. News Bulletin No.11 (July 1936.)

* * *

The following messages having references to the I.L.O. and emanating from Reuter or other European news agencies and press correspondents were published in the Indian Press during August 1936:-

1. A news item received from Geneva by mail re. contributions of United Kingdom, the U.S.S.R. and France to the League budget for 1937.
2. A news item from Geneva received by mail re. ~~the~~ world unemployment statistics issued recently by the I.L.O.
3. A news item from Geneva received by mail re. the proceedings of the last meeting of the Joint Committee of Major International Associations.
4. A news item received by mail from London re. the British delegation to the forthcoming session of the World Youth Congress.

Ratifications.

Abolition of Forced Labour in Bombay: Government
Prohibits Impressment of Bullock Carts for Conveyance of
Baggage of Touring Government Officers.

Since the acceptance by the Government of India of the resolutions of the Indian Legislature on the draft convention and recommendations concerning Forced Labour, adopted by the 14th session of the International Labour Conference held at Geneva in 1930, the Government of Bombay have had under consideration the question of the abolition of the system of impressment of bullock carts for the conveyance of the baggage of Government officers when on tour. This system has been in existence for many decades in the past and from time to time Government have laid down rules for the guidance of Government servants when resorting to impressment. As far back as July 1922 Government explained in an exhaustive press note their general policy in regard to the system.

Though there have been no complaints in connection with the working of the present system, the improvement in travelling facilities which has taken place, has altered materially the conditions in respect of transport, which compelled resort to impressment. Motor transport has largely taken the place of transport by bullock cart and on the comparatively few occasions when carts are required they are normally obtainable on hire at reasonable rates without difficulty. Government have therefore decided to terminate a system for which there is no longer a definite need, and have directed that impressment of carts for the conveyance of baggage of officers on tour should cease.

Hitherto under the orders of Government it has been the practice for the Commissioners of Divisions to notify every year for the information of all departments under Government the current rates of cart hire in each district. Though Government have now directed an abandonment of the system of impressment of carts, they propose to continue the existing practice of notification of the market rates of cart hire for the guidance of all officers of Government whenever they find it necessary to employ carts for the transport of their kit.
(Taken from Press Note No. P-215 dt. 22-8-36 issued by the Director of Information, Bombay, and copy of which was forwarded to this office)

National Labour Legislation.

The C.P. Regulation and Inspection of Mines Rules, 1924:
Amendment Proposed by Government.

Attention is directed to pages 1005 to 1013 of the Central Provinces Gazette dated 31-7-1936 where the draft of certain amendments to the C.P. and Berar Regulation and Inspection of Mines Rules, 1924, is published. The amendments are in reference, mainly, to the maintenance of register of persons working below ground and the grant of medical certificates to adolescents and are consequent to the passing of the Indian Mines (Amendment) Act, 1935.

The Hazardous Occupations (Lead) Rules, 1936.

(Notification No.L.3050 dated 12-8-1936)

The following draft of certain rules which the Governor-General in Council proposes to make in exercise of the powers conferred by sub-section (4) of section 33-of the Factories Act, 1934 (XXV of 1934), and in supersession of the rules published with the notification of the Government of India in the Department of Industries and Labour No.L.3050, dated the 19th February 1935, is published at pages 1052-to 1054 of the Gazette of India dated 15-8-36.

Draft Rules .

1. (a) Title and application.- These rules may be called the Hazardous Occupations(Lead) Rules, 1936.

(b) They shall apply to all factories in which any operation specified in the Schedule is carried on.

2. Declaration of occupations as Hazardous.- The operations specified in the Schedule are declared to be hazardous operations when carried on in any factory.

3. (1) Definition of "lead compound". - In these rules "lead compound" means any compound of lead, other than galena, or any mixture which contains a compound of lead, other than galena (but does not include an alloy containing lead);

Provided that the compound or mixture when subjected to the treatment prescribed in sub-rule (3) yields to an aqueous solution of hydrochloric acid a quantity of soluble lead compound exceeding, when calculated as lead monoxide, five per cent of the dry weight of the portion taken for analysis.

(2) In the case of paints and similar products and other mixtures containing oil or fat the "dry weight" means the dry weight of the material remaining after the substance has been thoroughly mixed and treated with suitable solvents to remove oil, fats, varnish or other media, and the treatment referred to in sub-rule (1) shall be applied to the material so remaining.

(3) The treatment referred to in sub-rule(1) shall be as follows:

A weighed quantity of the material which has been dried at 100°C and thoroughly mixed shall be continuously shaken for one hour, at the common temperature, with 1,000 times its weight of an aqueous solution of hydrochloric acid containing 0.25 per cent by weight of hydrogen chloride. This solution shall thereafter be allowed to stand for one hour and then filtered. The lead salt contained in the clear filtrate shall then be precipitated as lead sulphide and weighed as lead sulphate.

4. Sampling. - When an Inspector suspects that any substance used or intended for use in any factory contains a lead compound he may at any time take for analysis sufficient samples of that substance:

Provided that the manager of the factory may, at the time when a sample is taken and on providing the necessary appliances, require the Inspector to divide the sample into two parts and to make and seal and deliver to him one such part.

5. Prohibition of employment of women, adolescents and children. - No woman, adolescent or child shall be employed in any factory in any of the operations specified in items(i) to (viii) inclusive of the Schedule.

6. Medical certification and examination. - (1) No person shall be employed in any factory in any of the operations specified in the Schedule unless:-

(a) a special certificate of fitness in the Form appended to these rules (not reproduced here) granted to him by a certifying surgeon appointed under section 12 of the Factories Act, 1934, is in the custody of the manager of the factory; and

(b) he carries with him while at work a token giving reference to such certificate.

(2) Every person employed shall be medically examined by a certifying surgeon at intervals of not more than six months, and a record of such examinations shall be entered in the Form appended to these rules (not reproduced here).

(3) If at any time the certifying surgeon is of opinion that any person is no longer fit for employment in any of the operations specified in the Schedule, he shall cancel the special certificate of fitness of that person.

(4) No person whose special certificate of fitness has been cancelled shall be employed in any of the operations specified in the Schedule unless the certifying surgeon again certifies him to be fit.

7. Exhaust draughts.— Where gas, dust or fume is produced in any of the operations specified in the Schedule, provision shall be made for drawing the gas, dust or fume away from every such person by means of an efficient exhaust draught so contrived as to operate on the gas, dust or fume as closely as possible to the point of origin:

Provided that where the provision of an efficient exhaust draught is not reasonably practicable respirators of a type approved by the Inspector shall be provided by the occupier and worn by every person working under such conditions.

Explanation.—"Efficient exhaust draught" means localised ventilation effected by heat or mechanical means, for the removal of gas, vapour, dust or fumes so as to prevent them (as far as practicable under the atmospheric conditions usually prevailing) from escaping into the air of any place in which work is carried on. No draught shall be deemed efficient which fails to remove smoke generated at the point where such gas, vapour, fumes or dust originate.

8. Floors and work-benches.— (1) The floor of every room, in which any person is employed on any of the operations specified in the Schedule, shall be of smooth cement or other smooth impervious material.

(2) The top of every work-bench in every such room shall be of smooth impervious material.

9. Washing facilities.— The occupier shall provide and maintain in a cleanly state and in good repair for the use of persons employed on any of the operations specified in the Schedule either—

(i) a trough with a smooth impervious surface fitted with a waste pipe without plug, and of sufficient length to allow at least two feet for every five such persons employed at any one time, and having a constant supply of warm water from taps or jets above the trough at intervals of not more than two feet; or

(ii) at least one lavatory basin for every five such persons employed at any one time, fitted with a waste pipe and plug, having either a constant supply of hot and cold water or warm water laid on, or (if a constant supply of heated water be not reasonably practicable) a constant supply of cold water laid on, and a supply of hot water

always at hand when required for use by such persons; together with, in either case, a sufficient supply of nail brushes, soap or other suitable cleansing material, and clean towels.

10. Food, drink and tobacco.- No food, drink or tobacco shall be brought into, or consumed in, any room in which any person is employed upon any of the operations specified in the Schedule.

11. Protective clothing.- Adequate protective clothing such as overalls in a clean condition shall be provided by the occupier and worn by every person employed on any of the operations specified in the Schedule.

Provided that the Chief Inspector of Factories may grant exemption from the operation of this rule to such extent as he deems suitable, where he is satisfied that its observation is not necessary for safeguarding the health of the operatives concerned.

12. Tools and apparatus.- All tools and apparatus used in any operation specified in the Schedule shall be kept clean.

13. Exemption of casual operations.- If it appears to the Chief Inspector of Factories that owing to the casual nature of any operations specified in head (ix) of the Schedule, the application of any provisions of these rules is not necessary for safeguarding the health of persons employed on these operations, he may grant exemption from such provisions to such extent and on such conditions as he may deem fit.

SCHEDULE.

(i) Work at a furnace where the reduction or treatment of zinc or lead ores is carried on:

(ii) The manipulation, treatment, or reduction of ashes containing lead, the desilverising of lead, the refining of dross containing lead or the melting of lead or old zinc:

(iii) The manufacture of alloys containing more than ten per cent of lead:

(iv) The use, except solely in the solid state, of metallic lead or of alloys containing more than ten per cent of lead:

(v) The manufacture of any oxide, carbonate, sulphate, chromate, acetate, nitrate, or silicate of lead:

(vi) Mixing or pasting in connection with the manufacture or repair of electric accumulators:

(vii) Handling or mixing of lead tetra ethyl:

(viii) The cleaning of work-rooms where any of the processes aforesaid are carried on:

(ix) Every other operation involving the use of any lead compound or the cleaning of work-rooms where any such operation is carried on.

The Trade Disputes (Amendment) Bill, 1936:

Introduced in Assembly on 31-8-1936.

Sir Frank Noyce introduced in the Legislative Assembly on 31-8-1936 a Bill to amend the Trade Disputes Act, 1929, in order to incorporate certain changes in the light of experience gained in the working of the Act during the last few years. The Royal Commission on Labour reviewed the Act, and it was criticized in certain minor respects by two Courts of Inquiry appointed under it. The salient features of the Bill are summarised below:

Scope of the Act.- The Bill proposes to include inland steamer services which are an indispensable means of communication in certain areas and also power plants as essentially public utility services. The provisions of the Act relating to conciliation are limited to disputes between employers and workmen. The Bill will apply these also to disputes between employers and employees which threaten to interfere with trade and employment. It is made clear that discharged workmen, despite their discharge, will be considered workmen for the purpose of the Act ^{in which such men are involved} so that disputes [^] may come within the meaning of the Act.

Illegal Strikes and Lockouts. - An amendment proposes that the presence of the chairman of the Court of Inquiry is not necessary at every sitting. The Bill makes it clear that it is not necessary to constitute an offence under the Act for an employer to lock out all his workmen without due notice and that a partial lock-out should also be punishable.

It is proposed to assist local Governments to decide promptly

whether their intervention is necessary by ensuring that any threat of stoppage is brought to their notice.

An amendment provides that a declaration of a lock-out or strike as illegal for the protection of the community must be accompanied by reference of the dispute to a Courtⁿ of Inquiry or Board of Conciliation and that the period for which the declaration of illegality subsists is limited to two months. The relevant^a section reads as follows:

"The Governor-General-in-Council, in respect of industries, business and undertakings, carried on by him or under his authority or a Railway company and the Local Governments in respect of other business industries or undertakings within their respective provinces may, if satisfied that a trade dispute has caused, is causing, or is likely to cause serious and prolonged injury or hardship to the community or any section of the community or to employers or workmen generally or to any class of employers or workmen, by notification in the "Gazette of India", or the local official "Gazette" as the case may be, declare that for a period of two months from the date of the notification any strike or lock-out then in being or thereafter taking place which has or professes to have as one of its objects the furtherance of that trade dispute, is an illegal strike or lockout: provided that no such notification shall be issued unless on or before the date of issue the Governor-General-in-Council or the Local Government as the case may be has made an order under section 3, referring the trade dispute in question to a Court of Enquiry or a Board of Conciliation."

The machinery of the Act is not suitable for use in the earlier stages of a dispute, but it is at these stages that conciliation can be most useful. A new section in the Bill is designed to facilitate the appointment and work of conciliation officers who will not be responsible, as Courts of Inquiry and Boards of Conciliation are, merely for investigation and settlement of disputes, but will be charged with the duty of preventing disputes.

(The Statesman, and the Hindustan Times dated 1-9-1936).

(The text of the Bill is published at pages 294-297 of Part V of the Gazette of India dated 5-9-1936) +

(A copy of the Bill has been sent to Geneva with this Office's minute D.1/1021/36 dated 10-9-1936).

The Central Provinces Shops and Bidi Manu-
facturing Establishments Bill, 1936. +

Rao Sahib R.W.Fulay (Workers' Delegate to the 20th I.L. Conference) introduced in the Central Provinces Legislative Council on 6-8-1936 a Bill to prohibit the employment of children and to limit the hours of work of young persons in shops and bidi manufacturing establishments and to provide for their early closing. According to the Statement of Objects and Reasons appended to the Bill, the Bill is a piece of social legislation calculated to regulate the conditions of employment of those persons who are working in shops and to secure for them periodical leisure which, it is recognised, is essential for the general welfare of the community. The conditions of employment of the working classes working in factories, railways, mines and other industrial concerns are to some extent regulated by the Indian Factories Act, Indian Railways Act, the Indian Mines Act and similar legislation. Those working in offices and firms have their conditions of service regulated either by rules made by Government or by practice. But there is no law or rule which regulates the conditions of employment of ~~what are~~ known in Great Britain and other countries as shop assistants. There is also no legal restriction on the hours during which shops can remain open. It will be admitted that there are shops which open early morning and are closed only after midnight. Such long working hours necessarily entail long stretches of work on the part of the shop assistants and mean absence of well regulated rest. This Bill seeks to remove this social evil to

to the extent to which it is possible to do so under the existing circumstances.

This Bill is largely modelled on the lines of the shops legislation in Great Britain where this legislation was first enacted in 1886. The chief features of the Bill are:-

(1) Children under the age of twelve years are prohibited from employment. (Section 7).

(2) Young persons under the age of 18 years are prohibited from being employed in a shop for a longer period than 70 hours, including meal times, in one week. (Section 6). This provision is not applicable to a person wholly employed as a domestic servant.

(3) On at least one week day in each week, no shop assistant shall be employed in a shop after half past one o'clock in the afternoon. (Section 4).

(4) Intervals for meals are regulated in accordance with the first schedule to the Act. (Section 4).

This provision is not applicable to those persons who are members of the family of the occupier of the shop, maintained by him and dwelling in his house. (Section 4).

(5) In the case of shops of refreshments, an alternative provision to a weekly half-holiday is provided if the occupier agrees that -

(a) he shall not employ any shop assistant for more than 65 hours in one week, exclusive of meal times;

(b) he gives him 32 whole holidays on week days every year with six consecutive holidays on full pay;

(c) he gives him 26 whole holidays on Sunday every year.

(d) he regulates his intervals for meals in a prescribed manner. (Section 5).

(6) Every shop shall be closed not later than one o'clock on one week day in every week (Section 8).

This provision is not applicable to certain shops which do business or trade mentioned in the second schedule to the Act.

(7) The local authority is given the power, to be confirmed by the Governor in Council, fixing the hours on the several days of the week at which all shops or shops of any specified class are to be closed. The hour so fixed shall not be earlier than seven o'clock on any day of the week. (Section 9).

This provision is not applicable to certain shops which do business or trade mentioned in the third schedule to this Act.

(8) Every shop shall be closed not later than nine o'clock in the evening on one day in the week and eight o'clock on other days. (Section 13).

This provision is not applicable to certain shops which do business or trade mentioned in the third schedule to this Act.

(9) In the case of restaurants, the closing hours will be ten o'clock in the evening on one day and half-past nine o'clock on other days. (Section 14).

(10) Similar provision is made for shops dealing with tobacco and smoking requisites under certain conditions. (Sec.15).

(11) Power to grant exemption from closing hours is given to the local authority in the case of exhibitions or shows. (Sec.16).

(12) Power to suspend the operation of the Act and of the closing order on special occasions like the Christmas holidays, the Diwali, Pateti and Ramzan is given to the Governor in Council. (Section 17).

(13) Retail trade or business is controlled. (Section 19).

In view of the fact that many young persons and children are employed under the most insanitary conditions in bidi manufacturing establishments throughout the provinces, the provisions relating to the employment of young persons and the prohibition regarding employment of children are made applicable to such bidi manufacturing establishments throughout the province.

The other provisions of the Bill are identical with those in Mr. R.R. Bakhale's Bill on the subject introduced on 11th September 1934 in the Bombay Legislative Council. (This Bill was not adopted by the Bombay Legislative Council - vide page 16 of our April 1936 report). +

Conditions of Labour.Working of the Workmen's Compensation Act in MadrasPresidency, 1935*.

Returns under Section 16.- In 1935 there were 1,560 factories, 224 mines, 445 estates, 232 establishments producing and exhibiting cinema pictures, 58 establishments generating, transforming and supplying electrical energy and 32 manufacturing and handling explosives which had to send returns under section 16. The returns from factories and workshops were as usual collected through the Inspectors of Factories. The rest submitted their returns direct. The return forms were returned undelivered from 77 establishments relating to touring cinemas and from 113 mines with the endorsement that the mines were closed. Returns were not also received from 74 factories which were in commission during the year. The number of defaulting factories during the previous year was 63.

Statistics of Accidents and Compensation.- Accidents were reported in 191 returns. 45 cases of death, 58 cases of permanent disablement and 1,090 cases of temporary disablement were reported in these 191 returns as against 15 ~~cases~~ cases of death, 68 cases of permanent disablement and 875 cases of temporary disablement reported during the previous year. The compensation reported to have been paid in cases of death, permanent disablement and temporary disablement was Rs. 25,280, Rs. 16,003-7-10 and Rs. 10,239-9-7, respectively, as against Rs. 11,917-8-0, Rs. 11,809-14-6 and

Rs. 8,268-5-0, respectively, paid during the previous year. No.
* Government of Madras Development Department ~~Ms.~~G.O.No.1076, 3rd July 1936.- Report on the working of the Workmen's Compensation Act, 1923, for the year 1935. - pp.11

compensation was paid in 9 cases of death, 3 cases of permanent disablement and 34 cases of temporary disablement.

Number of Cases Filed.- The number of cases pending at the commencement of the year was 40. The total number of cases filed for disposal during the year was 192 as against 166 cases filed during the previous year. Of these 232 cases, 200 cases were disposed of during the year and 32 cases were pending at the close of the year. All the 32 cases have since been disposed of.

General.- The usual permission was given to the Calcutta Claims Bureau to submit returns on behalf of employers who insured their liability under the Act with insurance companies which were members of the Bureau. The total number of establishments on behalf of whom the insurance companies submitted the returns was 110. In their annual report, the Claims Bureau has commented on the promptitude with which cases are disposed of in Bombay, Madras and Calcutta, and on the advantage of having a single officer responsible for Workmen's compensation. During the year references as to practice and interpretation of the Act were usefully exchanged with the Commissioners for Workmen's Compensation in Bombay, Calcutta and Rangoon.

(The Working of the Workmen's Compensation Act in the Madras Presidency in 1934 is reviewed at pages 21-24 of our August 1935 report).

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Working of the Workmen's Compensation Act

in Bihar and Orissa, 1935.*

According to the statistical returns for Bihar and Orissa under the Workmen's Compensation Act, for the year 1935, the daily average attendance of persons employed is reported to have been 157,461 adults and 806 minors as compared with 145,440 adults and 1,296 minors in 1934. There was no case of occupational disease during the year under review, 146 persons lost their lives as the result of accidents, 102 persons were permanently disabled, and 2,341 suffered from temporary disablement; the corresponding figures in 1934 were 152, 115 and 2,152. The total sums paid as compensation for the three classes of accidents were Rs. 84,260-13-0, Rs. 30,351-0-10 and Rs. 47,557-4-4 respectively, against Rs. 64,542-6-6, Rs. 31,495-26 and Rs. 41,797-12-0, respectively, in the previous year. Out of these amounts of compensation, Rs. 69,884, Rs. 6,316-14-10 and Rs. 2,770-13-7 were paid through the Commissioners for Workmen's Compensation, respectively, for fatal accidents, permanent disablement and temporary disablement. The average amount paid as compensation for a fatal accident was Rs. 577 and for permanent disablement Rs. 297, as compared with Rs. 425 and Rs. 274 in 1934. There were 102 cases of such disablement and 87 agreements were filed.

It is pointed out that the provisions of the Act are fairly widely known mainly through the exhibition of vernacular abstracts of the Act. The report points out that the work involved in the administration of the Act is still manageable under the existing arrangements and does not require the appointment of a whole-time Commissioner.

(The Working of the Workmen's Compensation Act in Bihar and Orissa in 1934 is reviewed at pages 25-26 of the report of this Office for August 1935.)

* No. 3898 Com. Govt. of Bihar - Revenue Department - Dated 6-8-1936 -
XL-24

Statistical returns under the Workmen's Compensation Act, 1923, for the year 1935.

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Working of the Workmen's Compensation Act,

Bengal, 1935.*

General Remarks.— The Commissioner for Workmen's Compensation in Bengal in his annual report on the working of the Workmen's Compensation Act in that Province during 1935 says that the year under review is a record of marked increase in the Commissioner's work both on the judicial and on the administrative sides. Total applications filed under different sections of the Act rose from 722 in the year 1934 to 1,037 in 1935. The increased number of applications was followed by corresponding addition to the number of "trust accounts". The total number of petitions dealt with under this head in 1935 amounted approximately to 1,200 - a considerable increase on the figures given for last year. The total amount invested by the Commissioner under section 8(7) of the Act was Rs. 108,750 as against Rs. 55,139 in 1934 and Rs. 7,603 in 1925. In addition to the applications referred to above, there were 164 proceedings under section 10A in respect of fatal accidents reported. In 35 cases the employers filed statements denying their liability for compensation. The dependants of the deceased were traced by local enquiries and advised to claim for compensation in all cases in which the denial of liability by the employers did not appear to be warranted by the facts stated by them, or gathered from other sources.

It may be noted that under the present Act not every employer is required to submit a report to the Commissioner of accidents resulting in death. It is apprehended that there may be some suppression of claims for this reason by unscrupulous persons, and by those who are not subject to the Mines Act or the Factories Act. If the local Government includes—as it is understood the intention is —fresh classes of employers within the ambit ~~of~~ of section 10B, the situation will improve, and with the increase of knowledge amongst the public affected each year, the danger will eventually disappear, as it has done in England.

* Government of Bengal Commerce Department - Annual Report on the Working of the Workmen's Compensation Act in Bengal during the year 1935 - Supdt., Govt. Printing Bengal Govt. Press, Alipore, Bengal.—Price As. 3 or 4d. pp.12

Claims Bureau and Trade Unions.- The Manager, ~~at~~ Calcutta Claims Bureau, continued to act for the insurance companies constituent of the Bureau in the entire spirit of the Act and was in all cases of much assistance to the Commissioner. The Indian Seamen's Union, the Workers' Claims Bureau and the Press Employees' Association continued to take an active interest in Workmen's Compensation Cases. The Indian Railwaymen's Union at Khargpur, Bengal-Nagpur Railway, also rendered some assistance to its members in realising compensation. The majority of contested claims on behalf of workers on the Eastern Bengal and East Indian Railways were, however, filed as usual through the bar which suggests that the Trade Unions on those two railways are not alive to the services which they could render to their members in respect of bona fide claims. The activities of Jute Workers' Unions which were so noticeable in the past were less marked in 1935. In the coalfield area of Raneeunge and Asansol in which a large number of accidents occur, there appears to be no organisation of any sort to aid claimants, illiterate and ignorant as these usually are.

Statistics of Accidents and Compensation.- According to 2,068 returns received during the year, there were 709,597 adult workers and 17,653 minors employed in factories, railway workshops, tramways, ports and mines. During the year there were 131 accidents resulting in death, 332 in permanent disablement and 3,396 in temporary disablements (including 9 cases of minors) in respect of which compensation was paid. An amount of Rs. 88,705 was paid in respect of deaths, Rs. 76,061 in respect of permanent disablements, and Rs. 36,876 in respect of temporary disablement. Rs. 35-3-0 was paid in respect of temporary disablement of minors.

Occupational Diseases.- During the year under report only one claim was instituted for compensation for alleged lead poisoning, which remained pending at the end of the year. One case of occupational disease pending from last year was disposed of during the year 1931, compensation amounting to Rs. 3,390 was paid for disease resulting in permanent disablement.

(The Working of the Workmen's Compensation Act in Bengal in 1935 was reviewed at page 15-17 of the Report of this Office for September 1935). +

Working of the Madras Maternity Benefits

Act during 1935*

The Madras Maternity Benefit Act, 1934, which is made applicable to the whole of the Madras Presidency came into force on the first day of April 1935. It applies only to women employed in non-seasonal factories. The Madras Maternity Benefit Act is largely based on the Bombay and Central Provinces Acts and is designed to prevent the employment of women for sometime before and at least four weeks after confinement and to provide for payment of a maintenance or maternity benefit to them during the period. The Chief Inspector of Factories appointed under section 10(2) of the Factories Act is made responsible for the due administration of this Act and the rules made thereunder. The Act being new, many employers and most employees are still unfamiliar with its provisions and the total number of claims has been few. Inspectors, however, during their visits, have been taking steps to make them widely known to all women workers and to employers of such. Its interpretation has not always been easy. The chief points raised have been whether it applies to unmarried women, whether Sundays, which are normally holidays and not paid for, are to be counted as days of absence from work and paid for—the act speaks of weeks of absence and not days—whether notice given more than three weeks before confinement is allowable and how the problem of absenteeism is to be dealt with. The Government have ruled that the Act applies to all women, that the week is a seven-day week for purposes of payment of

* Report on the Working of the Factories Act in the Madras Presidency for the year 1935- Madras:Printed by the Supdt., Govt. Press. 1936.-pp.32

benefit, and after consultation with important employers of female labour and with the approval of Government the Commissioner of Labour issued executive instructions that leave with permission up to any period and absence without leave which was condoned by re-employment up to a total of 14 days would not operate to break the nine months period of continuous employment prior to notice which is required by the Act. A woman, who within the nine months prior to notice is absent without leave for more than 14 days in all, forfeits her claim.

Some employers, especially those on the West Coast, who have to compete with the factories in Travancore and Cochin, calculating the probable number of cases on the Madras birth-rate and the fact that most of their female employees were of child-bearing age, had dismal forebodings of a heavy increase in labour costs, but possibly due to ignorance of the Act or birth-control methods claims seem to have been very few. It was also apprehended at the beginning that there would be a considerable decrease in the employment of women, but the returns show that there has been no fall in the employment of women workers. Though one old fashioned Indian employer naively expressed to the Chief Inspector that any woman showing signs of pregnancy was immediately got rid of and this practice is possibly followed by those like him, there has been co-operation with the administration by the big well-managed factories and the managers have sometimes followed the spirit more than the letter of the law and benefits were paid in 31 cases to a sum amounting to Rs. 356-8-0, though there was no legal obligation to do so. Having regard to the average rate of woman's wages in

this Presidency, the rate of benefit allowed at 8 annas a day is liberal and so also the period of seven weeks. If a woman gives notice sufficiently early she can draw in all Rs. 24-8-0 to which she subscribes nothing against a probable wage total of Rs. 7-14-0 to Rs. 10-8-0 if she were working instead.

A sum of Rs. 7,143-12-0 was paid in all to 354 women and 2 nominees of women who died in child birth. +

Working Class Cost of Living Index Numbers

For Various Centres in India for June 1936. +

The cost of living index numbers for working classes in various centres of India showed irregular changes during June 1936 as compared with the preceding month.

Bombay.- The index number (Base: July 1914) of the cost of living for working classes in Bombay in June 1936 remained unchanged at 100. The average in the year 1935 was 101.

Ahmedabad.- The index number (Base: year ending July 1927) of the cost of living in Ahmedabad rose by 2 points to 71; in 1935 the average was 71.

Sholapur.- The index number (Base: year ending January 1928) of the cost of living in Sholapur declined by 1 point to 70. The average for 1935 was 72.

Nagpur. - The index number (Base: January 1927) of the cost of living in June 1936 remained unchanged at 58.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in June 1936 rose by 1 point to 55.

Rangoon.- The index number (Base: 1931) of the cost of living in Rangoon for all communities of labourers declined by 1 point to 91 (provisional figure).

(Extracted from "Monthly Survey of Business Conditions in India, June 1936).

What Congress has done for Labour: Article in the
Indian Labour Journal. +

Attention is directed to an article published under the caption: "Congress and Labour" in the issues of Indian Labour Journal dated 23 and 30-8-1936. The article is a review of the Congress policy in regard to labour questions and gives a detailed account of Mahatma Gandhi's role in developing the Ahmedabad Labour Union, ~~an~~ ~~the~~ ~~in~~ one of the important labour unions in India. The article also reviews the work of the various Labour Sub-Committees appointed recently by the Congress to maintain closer contacts with the labour movement. +

Anti-Indian tendencies in Ceylon: Resolution
in State Council demanding Repatriation of Indians
from the Island. +

It is understood that a motion that has been tabled in the Ceylon State Council asking for immediate legislation "to repatriate non-Ceylonese who, by securing for themselves employment which the Ceylonese are capable of undertaking, have caused unemployment among the Ceylonese". Attention has been drawn in particular to the influx of domestic servants in the cinnamon gardens. The Indian domestic servant, it is said, demands higher wages than his Ceylonese prototype. It is therefore not unlikely that when Indians are preferred it is because of their greater efficiency, or because there is not a sufficient number of Ceylonese available for service. This jealousy in Colombo is directed mainly against dock labourers, domestic servants and certain classes of traders. There have been frequent fights and free use of the knife around the docks and among domestic servants of the two races there has always been a ~~an~~ sort of armed neutrality, becoming active on occasions.

From a communication from the correspondent of the Times of India to that paper, it appears that the main reason for the present move is economic. The unemployment among the educated and the working class of the indigenous population is being attributed solely to the presence of nearly 900,000 ~~of~~ Indians, (about one-fifth of the ~~entire~~ population) in various occupations.

The danger at present threatens only the civic rights of Indians. Their vast interest in commerce, (Indians practically

control the local rice, grocery and piece goods trade) and their property in land and real estate have never been in any danger. All Indians who can prove a continuous stay of five years in the Island are enfranchised by the Donoughmore Constitution. This has given great influence to Tamil immigrant labour on tea and rubber estates, and in some up-country constituencies they are in majority. Attempts have been made to curtail this right, and many local public bodies have passed resolutions urging that the political rights of Indians should be restricted. In some extreme cases, resolutions have requested Government to remove the names of Indian Tamil coolies from voters' lists. The only party which has adopted hatred to Indians as its major policy is the "Labour Party of Ceylon". It is not the only Socialist party in the Island, and it has hardly any influence outside Colombo city. The leader of this Party, Mr. A.E. Goonesinghe represents Colombo Central in the State Council. His utterances have throughout been violently anti-Indian.

A committee appointed by the State Council is already inquiring into this question, collecting statistics and data, ~~taxation~~ to find out the actual reality of the problem, whether it is true, as Ceylonese maintain, that the wages paid to Indians are lower, or whether Sinhalese labour is not as efficient as Indian labour. If any steps towards the restriction of immigration is taken, they will be based on the findings of this Committee.

(The Statesman, 22 2-8-36 and the Times
of India 5 and 13-8-1936)

Labour Situation in Pondicherry.-

For some time back labour in Pondicherry, French India, has been carrying on an agitation over the absence of proper regulations of labour conditions and the unrest came to a head during the fourth week of July last. The workers of the Gaebale Mill struck work on 25-7-1936 and they were followed by the workers of Savana mill. On 28-7-1936 the strike spread to the Rodier Mill. Some officials of the affected mills were locked in by the workers and were refused permission to leave unless their grievances were redressed. On 30-7-1936 the Police attempted to rescue the mill authorities and came into clash with the workers and firing was resorted to by the police as a result of which, according to a United Press of India message, twenty were killed and sixty-five injured. The Official estimates are however, eight dead and five injured. The Savana Mill was soon in flames, though it is not known whether the fire was caused by Police shooting or by the workers.

On 12-8-1936, an informal meeting of the elected members of the various local Councils was held at the instance of H.E. the Governor for the purpose of drafting a labour regulation for French India. A scheme has been drafted by His Excellency to form a kind of Labour Union for French India and it will be sent to France for being approved by the Minister of Colonies before its introduction in French India. The draft of the scheme has not been released to the press, but it was made available to the members present at the meeting. It is understood that this scheme deals with various problems affecting the labourers and the

facilities, which are to be given to the women labourers, the fixing of the working hours per day and per week, organisation of unions, general sanitation of the Mill areas, education of the mill hands, and other matters connected with their condition of life and work. In order to profit from the working of labour laws in British India, the Mayor of Pondicherry invited Messrs. V.V. Giri and S.Guruswamy, Secretary and Assistant Secretary respectively of the All India Railwaymen's Federation for a discussion.

Messrs. V. V. Giri and S. Guruswamy, along with two labour leaders of Pondicherry, waited on H.E. the Governor of French India on 19-8-1936 and fully discussed the situation with him. The Delegation later issued a statement on the results of the interview. A brief summary of the statement is given below:-

Labour Legislation in French India.- As regards the remedying of the grievances through legislation, the Governor exchanged views regarding the lines of immediate labour legislation possible to suit French labour conditions and promised to make necessary recommendations to the Colonial Minister conveying the views of the delegation also to him.

Conditions for Reopening of Mills. - The delegation ~~addressed~~st the urgent necessity of re-opening the mills without further delay. The following was the basis on which the reopening of the Mills was pressed: 1. No victimisation. 2. The terms of settlement allowed to the Rodier Mills and delayed application to the other Mills to be immediately enforced. 3. A French Indian Labour Union, to be allowed to function ~~and~~ to deal with the interim situation in regard to dealings with employers and the Government. 4. A Labour Commission, representative of French Trade Union officials, to investigate into the recent Mills tragedy and outstanding workers grievances with special reference to compensation for the victims of the shooting tragedy. 5. Application of the ratified International Labour Office conventions and the French Labour Code. The delegation felt that in the interests of industrial peace all possible steps should be taken to reopen all the Mills without any victimisation.

Governor's Reply.- The Governor explained the present position and stated he had himself asked for an enquiry into the recent shooting tragedy by the Colonial Inspector. He asked the co-operation of the delegation to disarm the workers of all lurking suspicions and to convey his sympathy for them. As regards

the reopening of the Mills, the Governor regretted that he could not be definite and hoped to be able to communicate further information to the delegation shortly. His Excellency desired that there should not be any false propaganda in British India against French India. He expressed his readiness to meet the delegation whenever required.

(The Hindu, 20-8-1936, and
the Times of India, 3-8-1936) +

Retrenchment in Indian Railways: Country-wide

Protests Against Staff Reduction.

Reference was made at pages 49-52 of our July 1936 report to the proposals of the Railway Board to effect staff retrenchment affecting 4000 workers and to introduce new scales of pay, and to the threat of the Council of the All India Railwaymen's Federation to declare a general strike if the retrenchment was decided upon. The 23rd August 1936 was observed "All India Railway Retrenchment Resistance Day" by railway workers in numerous centres at which meetings were held and resolutions protesting against the proposed staff retrenchment and new scales of pay and suggesting the declaration of a general strike were adopted. The workers have received full support from the Indian National Congress as is seen from the following resolution adopted by the All India Congress Committee at its session held at Bombay during the third ^{week} of August 1936:

The Working Committee has learned with grave concern that orders have been passed to retrench about 4000 lower grade employees of state-owned railways and reduce the scale of pay of lower grade workers retrospectively from 1931, whereas no such policy has been applied to all the higher grades. The Committee considers the demand of railway workers for a Court of Inquiry to examine the question of such retrenchment and reduction of pay and for the suspension of retrenchment pending the result of the inquiry as very fair, and regret that the railway authorities should have rejected such a proper demand.

(The Indian Labour Journal, 30-8-1936)

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Wage Dispute in Ahmedabad Textile Mills:

Situation Growing Worse.

Reference was made at page 34 of the July 1936 report of this Office to the contemplated wage reductions in the Ahmedabad textile mills and to the growing unrest among the workers on account of this move of the employers. On 7-8-1936, Mr. Gulzarilal Nanda, Secretary of the Textile Labour Association, Ahmedabad, issued a statement on the situation in which the following points were made out:

Mr. Nanda's Statement.- He acknowledges that hitherto, barring stray cases of evasions and disputes regarding interpretation, the millowners have on the whole, carried out faithfully the terms of the Delhi Settlement in respect of wages and rationalisation. (vide pages 37-40 of our January 1935 report). With the object of safeguarding the interests of the workers as well as of the industry, the Delhi settlement imposed on the parties certain further obligations, in the fulfilment of which ~~it has~~ delay has occurred. This refers mainly to the clauses in the settlement regarding registration of employees, standardisation of wages and evolving a scheme for automatic adjustment of wages in future. According to the settlement, all the then existing employees in the industry should have been registered before 30th June, 1935, so that no new person can enter as long as any among the old are without employment. It was further agreed that earnest efforts would be made to standardise the wages of piece-workers as soon as possible after 1st January 1936, and such standardisation should not involve any cut or increase. There are, undoubtedly,

very large variations at present between the scales of wages in the different mills in Ahmedabad for the same class of work. This disparity is causing acute heart-burning among workers as well as the millowners and has become a constant source of friction. In view of the present tendency of some of the mills to reduce wages, the Textile Labour Association^{has} had an interview ~~xx~~ with the Millowners' Association at which the desirability of an immediate standardisation of wages has been pressed. The situation has been complicated by the closing down of a few mills resulting in the unemployment of a large number of workers. The closing down of a mill owing to internal difficulties does not itself create any dispute. Difficulty arises where the workers have reasons to suspect that there is a secret intention of starting work again with a new complement on a reduced scale of wages.

Later Developments.- By the middle of the month under review, the situation took a turn for the worse and a few of the mills announced substantial reductions in wages and, in cases where the workers refused to accept the reduced wages, lockouts were declared with the idea of reopening with fresh complement of labour. The Textile Labour Union, as also Mahatma Gandhi, appealed to the Millowners' Association to desist from such wage cuts and lockouts as they constitute breaches of the Delhi Agreement. (The Bombay Chronicle 18-8-1936). The millowners, however, claim that they are paying wages which are 25% higher than wages in Bombay mills and that they cannot afford to continue such high rate of wages any more. (The Times of India 19-8-1936). By about 16-8-1936, 11 mills representing an aggregate of 269,680 spindles and 6,681 looms

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had closed down of were about to close (The Times of India, 20-8-1936). In the meanwhile, meetings were being held between the millowners' and ^{H.L.} Labour Associations to find a solution. The millowners have started collecting statistics of wages in different mills with a view to standardisation. (The Times of India, 20-8-36). Till 4-9-1936 the negotiations between the Millowners' Association and the Labour Association for a provisional agreement for standardisation of wages have not proved successful. The Millowners Association are considering the question of a wage cut or, as an alternative measure, working short time. It is understood that before finally deciding this question a deputation on behalf of the millowners will see Gandhiji and seek his advice.

(The Bombay Chronicle, 6-9-1936).

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Enforcement of Conventions.

Factory Administration in Madras, 1935*.

Number of Factories.- The year opened with 1,687 factories under the operation of the Act. 112 were brought on to the register during the year, and 239 factories were struck off the registers during the year for the following reasons: 31 factories were kept closed for a number of years; in 18, machinery was dismantled; in 175, no proof of employment of over 19 persons was established; in 3, the premises ceased to be occupied as factories; in 2, factory buildings were completely burnt down; in 9, the notifications were cancelled by Government as registration was no longer considered necessary; and one was found to be subject to the Indian Mines Act. The number of factories on the register at the end of the year was 1,560. Of these, 1,491 were in commission during the year as against 1,553 in 1934, the remaining 69 being closed for various reasons. Of the 1,491 factories in commission, 952 were perennial and 539 seasonal.

Number of Operatives.- The average daily number of operatives employed in the 1,491 factories that were in commission during the year was 162,745 as against 146,779 in 1934. Of these 4,451 operatives (4,443, in perennial and 8 in seasonal) were employed in Government and Local Fund Factories and the rest in private factories. 55,342 operatives were engaged in the cotton spinning and weaving industry during the year; while, 6,650 were employed in jute spinning and weaving mills.

Number of Women, Adolescents and Children.- 39,655 women, 9,851 adolescents and 6,495 children were employed in the registered factories during the year. Practically every adolescent worker was declared fit for adult's work.

Certification of Children and Adolescents.- The number of certificates issued during the year was 34,949 as against 10,724 in 1934. The abnormal increase is due to the issue of certificates to adults and adolescent workers under the new Act, who were on the

* Report on the working of the Factories Act in the Madras Presidency for the year 1935 -Madras Printed by the Supdt., Govt. Press, 1936.-pp.32.

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border line of the legal qualification, and an extraordinary rush for certificates in one district due apparently to a belief that possession of a certificate would be a passport to employment. Prosecutions were instituted for violation of sections 51 and 52 in 24 cases. Convictions were obtained in 22 cases and 2 cases were withdrawn.

The Chief Inspector, during his inspections of textile factories especially considered that some of the children, who were not fit for work in factories, had been certified fit for employment and that in the case of "adolescents", fitness to work as adults had been too easily interpreted, age apparently being taken as the sole qualification. In certain textile factories in Coimbatore numbers of boys of poor physique were found working nine-hour night shifts. He instructed the managers to get these children re-examined and also requested the Certifying Surgeons to be more strict in regard to physical fitness when granting certificates. The Surgeon-General was also asked to issue general instructions to all medical officers likely to act as Certifying Surgeons, while Factory Inspectors were directed to pay particular attention to this aspect of child and adolescent labour.

Inspections.— Of the 1,491 factories that were in commission during the year, 289 were inspected once, 656 twice, 387 thrice and 90 more than three times. The total number of inspections by all Inspectors including 651 made by Additional Inspectors was 3,137 as against 3,400 in the previous year. 69 out of 1,491 factories in commission were not inspected during the year by the departmental officers.

Wages.— Comparison of the rates of wages for 1934 and 1935 shows that in respect of skilled labour there has been a slight increase in the case of engine drivers, oilmen, fitters, rivetters, boiler-smiths, blacksmiths, moulders, bricklayers, compositors, weavers and spinners in jute mills and decrease in the case of firemen, turners, printers' machinists, weavers and spinners in cotton mills. For unskilled labour both male and female coolies in jute and cotton presses show a rise as also female agricultural labour, while wages of male and female coolies in ginning factories, female coolies in rice mills and male agricultural coolies show a fall.

The reduction in the hours of work seems to have adversely affected wages in the cotton textile industry. In the textile mills much of the work is on a piece-rate basis, and the operatives have not made up for the shorter hours worked by improved production. From information furnished by one large textile concern it would appear that the situation caused by reduced hours of working was met by not giving an increase of wages that would otherwise have been given. There seems little hope of a real rise in industrial wages until agricultural wages rise and until in the textile industry the competition of Japan is mitigated.

Hours of Employment: (i) Rest Interval.- The rest interval of one hour prescribed by section 37(a) of the Act was observed by 1,325 factories. Two printing presses in Madras and one printing press in Trichinopoly availed themselves of the provisions of section 37(b) of the Act. Exemption from section 37 applicable to the majority of operatives was availed of by 94 factories on the usual condition that sufficient time though not a fixed period was allowed for meals. Returns were not received from 69 factories.

(ii) Weekly Holiday.- Sundays were observed as holidays in the case of 645 factories. Substituted holidays were granted in 763 factories in lieu of Sundays worked. Exemption from section 35 had been availed of in 114 factories subject to the condition that no persons would be allowed to work for more than 13 days without a holiday for a whole day. Returns were not received from 69 factories.

(iii) Weekly Hours (a) Perennial Factories.-The number of perennial factories in which the normal weekly hours were not above 42 ~~was 61 for men and 109 for women; above 42 and not above 48 was 167 for men and 74 for women; above 48 was 688 for men and 508 for women.~~ was 61 for men and 109 for women; above 42 and not above 48 was 167 for men and 74 for women; above 48 was 688 for men and 508 for women. The 30-hour week for children was observed in 136 factories.

(b) Seasonal Factories.-The number of seasonal factories in which the normal weekly hours were not above 48 was 33 for men and 62 for women; above 48 and not above 54 was 113 for men and 96 for women; above 54 was 360 for men and 341 for women. The 30-hour week for children was observed in 5 factories.

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Accidents.- The total number of accidents reported this year shows an increase from 1,508 to 1,605 mainly due to the increase of minor accidents in the railway workshops and an increase in serious accidents in miscellaneous factories, but the frequency rate for the Presidency is 0.0038 as against 0.004 in 1934. All serious accidents were carefully enquired into by the Inspectors. In textile mills, workers still continue to take risks with moving machinery notwithstanding all warnings. Of the 1,605 accidents, 19 were fatal and 420 were serious accidents.

(The Report of Factory Administration in Madras during 1934 is reviewed at pages 30-32 of our August 1935 report).

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Industrial Organisation.

Employers' Organisations.

43rd U.P.A.S.I. Conference, Coonoor, 1936. +

The 43rd Annual General Meeting of the United Planters' Association of Southern India was held at Coonoor on 12, 13 and 14-8-1936 under the presidentship of Mr. A.E.J. Nicolls, Chairman of the U.P.A.S.I. The Conference was attended by His Excellency the Governor of Madras, who addressed the Conference, as also by officials of the Governments of India, Madras and Mysore.

Annual Report. - In the Annual Report of the Executive Committee for the past year, references to labour legislation and Draft Conventions adopted by the I.L. Conference figured prominently. The views expressed by the Association on holidays with pay, sickness insurance and recruitment of native labour are summarised below:

(i) Holidays with Pay. - On the question of paid holidays, the Association pointed out that no objection could be made from a purely humanitarian point of view, but that holidays with pay were not ordinarily granted in the leading countries in any important industries. In practice, most employers give special private concessions of leave in addition to the public holidays which are so numerous in this country, particularly in South India. Normally, employees would not welcome any rigid arrangement regarding leave which would debar them from taking it as they do now, at times convenient to themselves for their social and other purposes. In regard to plantations, a large proportion of the labour employed go back to their villages for a considerable period each year before returning to the same or some other plantation for a further season's work. Hence the Association expressed the opinion that the attitude of the Government of India to any convention on this question should be that they are unable to ratify it and, as regards the planting industry in South India, the Association is strongly opposed to any suggestion that estate factory ~~in~~ labour, should come within the scope of any legislation which may be contemplated for India in this respect.

(ii) Sickness Insurance. - In a letter, dated 15th June 1935, the Commissioner of Labour, Madras, informed the Association that the Government of India desired to elicit opinion as to the feasibility of a statistical enquiry as to the incidence of sickness among labourers with a view to examining the possibility of legislation for the insurance of industrial workers. The forms required to be filled in by the Government of India were exceedingly

elaborate and would have been impossible to complete with any degree of accuracy without dislocation of work and undue expense. While it is true that an enquiry of this nature had been suggested by the Royal Commission on Labour, their report gave adequate reasons why the application of any sickness insurance scheme to plantation labour was unnecessary, even if the Government considered it to be practicable in industrial centres, and the Association reiterated the opinion, which has been expressed so often in connection with other labour social schemes, that not only is the proportion of estate labour in plantation factories very small, ~~but~~ ~~x~~ but it is actually agricultural labour and is recruited and employed as such and not as factory labour. Whilst there do exist arrangements whereby sick pay, free food and medical attention is given to estate labour, these amenities are not so much a matter of fixed scales, as the individual discretion of the manager of an estate, who knows his labour and has to consider such factors as the earnings of the family, which are of course of primary importance, and of which there is little or no parallel in purely industrial areas.

(iii) Recruiting of Native Labour.-- A questionnaire, issued by the International Labour Office, Geneva, on the subject of regulation of certain special systems of recruiting workers, was communicated to the Association by the Commissioner of Labour, Madras. The Executive Committee informed the Commissioner of Labour that the Association did not consider it necessary, at the present juncture, to submit a detailed reply to all the questions put by the International Labour Office, and pointed out that there should be as little interference as possible with the free movement of labour working on estates. The Association is opposed to any suggestions which would interfere with the existing well-organised agencies for recruiting labour or hamper their work, as also to a system of giving licences, the establishment of Government agencies and detailed rules relating to travelling expenses, transport, subsistence, etc. It was further pointed out that the permanent settlement of labour on estates was increasing and that the proposed definition of "recruiting" did not strictly apply to plantation labour in South India.

Presidential Address.-- Conditions in the tea, rubber and coffee industries were the principal subjects dealt with by Mr. Nicolls in the course of his presidential address.

General Conditions.-- Reviewing the general economic conditions, Mr. Nicolls said that there has been a perceptible domestic recovery throughout the world, and as far as the United Kingdom is concerned, Board of Trade returns relating to overseas trade show continued improvement. This is reflected to a certain extent in tea and rubber prices, but not in the case of coffee, and the tendency to further improvement, which was hoped for last year, has undoubtedly been checked by the state of war, which has

existed between Abyssinia and Italy, and the consequent feeling of political insecurity which now prevails in Europe and the Far East. India's withdrawal from the Ottawa Agreement is causing grave misgivings in the minds of those who are interested in tea and coffee, for, unless a fresh trade treaty is negotiated in six months' time, under which favourable treatment is given to these two industries, they stand to lose the preference of 2d. and 1d. per lb., which they enjoy respectively, at the present time. This will mean that they will be forced to compete on unequal terms with other empire Countries, which continue to enjoy the preference.

The Tea Industry.- As far as the Tea Industry is concerned, conditions appear to have improved since last year. There can be little doubt that this is due partly to the measures of restriction, which the industry has so wisely adopted, and partly to the intensive advertising campaign which has been launched by the International Tea Market Expansion Board.

The Rubber Industry.- Turning to the rubber industry. Mr. Nicolls said that the position is more satisfactory than it was a year ago. Prices in 1935 were disappointing for producers, and in spite of the heavier incidence of restriction were lower than in the previous year when they were much influenced by speculation. In recent months the effect of the increased percentage of restriction for the six months, January to June, has been clearly marked and the statistical position of the Industry has been improving steadily. The present price is not so encouraging, and hardly appears to reflect the improvement in the statistical position, but this is possibly due to the early announcement which was made of the increased export allowance for the second half of the year, and a growing feeling that the International Committee intend stabilising prices at about present levels.

The Coffee Industry.- In the Coffee Industry the year has been marked by the passing of the Coffee Cess Act, whereby a maximum Export Cess of Re. 1 per cwt. may be levied, on all coffee exported from India. The Indian Coffee Cess Committee which was appointed to administer the funds decided, however, that for the ~~first~~ last two years a Cess of As. 8 per cwt. was sufficient. The object of the Cess is to collect funds for advertising Indian Coffee, both in this country, and in the United Kingdom, with a view to increasing consumption, and obtaining better prices. The passing of this Act definitely indicates a step forward in the history of the coffee industry in India.

The coffee industry in South India is passing through the most serious depression, which has been experienced, at any rate, during the last 30 years, and probably during its life time. Prices last year were lower than they have been for many years and have now fallen below the economic level. Unless there is a marked improvement in the near future, the majority of small owners will be faced with ruin. There are various contributory causes, such as over-production,

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loss of markets, and alleged loss of quality, Here again it is hard to obtain accurate statistics.

Reorganisation of the Association.- Four years ago a Committee was set up to examine the question of the recommendation of the Association. In spite of their efforts, no scheme was forthcoming, which would satisfy all three of our main products, and the matter was therefore dropped. During the past season, however, a leading member of the planting community placed before the Executive Committee the frame-work of a new scheme on which discussions might take place. A sub-committee of three members was appointed, and proposals have now been put forward, which, with a few amendments, appear likely to satisfy all interests.

Resolutions were adopted accepting the main provisions of the reorganisation scheme and recommending a regulation of exports and restriction of output of Tea.

(The Hindu, 12-8-1936 and the Planters' Chronicle, 22-8-1936).

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Workers' Organisations.

Meeting of the All-India Kisan Committee,

Bombay, 21-8-1936.

A meeting of the Committee of the All India Kisan (Peasants') Conference was held at Bombay, on 21-8-1936 with Swami Sahajanand Saraswathi as president. The meeting drew up a manifesto and statement of demands of the Kisans of India. The Kisan Manifesto demands the abolition of the Zamindari, Talukdari and all other systems of absentee landlordism prevalent in the country. The proprietary rights of these lands should be vested in the tenants. It further demands the abolition of the present system of land revenue and seeks for its replacement by a system of land tax which exempts all net income below Rs. 500. It also demands the cancellation of debts of the peasants and the Kisans all over the country.

The immediate and minimum demands stated in the manifesto call for at least 50 per cent reduction in the existing rent and revenue charges upon the peasantry, moratorium for five years on all debts and interest charges, penalisation for exacting feudal dues and employing forced labour, immunity from attachment of minimum holdings and implements and personal necessities, freedom from imprisonment for the recovery of arrears of rent and revenue and debts, as well as various other provisions indispensable to ensure the minimum standard of life and comfort for the tillers of the soil. (A detailed summary of the manifesto, embodying the demands of Indian agricultural labour, will be given in our next report).

The All India Kisan Committee forwarded this manifesto embodying the fundamental and immediate demands of the peasantry, to the All India Congress Committee for incorporation in its election manifesto. The Congress Manifesto has since been published and been adopted by the All India Congress Committee without incorporating ^{in their entirety,} the points raised in the Kisan Manifesto.

(The Bombay Chronicle, 28-8-1936). +

Congress and Labour: Recommendations of Labour

Sub-Committee of the A.I.C.C. +

The All India Congress Working Committee appointed a Labour Sub-Committee in April 1936 "to keep in touch with the labour movement and endeavour to develop co-operation with it and advise the (Congress) Working Committee thereon" (vide page 27 of our May 1936 report). The Labour Sub-Committee, after holding ^{several} a number of meetings, arrived at a number of important decisions on 19-8-1936. The following summary of the main decisions is taken from a statement issued on 19-8-1936 by the Labour Sub-Committee:

1. Development of Trade Unions.- Whereas the growth and development of trade unions in the country on healthy lines is urgently needed in the best interests of both labour and industry, the Committee presses upon the employers in the country the necessity of giving facilities to the workers for building up labour organisations, and giving recognition to 'bona fide' unions, for the purpose of negotiation, and refraining from victimizing workers who participate in the work of organisation or in legitimate union activities.

2. Workers in Protected Industries to Share Benefit.- Whereas the Committee is of opinion that industries receiving protection from the State should be under a legal obligation to give adequate wages to their workers and generally accord fair treatment to them, the Congress Parties in the legislatures

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are recommended to secure suitable legislation to achieve this end. Whereas it has been brought to the notice of this Committee that in many Indian States the legislation regarding factories, payment of wages, compensation for accidents and maternity benefit, as well as the administration of laws relating to labour does not come up to the level obtaining in British India, the Committee urges the authorities of the States to take immediate steps to raise the conditions in these respects at least to the standard prevailing in British India.

3. Congress to take Interest in Labour Unions.— The Congress Labour Committee is of opinion that Congress Committees should take more active interest in questions affecting the welfare of industrial labour and give all such help as they can to the unions working on principles and policies which are not in conflict with the principles and policies of the Congress and, where no labour unions exist, the Committees should, through a suitable agency, help the workers to organise unions on the above lines.

4. Collective Representation of Organised Workers in Congress Committees;—Referred to Mass Contacts Committee.— This Committee has been asked by some labour organisations to consider the question of making provision in the Congress constitution for the collective representation of organised workers and, pending such changes in the Congress constitution, to consider the question of devising a machinery for joint all-India, provincial, district and local committees for developing joint action and for establishing a closer contact between the workers and the Indian National Congress. As however these constitutional and organisational matters are already under the investigation of the Mass Contacts Committee specially appointed by the Congress to go into the whole question of developing closer association between the masses and the Congress organisation and bringing about closer co-operation with organisations of workers, peasants and others, and the Mass Contacts Committee has been receiving the opinions of Congress and Labour organisations on the question, this Committee is of the view that that Committee would be the proper body to deal with these matters. The scheme of collective representation of organised workers, supported by the All India Trade Union Congress and the All India Press Workers Federation and other views on the question submitted to this Committee, should therefore be forwarded to the Mass Contacts Committee for its consideration.

5. Special Labour Seats.— The All India Trade Union Congress has asked this Committee to urge on the Working Committee the desirability of the Congress not putting up candidates in the special labour and Trade Union constituencies, in the election to the provincial legislatures and of favourably considering the names suggested by Trade Unions as Congress candidates in

the case of general constituencies - with a large labour vote. In view however of the fact that the Central and Provincial Parliamentary Committees are dealing with this matter, these suggestions may be forwarded to the Central Parliamentary Committee for consideration.

(The Bombay Chronicle, 20-8-1936)

Executive Committee Meeting of the A.I.T.U.C.:

Cooperation with Indian National Congress.

The question of co-operation between the Indian National Congress and the Trade Union Congress was considered at the Executive Committee meeting of the All India Trade Union Congress held on 17 & 18-8-1936 at Bombay with Mr. R. Khedgikar in the Chair. The main item on the agenda of the meeting was the discussion of the report of the Congress Contact Sub-Committee appointed at the Bombay Session of the All India Trade Union Congress. Mrs. Maniben Mulji, the Secretary of the Sub-Committee, submitted a report and there was a prolonged discussion over the question of contact with the Indian National Congress and the difficulties in the way of co-operation. After considering the pros and cons, the Committee passed a resolution asking the Congress Contact Sub-Committee to meet the Congress Labour Sub-Committee and insist on direct representation of Labour on Congress Committees; to ask for a Joint Committee for anti-Imperialist activities in the country; and to press for the acceptance of candidates suggested by the A.I.T.U.C. as Congress Candidates

in the forthcoming elections to the Provincial Legislatures, especially in constituencies where Labour votes are predominant.

Other Decisions: Trade Union Unity. - The Committee directed the Unity Sub-Committee to bring about unity between the National Trades Union Federation and the All India Trade Union Congress without in any way surrendering the basic principles of the A.I. T.U.C.

Direct Representation of Labour in National Congress.- A decision to popularise the idea of direct representation of Labour in the Indian National Congress Committees, through meetings, demonstrations, etc., was taken.

A.I.T.U.C. and Election to Legislatures.- The Committee decided to put up candidates both in the General and special labour constituencies and the Provincial Trade Union Committees were empowered to nominate candidates in their constituencies. A Committee consisting of Messrs. V.B.Karnik, V.D.Chitale and Harihar Nath Shastri was nominated to draft the Election Manifesto of the A.I.T.U.C. in pursuance of its programme. It is understood, the draft will be ready in a few days.

Co-operation with Kisan (Peasants) Organisations.- To ensure greater contact of the A.I.T.U.C. with the Kisan movement and to explore all avenues thereof, a sub-committee was formed to negotiate with the All-India Kisan Congress.

(The Bombay Chronicle, 19-8-36, and
The Indian Labour Journal, 30-8-36) +

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Intellectual WorkersBenefit Scheme for Journalists: Proposals ofIndian Journalists' Association,Calcutta.

At the 5th meeting of the Executive Council of the Indian Journalists' Association, Calcutta, held at the Office of the "Kesari", on 12-8-1936 under the presidentship of Mr. Mrinal Kanti Bose, the President of the Association, details were given of a scheme of benefits ^{to} ~~to~~ journalists that the Association is planning to set up. The proposals are: (1) the award on a non-contributory basis of Rs. 250/- to the family of a member at his death, and (2) an award of Rs. 15/- per month for 6 months to a member in case of unemployment. The meeting discussed the proposals, but decision was postponed pending the submission of the final recommendations of the Benefits Sub-Committee.

(The Amrita Bazar Patrika, 17-8-36)

Proposals Adopted.- The principles of non-contributory benefit to the members of the Indian Journalists Association in case of unemployment and decease as recommended by the Executive Council were accepted by the general members at the half-yearly meeting of the Association held ~~at~~ on the 23rd August 1936, with Mr. Mrinal Kanti Bose, the President in the chair.

(The Amrita Bazar Patrika, 29-8-36)

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Economic Conditions.

Production Costs in India and Japan:

Reasons for Japan's Industrial Efficiency.

The subject of production costs in Indian and Japanese factories, and, more particularly, in textile factories has recently been engaging considerable attention in this country. It is being asserted in several quarters that one of the factors enabling goods manufactured in Japan to penetrate the Indian market, is 'sweating' of the factory-hands in Japan. Commenting on this subject, "Evesdropper" of the Indian Finance, writes in the issue dated 15-8-1936 of the weekly:

"It is curious to note that the allegation of sweated labour in Japanese mills receives no confirmation from the few Indian businessmen who have visited Japan and observed and noted things with eyes that see and ears that hear. Sir Lallubhai Samaldas, far from joining the usual trade against Japanese methods, confessed that he was profoundly impressed by the undoubted efficiency and unique technique of Japan. Maganlal Ghia, who has just returned from a two months' tour in the Far East, is convinced that, if there were no quota basis and if there were only import duties, the nimble Jap could jump over any the most strenuous hurdle. "No one can compete with Japan" said Ghia. "No one in the world. Everything is just perfect. Everything is hundred per cent efficiency. Completest team work in every stage of each industry, between industry and industry, and between industry and national life. I should lay special stress on three outstanding features of Japanese industry. Firstly, the cost of power to mills in Japan works out to a third of the cost of power in Indian mills. One of the hugest generating plants in the world has been established in the heart of the industrial area and supplies power at 1½ pies per unit. It is no hydro-electric source of power, mark you, it is power generated from thermal stations fed by coal imported from Korea and Manchuria. Secondly, labour, in terms of money earned per labourer, is slightly dearer than in India but, in terms of work turned out, is several times cheaper. To say that labour in Japan is underpaid or overworked or ill-treated would be a gross lie. The ideal plan of training and employing labour is to be found in Japan. Girls working in mills are happy as queens. They are provided with cleanest dormitories, most wholesome food, every manner of amenities such as swimming bath, free cinema, night schools, etc. There is no girl

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worker in the mills who is not able ~~to~~ to put by a considerable saving, and this too, after being provided with clean, healthy and happy life and surroundings. Labour in Japan is carefree, young, vigorous, full of interest and zest and perfectly contented. The whole world will have to adopt the plan and methods of labour in Japan. Thirdly, all mill stores are manufactured in Japan and the incidence of cost to mills on account of mill stores is perhaps a third of what it is in India." Ghia knows what he is talking about on the cotton mill industry and does not see much hope for Indian mills unless more and more industrialists in this country, instead of decrying Japanese methods, study them reverently and adopt them intelligently."

(Indian Finance, 15-8-1936) +

An All India Economic Conference: Suggestion
at Meeting of Indian Merchants' Chamber, Bombay. +

The second quarterly general meeting of the Indian Merchants' Chamber was held at Bombay on 11-8-1936 with Sir Rahimtoola M. Chinoy, the President of the Chamber, in the chair. In his presidential address, Sir Rahimtoola dealt with a number of important points relating to the development of Indian industries. The following is a summary of the speech:-

Indian Companies Act Amending Bill.- Referring to the Chambers' views on the Bill amending the Indian Companies' Act, and the changes proposing to be introduced into the managing agency system, Sir Rahimtoola said: The representation drafted by your Committee and forwarded to Government steers a middle course between two sets of opposite views, - one view being that the present Companies' Act is all that can be desired and that there is no necessity for changing it, and the other being that the whole of the Companies' Act needs to be overhauled and the managing agency system abolished. The interests of the country lie, to my mind, in steering a middle course, as the situation with regard to industrialisation demands the continuance of the managing agency system, though under certain safeguards and restrictions. The Select Committee of the Legislature is now sitting to consider the question, and its Report will soon be submitted to the Assembly.

Tariff Board Report.- Referring to the recent report of the Tariff Board, recommending a reduction on duties on British piece-goods, he said that ~~it~~ ^{it} occasioned great disappointment and resentment. Further, what was more surprising was that the Government of India should have displayed such indecent haste in giving effect to the Tariff Board's recommendations by executive orders over the head of the Indian Legislature, without giving the Legislature an opportunity of considering the Tariff Board's recommendations. In this connection, he pointed out that the Federation of British Industries and other commercial organisations in Great Britain were pressing the Government for increasing the duties on foreign imports and emphasised if British industries stood in need of protection, the need for protection of Indian industries was much greater.

Development of Agriculture.- Referring to the present Viceroy's efforts to develop Indian agriculture, he commended this policy, subject to certain reservations. He said: "The development of agriculture will proceed apace only if, side by side, there is the development of industries. India does not surely, want to go back to the condition of being purely an agricultural country, depending for all her requirements in manufactured goods on foreign countries".

Inter-Provincial Trade Barriers.- Another point dealt with was the need to abolish all inter-provincial trade barriers. Sir Rahimtoola said that provincial rivalries in the industrial sphere have already begun to play their part with communal rivalries. He said that when Federation comes into being these difficulties will be intensified.

Speech of Mr. A.D.Shroff.- The following is a summary of the speech of Mr. A.D.Shroff, Vice-President of the Chamber:

Trade Agreement with Japan.- The operation of the fixed quota assigned to Japanese imports of piecegoods made possible the expansion of the production of the Indian cotton mills, but the continuous decline in the prices of Japanese imported piecegoods has severely reduced the margin of profit to the Indian manufacturer, and has in many cases, been driving cotton mills either to close down or to work at a definite loss. The quota granted to Japan should now be reduced, if the Indian industry is to be allowed a living chance of securing fair selling prices for its products. In putting forth this demand, the non-official advisers had full support of the cotton trade, the interests of which are also proposed to be safeguarded by the insistence of Japan being called upon to buy a minimum of one million bales of Indian cotton every year.

Review of Industrial Conditions.- Reviewing industrial conditions generally in India, Mr. Shroff pointed out that cotton, jute and coal all three were in a bad condition. The steel industry, the cement industry and companies for the supply of

electricity were in a fairly strong position and provided purple patches in an otherwise drab situation. But, the plight of the agriculturists and their growing indebtedness due to a fall in commodity prices were the outstanding factors of the economic situation. The rehabilitation of agriculture, a subject in which the Viceroy is taking keen interest, is an essential necessity.

Safeguarding of Small Industries.- Referring to this subject, he pointed out that a very important lacuna in the existing agreement with Japan is the omission to safeguard the position of small industries in India, most of which are in a state of infancy and have grown up under the incidental protection provided by the present level of revenue customs duties. All these small industries lack both organisation and resources to secure necessary protection for their growth and expansion and have in recent years had to face increasing competition from Japanese imports, which are being put on the Indian market at almost continuously declining prices.

An All India Economic Conference.- Urging the necessity for an all India economic Conference, he said that such a conference was necessary for framing a national economic programme. The holding of such a conference, Mr. Shroff pointed out, ~~that~~ would serve a two-fold purpose. First, it will not make possible for Government any longer to evade their responsibility on the score of a lack of constructive lead by Indian public opinion; and secondly on the eve of the inauguration of the new Provincial Governments such programme, in so far as it may be carried out by Provincial Governments, may well serve as a guiding star to the elected Ministers.

(The Bombay Chronicle, 13-8-36)

Indian Cement Merger;

The Associated Cement Companies, Ltd., Registered.

Reference was made at pages 31-32 of our May 1936 report to the proposed merger of several Indian Cement Companies. The Combine, called the Associated Cement Companies, Ltd., was registered as a Joint Stock Company on 4-8-1936. The registered office of the Company will be in Bombay. The official operations of the Company will start by the first week of October 1936. The following are the main features of the scheme:-

Complete Unified Control.- The entire industry will now be concentrated in the hands of one company — production, sales, research, finance, propoganda and publicity will ~~be~~ all be under one unitary control. Although the history of industry in India contains several instances of co-operation, combination or association, either for specific purposes or for one or more branches of activity, there has not been another instance where an entire industry in the Indian sub-continent has been concentrated and centralised in one controlling authority. In the case of the A.C.C. the component companies simply cease to exist as so many separate units and indistinguishably merge themselves into the new organisation. In other words they efface themselves. The industry will become the company and vice versa.

Consumer's Interests.- The fear has been expressed by some people that this latest development in the Indian cement industry will place the consumer at the mercy of the A.C.C., but, in the case of a commodity like cement, the consumer is hardly likely to suffer from a virtual monopoly. There is no danger of the Indian industry taking advantage of its unique position and putting up ~~a~~ prices; for, apart from the danger of foreign competitors capturing Indian markets, the main desire of the promoters of the merger is so to manage the industry as to be able progressively to reduce the cost of cement and thereby ~~be~~ popularise its use by bringing it within the reach of the poorest pocket.

Price Reduction.- In fact, it is generally recognised that the promoters of the merger are as much concerned with the development of the cement industry in India as with the securing of the maximum yield on investment. During the last six years the reduction in the price of Indian cement amounts to about Rs. 10 per ton. A stage has been reached when any more reduction, which is necessary further to popularise cement, cannot be made by individual concerns with due regard to the shareholders' interests. It became evident therefore that an amalgamation was necessary if the managers of the industry were to continue the dual policy of reducing the price and giving a satisfactory return on investment. Hence it is that the merger is as much in the interest of investors in cement as in that of the industry and the consumer.

Rationalisation.-

One of the essential improvements contemplated under the merger is the abolition of the quota system so that the fullest advantage can be taken of the production capacities of the existing works favourably situated with regard to the markets, production in less economic centres can be restricted, and other more suitable centres developed. It is not, of course, in the field of sales alone that the A.C.C. will develop the industry. Centralisation of research and the resultant discovery of the cheapest and most efficient methods of production, unitary control in the purchase of raw materials and packing material and frequent adjustments of production in specified areas in relation to foreign competition and changing local needs are some of the more abiding improvements which is hoped will place the industry in an impregnable position and ensure its progress from strength to strength.

Statistics of Output and Consumption.- The following table illustrates the progress in the past six years:-

Year.	Indian output	Consumption of Indian Cements.	Imports	Total consumption.
	Tons.	Tons.	Tons.	Tons.
1930	559,856	563,929	68,000	631,929
1931	587,806	587,306	62,500	649,806
1932	582,182	582,182	59,000	641,182
1933	..	612,818	42,800	657,918
1934	..	629,818	45,800	671,918
1935	(roughly)	846,000	45,000	886,000

Central
Research
Activi-
ties.-

Five-Year Scheme of Planned Development;U.P. Enquiry Report.

~~On the basis of the Enquiry Commission's~~ The U.P. Government had set up some time back a committee consisting of Khan Bahadur Maulvi Mohammed Obaidur Rahman, Dr. Radha Kamal Mukerji, Mr. M.L. Gupta and Lala Hari Raj Swarup to draw up a five-year plan of economic development for the province and to suggest the financial measures necessary to give effect to their recommendations. The Committee's Report, a summary of which is given below, has been published recently:-

Areas of Economic Planning.- As regards the areas of economic planning, the report says that two considerations are important: (1) to select areas where conditions of rural development have been stabilized, and (2) to select regions and areas where conditions of economic life are particularly backward. In the former areas concentration and co-ordination are likely to create a change in the morale of the masses more quickly. The unit of economic attack should be a circle of 12 to 15 villages with a resident organizer trained in rural reconstruction work. As far as possible the following sections of developmental activities should be concentrated upon in each circle: improvement of agriculture, consolidation of holdings, crop planning, cattle improvement, agricultural marketing, irrigation development, cooperative organization, rural industrial employment, improvement of roads and transport, rural housing and sanitation, and removal of illiteracy.

Broadcast Demonstration.- A period of three to five years, the report states, seems adequate for the first intensive effort in each circle of 15 villages. In the meanwhile, broadcast demonstration will be carried on at a greater or less distance from each rural reconstruction centre. Thus the programme of economic planning will be dual, one part being intensive planning in circles of 15 villages with a resident organizer in each, and the other, broadcast propaganda in concentric circles with the headquarters of the resident organizer as their centre covering the largest number of villages possible.

Work of Organizer.- During the five years the organizer should be able to stabilize a co-operative society, a seedstore and a primary school in each village of his circle so that at the end of the period of his stewardship the village will be able to look after the agricultural, economic, sanitary and other improvement work without the direct help of any government agency.

Details of the Organisation.- The organization of economic planning is envisaged as follows:- A resident organizer in each circle of 15 villages, a district development officer, assisted by an inspector and touring staff, an agricultural engineer in every district and an expert in fruit farming in every district. There should be a whole time Rural Development Commissioner for the province, preferably of the grade of a Commissioner.

Agricultural Planning.- The crux of agricultural planning, according to the report, centres round the problems of consolidation of holdings and crop planning. The majority of the holdings in the Indo-Gangetic Plain, central and east, are undersized; it is futile to apply any economic planning to their case. Considering the importance of compactness, the following legislative measures have been suggested:-

(1) If 33 per cent. of the zamindars and tenants of a village so apply, the village should be consolidated into compact blocks by order of a court, a form of "chakbat" partition being applied.

(2) Cases of exchange of contiguous plots should be exempted from the usual stamp and registration charge.

(3) Transfer of plots below five acres should be refused registration, if it is not to be made to the co-sharer, or to the owner or tenant of adjoining land.

(4) No tenancy should be divisible if by such division it would lead to plots of less than five acres.

(5) A tenant should have the right of pre-emption over a vacant holding adjoining his plot at the market rate.

(6) A zamindar may not lease vacant lands less than five acres in area to new tenants who have no other holding in the village.

(7) Exproprietary and occupancy tenants should be granted the right of sale in favour of a co-operative consolidation society or of a tenant who wants to secure contiguous plots.

Selection of Crops.- Crop planning under the conditions of heavy population pressure must be approached from a new angle, namely, devising for each zone a judicious crop rotation which may ensure the most economical use of land and men on the farm and yield the highest number of calories per acre of holding. The fixation of definite quotas of sugarcane areas for each province by an all-India arrangement will have to be considered, immediately as it is estimated that India will be self-sufficient with regard to its supply of sugar at an early date. Delay would mean the expansion of the cane area to an extent which will effect both soil resources and the prices of cane, and aggravate the effects of the present agricultural depression.

Industrialisation.- The committee think that in order to plan the development of various pioneer industries it is necessary that an industrial survey of the province should be undertaken at an early opportunity. In view of the coming industrial exhibition, a survey like this will be of special importance. The establishment of a stock exchange at Cawnpore, as recommended by the Industrial Finance Committee, would give an impetus to the development of joint stock enterprise. These are obvious advantages in this province for a better regional distribution of industries which may bring factories nearer the sources of their raw materials instead of being concentrated in one or two towns.

There are bright possibilities of the establishment of large scale industries in some important directions and the Government may help by offering facilities of technical guidance and research or granting favourable terms of contract and concessions, such as cheap supply of wood, lac and other raw materials from Government forests, and of water from canals.

But the chief feature of industrial planning, says the report, will be the development of rural industries by State help through specially created services of technical advice and marketing. Many of the village and cottage industries already enjoy larger than provincial markets, such as Benares toys and the brass ware of Moradabad. The U.P. Industrial Finance Committee have recently gone through the question of financing the industries of the province. The Planning Committee endorses the recommendations for the establishment of an Industrial Credit Bank to give long and short major and minor industries. Taqavi loans should also be given directly to artisans and those engaged in minor industries.

Co-operative Movement.- The spearhead of the economic offensive in the village, says the report, must be the co-operative movement. Any lasting form of rural uplift rests on the collective spirit and co-operative endeavour applied to every phase in the social and economic life. A practical step towards unifying cooperative work and other developmental activities would be to appoint panchayats in the villages where cooperative societies exist, entirely from the members of such societies. An important factor responsible for the weakness of the co-operative movement in the province is the lack of a central co-ordinating agency like the Provincial Co-operative Bank. Government should take steps to establish such a bank on the lines suggested by the U.P. Banking Inquiry Committee to function as a central banking and financing institution.

Illiteracy.- Referring to illiteracy the report says:- "A big scheme of expenditure for primary education will ultimately have to depend upon some form of provincial tax or cess, and it must of necessity be of the nature of a plan for at least five years at the outset. No accurate estimates of revenue and expenditure can be prepared at this stage. The dual problem is to get rid of hundreds of superfluous primary schools on the one hand, and to increase the efficiency of those which are maintained by improving accommodation, equipment and the number ~~of~~ and training of teachers. In municipal areas compulsory attendance should be for four years first and every effort should be made to bring into line the recalcitrant municipalities. "

Financial Aid.- It is considered necessary to initiate a separate Rural Development Fund to which should be credited at the outset all the grants received periodically from the Government of India for developmental works such as grants for rural development, road development, cane development, and handloom weaving. Any budget provisions for rural development from the Provincial Government should also be credited to this fund. Besides, the U.P. can ~~justifiably~~ justifiably lay claim on a portion of the income derived by the Central Government from excise duties on sugar and matches, about half of the former and a substantial portion of the latter being contributed by this province. Should the consolidated funds, as suggested above, prove inadequate, it is recommended that a small tobacco tax be levied. If the proceeds of this tax be earmarked for rural development it will not be objectionable and may bring in a fair amount of revenue for the Rural Development Fund.

(Commerce and Industry, 1-9-1936).

Employment and Unemployment

Unemployment in B. & O. : Memorandum of Unemployment

Association to Government Unemployment Committee.

Reference was made at pages 74-75 of our July 1935 report to the appointment by the Bihar and Orissa Government in July 1935 of an enquiry committee to devise ways and means of mitigating unemployment among educated youths in Bihar and Orissa. The B. & O. Unemployment Association has recently submitted a memorandum to the Committee, adumbrating a detailed scheme, the salient features of which are given below:

(a) Ministry of Unemployment.- There should be a special portfolio to deal with unemployment under a Minister whose chief duty would be to deal with this problem. It will be his duty to organise, supervise, control and co-ordinate the various measures designed to check unemployment. He may be assisted by an advisory Board consisting of representatives of different communities of the province to be elected by the Legislative.

(b) District Employment Associations.- There should be an association in each district styled the "Employment Association", or any other suitable name that may be thought of, which will be entrusted with the task of dealing with and determining the education and career of all young men of the district. If necessary it may have sub-branches.

(c) Agricultural and Industrial Schools.- There should be an agricultural school and an industrial school in each district to give training in these subjects to young men according to modern methods. The industrial schools should be equipped to give practical training in the various industries, particularly those which are peculiar to the district as also training in tailoring, motor-driving, etc.

(d) Industrial Banks.- In order to provide youngmen trained in these agricultural and industrial schools with the means to follow their career there should be agricultural and industrial banks in each district to supply the necessary capital. Capital may be provided by means of long term loans on personal security or collateral security.

(e) Government to acquire Lands.- In order to provide youngmen taking to agriculture, Government should acquire lands wherever they may be available. If a young man trained in agriculture has no lands of his own to cultivate, he may be given lands to the extent of 15 to 30 bighas per head on suitable rental.

(f) Industrial Survey.- There should be an industrial survey of the entire province with a view to select small industries which can profitably be adopted. Training in the industrial school should be confined to those industries. In this connection the association invites the attention of the Committee to the 'Demonstration scheme' introduced in Bengal by the Department of Industries and to Sir ^{Lymiel} Hamilton's colonisation scheme ^{at} Gosaba.

(g) Marketing Facilities.- Marketing facilities should be provided at suitable centres for the villagers to sell off their products by the establishment of Marketing Unions.

(h) Other Measures.- Other measures which will go to relieve unemployment are detailed below:-

(i) Provision of dispensaries in villages. This is also called for in view of the growing unhealthiness in villages.

(ii) All Government officers including ministerial officers must compulsorily retire at the age of 55. There is too much of laxity at present in enforcing this rule.

(iii) To relieve overcrowding in the Bar, practising lawyers must be made to stop working after practising for 30 years or attaining the age of 60, which ever may be earlier.

(iv) Primary education should be made compulsory. All Government appointments including ministerial posts to be made by competition. This will ~~check~~ indirectly check mediocres from rushing in for education.

(v) A set of rules should be framed for making appointments by public bodies other than Government which should be made binding on them. Similarly a set of model rules should be framed for business firms, factories, mill, big land holders, merchants and traders to guide them in making appointments. In these rules stress should be laid in giving preference to the natives of the Province, against foreigners.

(vi) New high schools and colleges should not be opened without proved necessity and sanction obtained for the Minister-in-charge.

(The Amrita Bazar Patrika, 23-7-1936) +

Co-operation.Progress of Co-operation in the Bombay Presidency, 1934-35.* +1934-35*

Number of Societies.- According to the Annual Report on the Working of the Co-operative Societies in the Bombay Presidency for the period 1-4-1934 to 30-6-1935, the number of societies in the Presidency decreased from 5,816 in 1933-34 to 5,770 during the year under review, but the membership increased from 602,967 to 632,439. The year also witnessed increase in the total working capital and reserve fund of these societies from Rs. 161,675,129 in 1933-34 to Rs. 168,201,461 in 1934-35 and from Rs. 14,598,445 to Rs. 17,455,186 respectively. The increase in the number of members, the working capital and the reserve fund of all the societies, in spite of reduction in the number of agricultural societies, indicates the results of the policy of rectification and consolidation pursued by the Department. During the year, 139 societies were liquidated and only 99 were registered. The 5,770 societies working in the year under review were made up as follow: Central Banks, 16 (15,814 members); Agricultural Societies, 4,730 (300,699 members); non-Agricultural Societies, 906 (313,880 members); Unions, 116; and Insurance Societies, 2.

Agricultural Credit Societies.- The total number of agricultural credit societies has been reduced to 4,465 from 4,502 in 1933-34. There is now a very keen demand for registration of credit societies in the rural areas. The policy of consolidation and rectification has led to growth of popularity of these societies. The general standard of management of these societies has been improved. The membership shows a decrease from 236,869 to 228,227,458 as a result of weeding out of undesirable members. The working capital showed a decrease from Rs. 38,738,973 in 1933-34 to Rs. 37,533,847 in the year under review. This has been explained

* Annual Report on the Working of Co-operative Societies in the Bombay Presidency (including Sind) for the fifteen months ending 30th June 1935.-Bombay:Supdt., Government Printing and Stationery, 1936.- Price Annas 5 or 6d -pp.149

as due to the liquidation of several societies. The reserve fund of these societies, however, increased from Rs. 7,088,678 to Rs. 7,603,376.

Agricultural Non-Credit Societies.- The Report remarks that the agricultural non-credit institutions are a vital link in the chain of rural economy, but it is hardly possible to push on these activities, on anything like a large scale with the limited staff at the disposal of this department. At present the sale societies are the most outstanding feature of this type of co-operative activity though the increase in the number of co-operative protection and fencing societies is also a very hopeful sign. A scheme for the organisation of sugar-cane growers on a co-operative basis is also under contemplation in this Province and as ^{the} Government of India propose to subsidise it by means of a subvention from the sugar excise, it will not be long before it is launched. Cotton sale societies continue to make steady progress. During the year under report 2 more societies were registered, while four societies in Surat District which were in a moribund condition had to be wound up. The total number of societies was 26 as against 28 at the close of the previous year. Although sale societies in general are playing an important part in rural economics, their further progress is considerably hampered by various difficulties. For example, there are at present no proper facilities for grading and pooling, and upto-date information as regards marketing conditions is not always available. The Registrar is considering the question whether a wholesale society should not be registered, which would serve as a clearing house of information and work as a federation of the sale societies by co-ordinating their activities and giving them adequate facilities in marketing.

Agricultural Societies and Rural Uplift.- Agricultural societies can promote rural uplift in three ways. Credit societies and some non-credit societies make contributions towards village improvement. In Bombay, in the year under report, apart from liberal contributions to earthquake funds and the Jubilee Fund, 472 societies have contributed Rs. 50,310 for education, sinking of wells and allied purposes. Agricultural non-credit societies

of the type of Implement Societies, Crop Protection Societies, Sale Societies and the Taluka Development Associations, all in their ^{way} own/enhance the economic well-being of the villager. But the societies which are specially concerned with rural uplift, particularly the moral awakening of the villager, are the Better Living and Rural Reconstruction Societies. The number of such societies has increased from 7 to 14. When the villagers begin to appreciate the benefits of Better Living Societies, it is remarked, their number will yet increase.

Bombay Provincial Co-operative Bank.- The existence of surplus resources in excess of the requirements continues to be the chief feature of the working of the co-operative banks. This favourable feature of the money market has been utilised for lowering the rates of interest on deposits which at present are on a par with those of the best joint stock banks. The demand for advances from members of societies continues to be slack, though it has shown some improvement, and the low return on investments has prevented the banks from reducing their lending rate to the extent that they would have otherwise done.

Producers' Societies.- The number of producers' societies fell from 14 to 12 and their membership from 671 to 592 during 1934-35. Two societies were cancelled during the year under review. Of the remaining, very few are in a really prosperous condition, while some of them continue to be lethargic as before. The obvious implication is that such societies would respond only to improvement in world conditions. The figure in the total value of articles produced shows a slight increase. Though little progress was possible, there is still a profit of Rs. 1,214.

Weavers' Societies.- There were 46 such societies with a membership of ~~187~~ 1815 during 1934-35 as compared with 49 societies with 1957 members in 1933-34. The working capital, however, showed an increase from Rs. 234,042 to Rs. 235,806. These societies continue to struggle bravely. The curtailment in the purchasing power of the agriculturists, the keen competition of the mills and the general illiteracy and the backwardness of the weavers keep these societies down. However, the registration of district

industrial associations in Dharwar, Poona and Nagar Districts would greatly assist these societies. They would cheapen the cost of production by securing raw material at cheap rates and by the supply of improved appliances. The facility of marketing the finished product through the agency of these associations would enable the weaver to get better price for his finished goods and the expert guidance as regards the marketable patterns will, it is hoped, enable the weaver to hold his own against the competition of the mills.

(The annual Report on the Working of the Co-operative Societies in the Bombay Presidency during 1933-34 is reviewed at pages 79-80 of our August 1935 report). +

Progress of Co-operation in C.P. and Berar, 1934-35* +

Statistics of Societies and Membership.- According to the report on the working of the Co-operative Societies in the Central Provinces and Berar during the year ending 30-6-1935, the condition of agriculturists continued much the same as in the preceding year. During the year 71 new societies were registered and the registration of 130 societies was cancelled. The number of co-operative societies of all types therefore declined further from 3,794 to 3,735 of which 3,512 were primary agricultural credit societies. In consequence the total membership also declined to 112,075 as against 114,389 in 1933-34.

Financial Position.- Recoveries of the loans of central banks due by societies amounted to Rs. 1,542,955. Cash advances during the year under report showed a slight increase. The increase was, however, confined to the Central Provinces; elsewhere the advances were meagre. The total loans outstanding against members of societies in the Central Provinces decreased slightly from Rs. 6,874,824 to

* Report on the working of the Co-operative Societies in the Central Provinces and Berar for the year ending 30th June 1935 -Nagpur;Govt. Printing, C.P.1936.-Price Re. 1-8-0. - pp.32+xx

Rs. 6,831,709, while in Berar they went down from Rs. 11,233,720 to Rs. 10,796,663. The financial balance sheet of the cooperative movement as a whole discloses that the outside liabilities amount to Rs. 17,980,685 against which the movement possesses assets estimated at Rs. 21,592,603. The total assets comprise Rs. 10,195,404 or 46.7 per cent in cash and liquid assets and Rs. 2,571,501 or 12 per cent in other fixed assets. It is remarked, however, that despite a succession of adverse years the intrinsic financial position of the movement, however, continued still to be sound.

General Position.- It is remarked that every attempt is being made to put the movement on its feet again and the defects brought to notice from time to time are being remedied. New societies are formed only of honest and solvent agriculturists who are reported to have understood the main principles of cooperation. Fresh financing is confined to short-term loans for agricultural purposes only. In order to prevent over-financing which led in the past to the concentration of large loans in a few individuals, a rule has been recently framed by Government which lays down that no member of a primary credit society shall, at any time, be granted a loan exceeding Rs. 250 in the Central Provinces and Rs. 500 in Berar. In order to ensure proper supervision and control over the societies and the field staff, the Registrar has introduced the group system and established central boards in each institute area. The extensive campaign for the education and training of members which is to be undertaken shortly, will, it is hoped, help materially in resuscitating the co-operative movement in the province.

(The progress of Co-operative movement in the C.P. and Berar during 1933-34 is reviewed at pages 48-50 of our September 1935 report). +

Women and Children.

Nurses Bureau Bombay to be Established from 1-9-1936.

It is proposed to establish from 1-9-1936 a Nurses Bureau in Bombay intended to assist nurses in private practice by placing them in direct contact with medical men and members of the public who may require their services. The Bureau, which will be run on the same lines as similar institutions in most large cities, will maintain a roster of qualified and diplomated nurses and masseuses, members of which will be registered with the Medical Council, Bombay. All appointments will be filled in rotation. The chief object of the Bureau is to eliminate the inconvenience and trouble which doctors and patients have hitherto experienced in trying to get hold of the services of qualified nurses.

A subsidiary object of the new Bureau will be to establish a club for nurses at its headquarters, where they will be able to meet and will have social facilities, including a lounge and a reading room.

The Joint Secretary and the ~~Tax~~ Treasurer of the Bureau are Sister C. McDonnell and Sister A. Myatt, and its present location is Jaiji Mansion, Merewether Road, Apollo Reclamation.

(The Times of India, 20-8-1936).

Indiscriminate

/ Juvenile Employment in India:

Need for Preventive Action.

The Illustrated Weekly of India of 23-8-1936 publishes a two-page illustrated article on "India's Over-worked Children" contributed by its "Special Investigator". The article draws attention to the social evils of indiscriminate juvenile employment in India. Juveniles are most commonly employed in work like pasting wrappers and scissoring leaves for bidi-rolling, and as office-boys, waiters in cheap restaurants and night cafes, and hawkers of vegetables, etc. Certain employers prefer to employ child labour because of the low wages that could be paid, while certain selfish parents choose to remain idle and live on the earnings of their young children.

It is pointed out that, while in western countries 'office-boys' occasionally develop into heads of businesses, in India conditions do not favour such transformations. "Once an under-dog, always an under-dog" is more or less the rule in India, and hence the denial of opportunities to children to obtain a proper education by turning them into wage-earners at an early age seriously injures the future prospects of such children. A strong plea is made in the article for regulation of conditions of work in shops which in urban centres like Bombay, employ a large number of juveniles. The provisions of the Factory Act, it is pointed out, are often circumvented by splitting workers into small groups, and thus making each unit too small to come under the Act. In cities,

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juveniles are also employed as decoys and trained in criminal ways by designing individuals. The article closes by pointing out that social service institutions are the best agencies for ~~cleaning~~ cleaning with the evils of juvenile employment.

(The Illustrated Weekly of India,
Bombay, 23-8-1936). †

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Education.

Recommendations of the Elementary Education
Committee of the Madras Provincial Economic Council.

The Madras Provincial Economic Council appointed sometime back a Committee to consider ways and means for expanding elementary education in the Madras Presidency and to consider the possibility of introducing compulsion in all villages and towns with a population of 5000 and over. It is now understood that the Committee has prepared its report; a brief summary of the report is given below:

Prevention of Wastage.- The Committee, it is understood, has recommended that no boy should be admitted into a lower elementary school before he is at least $5\frac{1}{2}$ years of age and no girl before she is five. To eliminate stagnation of children in the two lowest standards, due to poverty of the parent, it appears to be the recommendation of the Committee to minimise the expense to the parent as far as possible by more liberal subsidies to poor parents for books and school equipment, a reduction in the number of text-books required, a less frequent change of text-books and an adjustment of school hours, holidays and vacations to suit local conditions of harvest, agricultural operations, festivals, market days, etc.

Reorganisation of Elementary Education.- Reorganisation of the constitution of lower elementary schools, it is reported, has also been suggested by the Committee in the following directions: The normal elementary school course should be a five standards course, to be completed ordinarily in five years but double promotions should be encouraged to shorten the course for intelligent pupils. Incomplete and inefficient schools should be eliminated by refusing Government grants to all schools, except the complete school,

(4)

the feeder school and the isolated school. Grants-in-aid should be assessed as at present, but the rules should provide for relating the total amount of grant to the distribution of pupils in the different standards and to the number of literates in the two highest standards and for the fixing of a minimum attendance figure before the school could qualify for grant. Provision should be made for bonuses for pupils of backward communities who pass out of the fifth standard successfully.

Revision of Syllabus.-The Committee is understood to have recommended the preparation of a class by class syllabus, the holding of an examination in each school at the end of the fifth standard, revision of the course of training for elementary school teachers, so as to correspond with the revised syllabus, elimination, as soon as possible, of untrained teachers, increase in the number of training schools for elementary school teachers, and employment of women teachers more largely for the two lowest standards.

Compulsory Education.- It is understood to be also the recommendation of the Committee that parents should be encouraged to send their children to school by persuasive methods, the village munsif being made responsible for seeing that children of school-age in his village attend school.

~~Compulsory Education~~ The Committee considers that a wholesale introduction of compulsion is impossible. Their view is reported to be that compulsion should not be introduced in any area unless there are a sufficient number of school buildings, complete schools and trained teachers. When these conditions are fulfilled, the

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the Committee is of opinion, compulsion should be applied primarily to backward communities. It should be applied to girls equally with boys, and should be free, aided institutions being compensated for the loss of income by enhanced grants. The law should be rigorously applied, in the first instance only to boys between ages of six and eight and to girls between five and seven, children being compelled not only to attend school but to remain there until they pass out of the fifth standard.

It is also the opinion of the Committee that the child who is attending school voluntarily and who is in the standard appropriate to his age should be compelled to remain in school till he passes out of the 5th standard and that this modified form of compulsion may be usefully introduced even in areas where conditions make the compulsion of all children of school age impossible.

(The Hindu, 20-8-1936) +

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Migration.

Indian Migration to Malaya and Ceylon-1935*.

Emigration for unskilled work was permitted only to Malaya and Ceylon during the year. Madras and Negapatam continued to be the ports of embarkation for Malaya and Dhanushkodi for Ceylon.

General Conditions Affecting Migration. - (a) Malaya. Statistics of Emigrants. - Assisted emigration to Malaya was resumed in May 1934 on a non-recruited voluntary basis. Recruitment by kangannies was allowed only in the case of a few tea and oil palm estates which had not developed a close touch with Indian labour. The Government of India decided to continue assisted emigration to Malaya, subject to certain limitations on numbers (22,000 emigrants for the period January 1935 to September 1935 and 6,000 for the period October 1935 to January 1936) upto the end of January 1936. The price of rubber continued low and the labour requirements as estimated by the Malayan Emigration authorities were satisfied by assisted recruitment of about 21,000 labourers. Many labourers however including persons who were refused assisted passages by the Malayan Emigration authorities went to Malaya as ordinary deck passengers paying their own passages. The number of unassisted labourers that proceeded to Malaya from this Presidency is estimated as 26,296. Continuity of employment, cash payment and the comparatively higher rates of wages prevailing in Malaya coupled with the insufficient or untimely rains in the Presidency and the consequent irregular demand for agricultural labour are believed to be the factors responsible for this.

Wage Conditions. - Wages in the estates in Malaya vary according to localities. The wages of male labourers above the age of 16 are from 40 cents (about 10 annas) upwards and of female labourers above the age of 15, from 32 cents (about 8 annas) upwards. In the estates for morning work of about 6 hours, the minimum rates offered are 30 and 25 cents (about Re. 0-7-6 and 0-6-3) for males and females respectively. Children above the ages of 10 get 10 to 20 cents (about Re. 0-2-6 to 0-5-0) per day. The majority of the labourers who work on rubber estates begin their work at about 6 a.m., and stop at about 3 p.m. No labourer is bound to work for more than 6 days in a week. When a labourer is employed on a monthly agreement, he is given work for not less than 24 days in the month excluding holidays. If a labourer is not given work for 24 days, the estate is bound to pay him for each day on which he is not given work, but offers himself for it and is fit to work so as to make up the 24 days.

Labourers' Monthly Budget. - According to data furnished by the Agent of the Government of India at Malaya, the minimum monthly budget of a single Indian labourer in Malaya, based on the price rates of 1935, came up to Rs. 6.57 Malay dollars or Rs. 9-13-9. ~~Rs.~~

* Annual Report on the working of the Indian Emigration Act, 1922 for the year 1935.-Bangalore:Printed at the Mysore Residency Press, and Published by the Manager of Publications, Delhi. 1936.-Price -As.7 or 9d.- pp-30.

It has been suggested, however, that the quantities provided in the budget were not sufficient and that they have to be added to and that some addition should also be made for savings and cost of passages home. At present, the aim of the Labour Department in Malaya is to enable a man and a woman to earn jointly not less than 16 dollars (about Rs. 24) a month. This wage does not provide much for saving or extra expenses but that it is better than can be got in South India, is proved by the numbers who pay their own passages across.

(b) Ceylon. - Statistics of Emigrants.- There was a remarkable fall in the number of emigrants to Ceylon as after the large recruitment of previous year, the estates found their labour forces practically sufficient 8,795 emigrants and 34,223 non-emigrants proceeded to the colony during the year. Only 'old' labourers returning to Ceylon after a short stay in India, close relatives accompanying such labourers and persons intending to joint their relatives x already on the estates were given assisted passages.

Wage Conditions.- The minimum cash wages in force in Ceylon during the year are shown below:

	Men.			Women.			Children.		
	A.P.(Cents)			A. P.(Cents)			A. P. (Cents).		
Low-country estates.	6	7	(41)	5	3	(33)	3	10	(24)
Mid-country estates.	6	11	(43)	5	7	(35)	4	0	(25)
Up-country estates.	7	10	(49)	6	3	(39)	4	8	(29)

The price of rice which the estates have to issue to the labourers remained at Rs. 4-12-10 per bushel.

Recruitment.- (a) Malaya.- Malaya gets its labour from two sources from the Madras Presidency: (a) labourers who are assisted to emigrate and (b) labourers who proceed as deck passengers at their own cost. Persons of the first category are assisted by the Malayan Emigration authorities. Persons of the second category do not come under the scope of the Indian Emigration Act: but they have to be taken into consideration in studying the conditions of the labour market in Malaya. The Malayan Emigration authorities continued during the year their system of quotas for estates and restricted assistance mainly to those who had already been in Malaya or their connections.

During the year an amendment to the Indian Emigration Rules was suggested to the Government so as to provide for return to their homes at the Emigration Commissioner's cost of would be emigrants who had come to the place of accommodation on letters offering employment, but were rejected as no longer required or unsuitable by the emigration authorities. The rule will apply to Ceylon emigration also.

The number of kangany licences issued during the year was small, 52 at Avadi and 10 at Negapatam. As usual, the Tamils supplied the greater portion of the emigrants, Malayalees and Telugus forming a small percentage.

(b) Ceylon. - Owing to the lack of demand for labour in the colony, recruitment was practically at a stand-still during the year. Licences for recruiting were rarely granted. Recruiting was done

only on 27 licences during 1935. 371 emigrants including dependants were recruited and passed to Ceylon on 30 licences. Most of the emigrants (8,424) that proceeded to Ceylon during the year were non-recruited and were mostly labourers 'old' to Ceylon but of less than five years' standing. The emigrants were as ~~xx~~ usual drawn mainly from the agricultural labouring classes in the Tamil districts of South India. As usual, emigration to Ceylon was generally in family groups. The percentage of females to the total number of emigrants was 35. +

Indian Workers in Malaya:

Scheme for Permanent Settlement.

The question of encouraging Indian~~x~~ workers permanently to settle down in Malaya and become Malayan citizens is engaging the attention of both the authorities and the planting community in whose interests Indian labour is largely imported into the country. The Hon'ble Mr. C.D.Ahearne, Federal Secretary, and former Controller of Labour, Malaya, has outlined a scheme to encourage Indian emigrant workers in ~~xxx~~ Malaya to settle down in that country.

The main features of the scheme are the grant of free plot of land and a hut to each worker, and the provision of facilities on ~~an~~ modest scale for the growing of vegetables, etc., and for the breeding of live-stock for domestic purposes. By thus giving the Indian worker vested interests in the country of his adoption, it is hoped, he will soon become a self-supporting and permanent Malayan citizen. According to the plan, in future, labour would be recruited from the children of the Indian settlers and, it is hoped, that the migratory flow from India to Malaya would eventually stop.

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The Malaya Committee of the Rubber Growers' Association of London fully supports this suggestion and the United Planting Association of Malaya have appointed a land committee fully to consider the matter. (The Hindu, 4-8-1936).

The following are extracts from a leading article on the subject published in the Hindu of 4-8-1936:

So far as the planting industry is concerned, the advantages of settlement are obvious. To mention one advantage, under the settlement scheme, "labour would be recruited from the children of the settlers and the migratory flow between Malaya and India would stop" with all its uncertainties and attendant evils. It is significant that the suggestion has been made by Mr. Ahearne, an experienced official who, having been Controller of Labour for a period, knows alike the labour needs of the estates and, though to a less extent, the feelings of the labour population in the Colony.

We think the idea of permanent settlement is one which should be welcome to Indians. A number of Indians have invested large sums of money in the country. They hold among them some 200,000 acres of land. It is not merely the Nattukottai Chettiars that hold property, but also numbers of middle class Indians who served in Malaya as Government employees and professional men. As for the workers, the existing system involving periodical visits to India in slack seasons disturbs the home life of many and causes considerable hardship to all. The unsatisfactory sex ratio, the neglect of children, the divorce from family life amid strange surroundings and other depressing conditions are inescapable concomitants of the present system. Nor are the political results of the existing arrangement less disastrous. Formerly the Indian community enjoyed a position, numerically and otherwise second to that of none. Today, however, Indians constitute but the third largest community, numbering less than 15 per cent of the population. It will not do for Indians to be content with the altogether sub-ordinate place now allotted to them in the life of the country. The interests they have built up are such that they could not give them up and accept wholesale repatriation. The present system must be replaced by colonisation, it being understood that the Indian will be accorded the same rights and privileges in his country of adoption as are accorded to other immigrant communities. (The Hindu, 4-8-1936)

It is understood that the Government of India would shortly be sending out a non-official public man with an Indian Civil Servant of the Education Health and Lands Department of the Government of India to report on the conditions of Indian workers in Malaya.

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General.

The Congress Election Manifesto, 1936:

Attitude to Labour and Social Problems. +

The Indian National Congress, having decided to participate in the ensuing elections under the Reformed Constitution, had entrusted its Parliamentary Committee with the task of drafting an election manifesto setting forth the official policies and programmes of the Congress with regard to all important political, economic and social issues. The draft of this important document was submitted at the meeting of the All India Congress Committee which met at Bombay on 22-8-1936. The following are relevant extracts from the manifesto which are likely to be of interest to the Office. (The full text of the manifesto is included in the press cuttings of the month sent along with this Report):

Economic Situation of India.- The Manifesto traces in brief the history of the struggle of the National Congress during the last 50 years for the freedom of India. Dealing with conditions during the last few years, it states:

"These years have seen the development of an economic crisis in India and the world which led to progressive deterioration in the condition of all classes of our people. The poverty stricken masses are today in the grip of even more abject poverty and destitution and this growing disease urgently and insistently demands radical remedy. Poverty and unemployment have long been the lot of our peasantry and industrial workers; today they cover and crush other classes also—the artisan, the trader, the small merchant and the middle class intelligentsia. For the vast millions of our countrymen, the problem of achieving national independence has become an urgent one, for only independence can give us the power to solve our economic and social problems and end the exploitation of our masses."

Political Situation in India and the World.- "The growth of the national movement and the economic crisis resulted in intense repression of the Indian people and suppression of civil liberties, and the British Government sought to strengthen the imperialist bonds that envelop India and to perpetuate

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the domination and exploitation of the Indian people by enacting the Government of India Act of 1935.

"In the international sphere, crisis follows crisis in an ever-deepening degree and a world war hangs over the horizon. The Lucknow Congress called the attention of the nation to this grave situation in India and the world, and declared its opposition to participation of India in an imperialist war and its firm resolve to continue the struggle for independence of India."

Labour Programme of the Congress.- After rejecting the new India Act as totally unacceptable and declaring the intention of the Congress to make a vigorous move to fight for the civil liberties of the people, the Manifesto deals with labour problems and states:

(i) Problem of Unemployment.- "At the Karachi session of the Congress in 1931, the general Congress objective was defined in the Fundamental Rights resolution (vide pages 1 to 3 of the March 1931 report of this Office). That general definition still holds. The last five years and the developing crisis have, however, necessitated further consideration of the problems of poverty and unemployment and other economic problems. With a view to doing this, the Lucknow Congress laid particular stress on the fact that the most important and urgent problem in the country is the appalling poverty, unemployment and indebtedness of the peasantry, fundamentally due to antiquated and repressive land tenure and revenue systems and intensified in recent years by the great slump in the prices of agricultural produce and called upon the Provincial Congress Committee to frame a full agrarian programme. The agrarian programme which will be drawn up by the All-India Congress Committee on behalf of these Provincial Committees will be issued later."

(ii) Problem of Agricultural Indebtedness.- "Pending the formulation of a fuller programme, the Congress reiterates its declaration made at Karachi that it stands for reform of the system of land tenure and revenue and rent and equitable adjustment of the burden of agricultural debt, giving immediate relief to the smaller peasantry by substantial reduction of agricultural rent and revenue now paid by them and exempting uneconomic holdings from payment of rent and revenue. The question of indebtedness requires urgent consideration and the formulation of a scheme including the declaration of a moratorium and enquiry into the scaling down of debts and the provision of cheap credit facilities by the State. This relief should extend to agricultural tenants, peasant proprietors, small landholders and petty traders".

(iii) Industrial Labour.- "With regard to industrial workers, the policy of the Congress is to secure to them a decent standard of living, hours of work and conditions of labour in conformity, as far as the economic conditions in the country permit, with international standards, a suitable machinery for

settlement of disputes between employers and workmen, protection against economic consequences of old age, sickness and unemployment and the right of workers to form unions and strike for the protection of their interests."

"The Congress has already declared that it stands for the removal of all sex disabilities, whether legal or social or in any sphere of public activity. It expressed itself in favour of maternity benefits and protection of women workers. The women of India have already taken a leading part in the freedom struggle and the Congress looks forward to their sharing in equal measure with the men of India the privileges and obligations of the citizens of a free India. The stress that the Congress has laid on removal of untouchability and for the social and economic uplift of Harijans and backward classes is well-known. It holds that they should be equal citizens with others with equal rights in civic matters. Encouragement of khadi and village industries has also long been the principal plank of the Congress programme. In regard to large industries, protection will be given, but the rights of workers and producers of raw materials will be safeguarded and due regard will be paid to the interests of village industries."

This manifesto will be supplemented in due course by Provincial Committees which will deal with provincial problems. There are ^{two} appendices to the manifesto, namely, the Karachi Fundamental Resolution and the Lucknow Agrarian Resolution.

The Manifesto has been very favourably received in nationalist circles, as also by labour groups.

(The Bombay Chronicle, 23-8-1936) +