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INTERNATIONAL LABOUR OFFICE
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Report for February, 1939

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

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National Labour Legislation.

The Employment of Children (Amendment) Bill, 1939:

Children below 12 not to be employed in Workshops.

Central Assembly passes Bill.

On 8-2-1939 Sir Muhammad Zafrullah Khan introduced in the Central Assembly the Employment of Children (Amendment) Bill, 1939, which seeks to prohibit the employment of children below 12 years of age in workshops (premises wherein any industrial process is carried on without the aid of power). The text of the Bill is published at pages 24-25 of Part V of the Gazette of India dated 11-2-1939. (A copy of the Bill was sent to Geneva with out minute A.8/232/39 dated 9-2-1939.)

The Statement of Objects and Reasons appended to the Bill points out that the Royal Commission on Labour drew attention to the serious abuses prevalent in many establishments not subject to the Factories Act. In particular, mention is made of the employment of children, often at a very early age, in various offensive, and in some cases dangerous, occupations. The Bill is intended to prohibit the employment of children under 12 on premises carrying on the occupations enumerated in the Schedule, which have been selected either because they are unhealthy or commonly accompanied by exploitation of child labour. Provincial Governments, who have been consulted, are given full power to amend the Schedule.

The Schedule includes: (1) bidi making, (2) carpet-weaving, (3) cement manufacture, including bagging of cement, (4) cloth printing, dyeing and weaving, (5) manufacture of matches, explosives and fireworks, (6) mica-cutting and splitting, (7) shellac manufacture, (8) soap manufacture, (9) tanning, and (10) wool cleaning.

Debate in the Assembly.- The Bill was taken up for consideration on 13-2-1939.

Mr. K. Santanam, while supporting the Bill, criticised its limited scope and stated that employment of children in all occupations, especially in hotels, but excepting domestic services, should have been brought within the scope of the Bill. Under the Bill as drafted, children could be employed in establishments which used power but employed less than 10 or 20 persons under the Factories Act as applied in different provinces.

Mr. N. M. Joshi said that this and other minor Bills intended to carry out the Labour Commission's recommendations were undoubtedly useful, but larger problems like social insurance, reduction of hours, revision of the workmen's compensation law, etc., were more important and required urgent attention. The Government, he complained, had failed to take them in hand. He also referred to the delay in implementing the recommendations of the Labour Commission and suggested

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that if early action had been taken on them, sufficient time would have elapsed for necessary revisions of the age of employment and, instead of 12, it would now have been raised to 15, which in his opinion was the right limit.

Mr. M.S.Aney pointed out that the power given to the provinces to add or omit from the schedule of occupations that would come under the operations ~~that~~ of the Bill, was likely to bring about unfair, and different conditions in the various provinces. He, therefore, suggested that legislation should be ~~so~~ as to provide for uniformity.

Sir M. Zafrullah Khan in his reply, pointed out that the other ~~in~~ important aspects of labour legislation to which reference had been made in the speeches were aspects of which the Government were aware and some of them were under their consideration.

Amendments. - Two amendments were moved by Mr. N.M.Joshi, one seeking to raise the age limit from 12 to 15, and the other to withdraw the power given by the Bill to provincial Governments to make exceptions in the case of dangerous and unhealthy occupations given in the schedule. The first was rejected and the second passed. Another amendment seeking to exempt employment of children in recognised vocational schools, was also adopted.

The Bill was then passed by the Assembly the same day.

(The Statesman, 14-2-1939) ←

Safety in Coal Mines:

The Coal Mines (Stowing) Bill, 1939:

Bill referred to Select Committee by Central Assembly. ←

On 8-2-1939 Sir Muhammad Zafrullah Khan, Labour Member, introduced in the Central Assembly the Coal Mines (Stowing) Bill, 1939, which seeks to make further provision for safety in coal mines. The Bill proposes an excise duty on coal and coke raised so as to constitute a fund to grant assistance to owners, agents or managers of coal mines, for stowing operations. The text of the Bill is published at pages 19-23 of Part V of the Gazette of India dated 11-2-1939. (A copy of the Bill was sent to Geneva with our Minute A.8/232/39 dated 9-2-1939.)

According to the Statement of Objects and Reasons appended to the Bill, the Government of India have had under consideration for some time past the question inter alia of devising measures for the protection of miners against the dangers involved in the present methods of extraction in the main coalfields where a stage has been reached at which the continued extraction of the large quantities of coal standing in pillars by ordinary methods is impossible in some

cases and would, in other cases, involve serious danger to those engaged in the work and the likelihood of a great wastage of coal. They accordingly appointed a committee known as the Coal Mining Committee in October, 1936, to inquire into the methods of extracting coal underground in Bengal, Bihar and the Central Provinces and to report on the measures which should be taken to secure the safety of the workers and to prevent avoidable waste of coal. The Committee have advocated the adoption of stowing, i.e., the filling with sand or other incombustible material of the space left by the extraction of coal, to start with, in areas where there is urgent and immediate danger to life or urgent danger of substantial loss of coal. The Committee have recommended that a cess of 8 annas per ton on coal, including soft coke, and 12 annas per ton on hard coke should be imposed, to be used mainly to defray the cost of stowing. The recommendations of the Committee have been examined by the Government of India in consultation with the Provincial Governments and the interests concerned. The Government of India feel that for the present at any rate the main objective of any proposals should be to secure the safety of the worker. Such proposals would incidentally result in a certain amount of conservation but safety should be the primary objective. The Bill is designed to give effect to these proposals.

The Bill was taken up for consideration on 13-2-1939 and referred to a Select Committee the same day. *The Select Committee reported on 18-2-39 & consideration of the amended Bill was taken up on 27-2-39. The report is (The Statesman, 14-2-1939.) published at pages 37-42 of Part V of the Gazette of India dated 25-2-39 +*

Coal Mines Rescue Rules, 1939. +

Attention is directed to pages 191 to 205 of Part I of the Gazette of India dated 11-2-1939 where is published the final text of the Coal Mines Rescue Rules, 1939. The Rules are to apply to the Jharia and Raniganj coal fields; they provide for the formation of a Rescue Stations Committee, and the imposition of an excise duty on coal raised for financing the station, and define the functions of the Station. +

Draft Amendments to Indian Coal Mines Regulations: Provisions for greater Safety. +

Attention is directed to page 190 of Part I of the Gazette of India dated 11-2-1939 where is published the draft of certain amendments to the Indian Coal Mines Regulations, 1926. The proposed amendments relate to the tests designed to ascertain the presence, if any,

of inflammable gas in unused workings suspected to contain such gas, Standing Orders regarding withdrawal of workmen from mines in the event of a stoppage of the mechanical ventilation, and the prohibition of naked lights on defective safety lamps.

The draft amendments are to be taken into consideration on 11-5-1939. +

The Hazardous Occupations (Bleaching and Dyeing) Rules, 1939:
Draft Notification of the Madras Government. +

Attention is directed to page 192 of Part I of the Fort St. George Gazette dated 14-2-1939 where is published the draft of the Hazardous Occupations (Bleaching and Dyeing) Rules, 1939. The Rules are to apply to all textile factories in which bleaching and dyeing processes are carried on and provide that the management should provide rubber gloves to workers engaged in these processes. +

The Hazardous Occupations (Weight Lifting) Rules, 1939:
Draft Notification of the Madras Government. +

Attention is directed to pages 193 to 194 of Part I of the Fort St. George Gazette dated 14-2-1939 where is published the draft of the Hazardous Occupations (Weight Lifting) Rules, 1939. Occupations involving the carrying or lifting of articles by women workers in factories are to be declared hazardous and the Rules prescribe that no woman worker should carry or lift articles weighing more than a third of her weight or 50 lbs. whichever is less. +

Bengal Jute Ordinance, 1938, Withdrawn. +

In view of the fact that the Indian Jute Mills Association, Calcutta, has recently arrived at a satisfactory agreement with the outside mills on the subject of restriction of working hours, working looms etc., with a view to control mill output of jute, the Bengal

Jute Ordinance, 1938 (vide page 4 of our September 1938 report for details), has now been withdrawn. A Notification (No. 560-Com. dated 17-2-1939) to this effect has been published at page 19 of Part I of the Calcutta Gazette Extraordinary dated 18-2-1939. (For details of the agreement between the Jute Mills Association and the 'outside' mills, vide pages 25-27 of this Report under Section: "Conditions of Labour")..

Settlement of Trade Disputes in U.P. : Bill on lines of Bombay Trade Disputes Legislation to be introduced. .

It is understood that the United Provinces Government is contemplating to introduce labour legislation generally on the lines of the ~~Bombay Trades Disputes~~ Act. At present, in the U.P., trade disputes are being decided by the Labour Commissioner who is assisted by the Labour Officer. It is felt that the growth of industrialism in the province is creating new problems, for a proper solution of which suitable legislation and machinery are called for.

(The National Herald,
1-2-1939)..

The Burma Shops Bill, 1939: Bill introduced in House of Representatives on 15-2-1939. .

Attention is directed to pages 58 to 59 of Part III of the Burma Gazette dated 18-2-1939 where is published the Burma Shops Bill, 1939, which seeks to regulate the hours of work of shop assistants and commercial employers. The Bill was introduced in the House of Representatives on 15-2-1939 by Mr. Ganga Singh (non-official). It is drafted on the model of the Bombay Shops and Commercial Establishments Bill, 1939 (vide page 3 of our January 1939 report) and provides, inter alia,

for (1) an 8-hour day in shops, commercial establishments, and hotels, restaurants, etc; (2) one hour rest interval; (3) spread-over not exceeding 12 hours per day; (4) 52 holidays with pay and (5) prohibition of children under 12 in employment in establishments covered by the Bill, and limitation of working hours of children between 12 and 15 years to 7 hours per day. +

The Burma Labour Protection Bill, 1939: Bill introduced in House of Representatives on 15-2-1939. +

Mr. Pa Hlaing introduced on 15-2-1939 in the House of Representatives Burma, the Labour Protection Bill, 1939. The salient features of the Bill are: (1) the setting up of minimum wage fixing machinery; (2) ensurance of workers' right of association; (3) punishment of employers for victimisation, and (4) grant on full pay of 10 days leave for sickness, 1 1/2 days per week for weekly rest, and 40 days for festivals, etc.

The text of the Bill is published at pages 60 to 61 of Part III of the Burma Gazette dated 18-2-1939. +

The Code of Civil Procedure (Amendment) Bill, 1939. +

Attention is directed to page 52 of Part V of the Gazette of India dated 25-2-1939 where is published the Code of Civil Procedure (Amendment) Bill, 1939, introduced in the Central Assembly on 18-2-1939 by Mr. Kailash Behari Lal.

According to the Statement of Objects and Reasons appended to the Bill, it purports to amend the Code of Civil Procedure, 1908, so as to afford similar protection to a labourer as is enjoyed by an agriculturist in respect of exemption from sale of his house in execution of ~~an~~ a money decree under sub-section (1) of Section 60 of the Code. In justification of the proposed amendment, it is pointed out that to avoid the growing acuteness of the problem of housing of labourers, both in rural and urban areas, it is expedient that the labourer's house also should be exempted from sale in execution of a money decree.

37. 7
The Indian Merchant Shipping (Amendment) Act, 1939.

(Act No. VI of 1939). +

Reference was made at page 5 of our November 1938 report to the introduction in the Central Assembly on 10-11-1938 of a Bill to amend the Indian Merchant Shipping Act, 1923, with a view to authorise deductions from wages towards provident fund contributions. The Bill was taken up for consideration by the Assembly on 6-2-1939.

Debate on the Bill.- Mr. K. Santanam while supporting the Bill, asked the Government what steps they themselves were taking to institute a scheme on the lines of the British National Maritime Board to protect the interests of seamen in general, apart from those protected by the Scindia Company's scheme. He suggested that the Government should give some information on this matter to the House.

Mr. N.M. Joshi urged that the Government of India should see that the rules of the scheme introduced by the Scindia Company were properly drawn up. The rules, he said, should not provide for any qualifying period, but should be such that a man would not lose the benefit of the fund because he left the service of the company after a short period. The management of the fund should be a joint one by employers and employees and the expenses of the management should be restricted to two or two and a half per cent. of the total contributions. He objected to the provision of a qualifying period because it would restrict the freedom of the seaman to seek employment under another company if he were offered better prospects.

Mr. Azhar Ali speaking on the first reading, pointed out that the percentage of deductions should be reduced and suggested that the pay of seamen should be raised so as to make up for the deductions to be made. He also felt that the agreements to be drawn up by the companies ought to be scrutinized by a Government expert on behalf of the employees who could not afford expert legal advice.

Sir Muhammad Zafrullah, replying pointed out that there was no dispute about the provisions of the present Bill but that a few suggestions were made about certain aspects of such schemes which should be borne in mind by the Government when approving them. He was, however, unable to give the positive assurances demanded by Mr. Joshi. He added that the suggestions would however be borne in mind by the Government. The Bill, he emphasised, was a step in the right direction.

The Bill was then passed by the House.

(The Statesman, 7-2-1939).

The Bill was considered by the Council of State on 15-2-1939 and passed the same day; it received the assent of the Governor General on 17-2-1939. The text of the Act is published at page 78 of Part IV of the Gazette of India dated 25-2-1939. †

The Motor Vehicles Act, 1939. (Act IV of 1939). +

Attention is directed to pages 5 to 76 of Part IV of the Gazette of India dated 25-2-1939 where is published the Motor Vehicles Act, 1939, which received the assent of the Governor General on 16-2-1939. The Act comes into force on 1-7-1939 but Chapter VIII (Insurance of Motor vehicles against third party risks) will not have effect until 1-7-1943.

The Act ~~fixed~~ the age of employment of drivers in Section 4 and restricts the hours of work of drivers in Section 65. +

The Workmen's Compensation (Amendment) Bill, 1939:

Bill introduced in the Central Assembly. +

An official Bill was introduced in the Central Assembly on 27-2-1939 to amend the Workmen's Compensation Act, 1923. The Bill seeks to remove doubts raised by conflicting decisions of certain High Courts as to whether, because of the expression "employed on monthly wages" occurring in the definition of "workman" in the Act, a worker whose wages are paid otherwise than by the month or on a monthly basis can, under any circumstances, claim the benefits of that Act. The statement of objects and reasons of the Bill declares ~~that~~ that a worker should be so debarred on that ground alone was never the intention of the Act; to remove these doubts a more formal definition of the ~~x~~ expression "monthly wages" is now proposed. The expression, according to the Bill, means the amount of wages deemed to be payable for a month's service (whether the wages are payable by the month or by whatever other period or at piece rates).

The Bill also contains a provision enabling a workman whose claim has been rejected on the above ground to have the investigation of his claim reopened. +

~~The~~ The text of the Bill is published at page 85 of Part V of the Gazette of India dated 4-3-1939.

The Bombay Industrial Disputes Act, 1938.
(Act XXV of 1938).

Attention is directed to pages 12 to 52 of Part IV of the Bombay Government Gazette dated 24-2-1939 where is published the Bombay Industrial Disputes Act, 1938 (Act XXV of 1938). The Act received the assent of the Governor General on 13-2-1939.

Conditions of Labour.

General Wage Census, Bombay: Labour Office Report on
Seasonal Factories.*

The Bombay Labour Office has recently issued a Report on an Enquiry into Wages, Hours of Work and Conditions of Employment in Seasonal Factories in the Bombay Province, which is based on an enquiry forming the second part of a scheme of a General Wage Census of the Bombay Province. (The first part of the scheme dealt with perennial factories and three reports on wages, hours of work and conditions of employment were issued under the first part - the first relating to the engineering industry (reviewed at pages 14-17 of our January 1936 report), the second to the printing industry (reviewed at pages 22-25 of our March 1936 report) and the third to the textile industry (reviewed at pages 16-22 of our June 1937 report).

Census Period, Types of Factories and Numbers of Workers.- Unlike the General Wage Census of perennial factories, the present census could not be confined to a particular date or month, but covered a period of eight months from November 1935 to June 1936. Moreover, it did not cover all the seasonal factories but only a representative sample. The sample taken, was however, a very large one. Thus, out of a total of 646 factories in 1936 employing 38,132 workers 494 factories employing 29,472 workers were covered by the enquiry. The percentage to total of the factories and the number of workers covered comes to about 55 and 79 respectively. The following table shows the total number of factories on the registers and of factories and workers covered by the enquiry.

Type of concern.	Number of Factories on the Registers of the Factory Department.	Number of Factories in 1936*	Number of workers employed	Number of Factories covered by the enquiry.	Number of workers covered.
Gins ..	306	582	36,510	326	20,041
Presses ..	219	61	1,546	124	8,283
Gur Factories ..	63	3	76	41	1,074
Rice Mills ..	3	3	76	3	74
Total ..	891	646	38,132	494	29,472

* Annual Factory Report, 1936, pages 31 and 39.

of 1939.
No 5 or 6d.
88.

* Government of Bombay Labour Office - General Wage Census Part II- Seasonal Factories. Report on an Enquiry into Wages, Hours of Work and conditions of employment in Seasonal Factories of the Bombay Province 1936.

Ginning Factories: Pooling System.- A somewhat striking feature of the ginning and pressing factories in the Province is the existence of what is ~~now~~ known as the "pooling" system. During the year of enquiry there were 26 ginning pools and 35 pressing pools. "Pooling" is an arrangement entered into by groups of factory owners at particular centres with a view to eliminating competition.

Number of Gins and Size of Factories.- The total number of gins erected in the factories covered by the enquiry was 9,043 of which 6,970 were actually working. Taking the number of gins as the factor, the size of ginning factories varies considerably from five gins to over 60. An analysis of factories according to the number of persons employed shows that out of the 326 factories, 109 or 33.44 per cent. employed between 40 and below 75 persons and the number employing between 20 and 40 and 75 and below 125 was about the same being 92 and 87 respectively. No fewer than 33 factories employed between 125 and below 200 persons. The capitalⁱⁿvested on 238 (for which information is available) of the 326 factories covered was Rs. 10,452,497.

About half of the ginning factories work for 4 to 6 months in the year and nearly 30 per cent. for more than 6 months; 59.67 per cent. of the pressing factories work for 5 to 8 months and in the majority of the gur factories the duration of the season is about 6 months.

Occupational Distribution and Character of Labour Force.- Of the 22,604 persons employed in ginning factories, 74.48 per cent. were workers (30.47 males and 44.01 females), 14.18 per cent engineering staff, 6.61 watch and ward staff and the rest officers and clerical staff.

The labourers in gins are employed either on daily rates of wages or on piece rates or on a contract basis. Muccadams are usually employed for recruiting labour and for supervising their work but in several rural areas labour was reported to be recruited directly by the management. In some cases a member of the staff of the factory was sent out into the adjacent villages to fetch the required number of men and women, and in other cases it was stated that on hearing the factory whistle the labourers of their own accord came to the factory for work. The labourers are mostly illiterate. The female gin coolies are a mixed class of Hindus and Muslims, a large number of the Hindu section belonging to the depressed classes.

Hours of Work, Rest Interval, Leave, etc.- In the vast majority of ginning factories the daily hours of work are ten. Only four factories reported lower than ten hours' working per day and only three that they worked for 11 hours per day. In the case of 59 factories, however, although the daily hours of work were nine the total spread-over was 13 hours. As regards rest intervals, excluding the 59 factories having a relay system, 232 or 71.17 per cent. of the total granted an interval of one hour per day, four an interval of an hour and a half, 27 an interval of two hours while four did not supply accurate information on this point. During the period of the enquiry 63 factories reported that they worked two shifts. None of the factories had any leave rules and the question of granting leave is entirely at the discretion of the management. The weekly closing day in the case of

ginning factories may be any day of the week.

Wages.- The managers of ginning factories are usually men with little education. Their average monthly rate of wages for the whole Province comes to Rs. 42-10-5. The average monthly rate of wages of engineers comes to Rs. 61-13-0, and that for clerks comes to Rs. 19-7-0. In the engineering department the engine driver's monthly wages range from Rs. 18-15-9 to Rs. 32-15-9, fireman's from Rs. 15-0-0 to Rs. 24-10-9, fitter's from Rs. 22-9-0 to Rs. 42-8-5.

The most important occupation, numerically speaking in a cotton ginning factory is that of gin feeders including relievers. The present enquiry shows that out of the 16,540 labourers employed in these factories no fewer than 7,619 or 46.06 per cent. were gin feeders, out of whom 997 were males and 6,622 females. The daily wages of gin feeders vary from as. 3 to as. 7 in the case of men and, in the case of women, while the maximum limit is the same, in about 10 per cent. of the cases the women get less than as. 3 per day the rate being as. 2 or 2½ as. per day. The most common daily rate for men would appear to be between as. 5 and as. 6 while in the case of women it varies between as. 3 and 5. Next to gin feeders in importance are kapas carriers. Information as regards the daily rates of wages available in respect of 1,449 men kapas carriers and 292 women kapas carriers, reveal remarkable variations, the range being, in the case of males, from annas 4 a day to Re. 1-1-0 per day. Although, however, the range of variation is very great the majority of male kapas carriers appear to be concentrated in the wage groups lying between annas 6 and annas 9 per day. Cotton carriers received from annas 3 to 11. A large number of male cotton carriers however get a daily wage of between annas 6 and annas 7 while in the case of female cotton carriers a considerable number of them are to be found in the frequency group annas 4 to annas 5. Cotton pickers and sweepers received from annas 3 to 7 but the bulk of them are in receipt of a daily wage of between annas 3 and annas 5 while in the case of men a very large majority of them receive a wage of between annas 5 and annas 6 per day. 12,960 workers (57.34 per cent) are paid on a weekly basis and 4,760 (21.06 per cent) on a monthly basis.

Overtime and Bonus.- There is very little overtime working in ginning factories. With one exception none of the factories reported any practice of imposing fines. In ginning and pressing factories there is no regular system of granting bonuses although during holidays such as Diwali or Holi or at the end of the season, if the factory has had a profitable season, something by way of bakshis (presents) is distributed among the ~~workers~~ workers. Out of the 326 factories covered by the enquiry 134 reported that bonus was occasionally granted to some of the workpeople. The payment of bonus is however restricted mainly to the staff who are recruited on a monthly basis or for the season, although in the case of the manual labourers sometimes a lump amount is distributed.

Welfare Activities.- Welfare activities in ginning and pressing factories are almost non-existent. None of the factories reported having a dispensary for treating the workers. As the bulk of the workers in ginning factories either belong to the place where the factory is situated or come from surrounding villages, housing on any considerable

scale is not provided by the owners of such factories to their work-people. In some cases material for erecting huts is, however, provided while in others, particularly in centres in Gujarat, sheds made of corrugated iron are provided in the compound of the factory itself.

Pressing Factories: Number and Distribution of Workers.- 74 or 59.67 per cent. of the 124 pressing factories covered by the enquiry worked for five to eight months in the year. 86.34 per cent of the 8,780 persons employed in presses were workers, (58.77 males and 27.57 females), 8 per cent. in engineering staff, 2.81 per cent in the watch and ward and the rest were officers and clerical staff. Out of the 124 factories covered, 114 or 91.94 per cent. reported that the supply of labour was adequate. The labour is recruited mainly through muccadams and contractors. It is mostly local labour.

Hours of Work, Rest Intervals, etc.- 100 or 87.90 per cent. of the factories covered reported that the daily hours of work were ten. There is no uniformity as regards the rest interval in pressing factories; 96 of them reported that an hour's rest interval was given, while others reported longer intervals. The position as regards leave and weekly rest in pressing factories is similar to that in ginning factories.

Wages.- The average monthly wage of a manager comes to Rs. 49-12-3, of an engineer to Rs. 58-12-7 and of a clerk to Rs. 19-13-1. In the engineering industry, engine driver's monthly wages range from Rs. 20-2-3 to Rs. 30-12-0, fireman's from Rs. 16-0-9 to Rs. 23-14-3, fitter's from Rs. 23-0-0 to Rs 36-10-8 and oilman's from Rs. 11-5-4 to Rs. 16-3-2. The wages of daily paid workers ranged from below annas 3 in case of woman cotton mixer to annas 11 in case of pallawala.

Gur Factories: Size of Factories.- The size of a gur factory is determined by the number of "pans" in use. In the 41 factories covered by the present enquiry, 209 pans had been set up of which 200 were in use. The most usual number of pans per factory appears to be four, in the majority of cases these factories work for about six months in the year.

Occupational Distribution.- Of a total of 1,124 persons employed in the factories covered by the enquiry, only 75 were women. Of these only 130 belonged to the clerical, engineering and watch and ward staffs, while the number of actual workpeople was 994.

Hours of Work etc.- Owing to the semi-domestic and unorganised character of the industry there is considerable variation between factory and factory in regard to the hours of work and rest intervals. The present enquiry shows that the hours of work ~~and rest intervals~~ in gur factories vary from 8 to 12 per day, the daily hours of work being 10 in 10 cases and 11 in 9 cases. In five cases they were reported to exceed 11 per day. Rest intervals were reported to vary from no interval at all to an interval of two hours. None of the factories had any regular ~~xxx~~ system for granting leave to the workpeople. The weekly day of rest may be any day of the week.

Wages.- In gur factories except in the case of the supervisory, clerical, engineering and watch and ward staff the rest of the workers are paid on piece-work basis. Among non-process operatives in gur factories engine drivers are the best paid, their monthly wages ranging from Rs. 24-8-0 to Rs. 31-4-4. Oilmen and watchmen get between

Rs. 10-12-10 and Rs. 12-13-11.

The predominant system of wage payment in gur factories is the weekly system. Those paid on a weekly basis are generally persons engaged in unskilled occupations. In gur factories there is no system of paying a cash bonus. Six factories however reported that on festive occasions they distribute small quantities of gur among their workpeople and sometimes supply the workers with cloth for turbans. None of the factories reported either overtime work or night-shift working.

Welfare Work.- None of the gur factories excepting one reported any activities for the welfare of their employees. Only one factory stated that firewood and kerosene oil was supplied free of charge to workers occupying huts near the factory. Very little provision for medical aid is made in gur factories.

Rice Mills.- During the period of enquiry the rice mills covered by the enquiry employed an average daily number of 79 persons, of whom 48 were women and 31 men. Of the 79 persons employed, 70 were ordinary labourers, four mechanics, two belonged to the watch and ward and three to the supervisory staffs. These factories work intermittently throughout the year. The hours of work are nine per day. Friday is observed as the weekly holiday. One of the factories reported overtime working for which the workers were given extra remuneration. None of the factories had any regular system for granting leave although in the case of salaried employees leave with pay from four to 15 days in the year was granted. Fining was not reported by any of the factories. No provision for medical attendance appears to be made. The labour employed being locally recruited no special provision is made for its housing. Speaking generally, male coolies employed in rice factories receive a wage of 7 annas per day while female coolies get 5 annas per day. In the case of 41 coolies the final settlement regarding wages was reported to have been made at the end of the season, while in 22 cases the workers were paid at the end of the week. In nine cases the monthly system of payment was reported.

Digboi Labour Dispute: Recommendations of the Court of Enquiry and Government Resolution thereon.

History of the Case.- For several months prior to the registration in August 1938 of the Labour Union of the employees of the Assam Oil Company at Digboi, a section of the employees of the Company had ventilated certain grievances against the Company of varying degrees of seriousness and reality. Shortly before registration, the Union had formulated these grievances and on 27-7-1938 had presented to the Company a list of twelve demands. The Company replied two days later, giving their views on each of the demands and stating that they refused to recognise the Union until they had fuller

information as to the details of its constitution. On receipt of the Company's letter, the Union replied that drastic action would be taken unless the ~~the~~ demands were granted within 14 days. The Company replied that they had asked the Government of Assam to appoint a Court of Enquiry. On 16-8-1938 Government appointed a Court of Enquiry, consisting of Mr. J.C. Higgins, C.I.E., I.C.S., Commissioner, Assam Valley Division as Chairman, and Khan Bahadur Maulavi Sayidur Rahman, M.L.A., and Srijut Omeo Kumar Das, M.L.A., as members. The Court submitted its report to the Government on 7-1-1939.

Recommendations of the Court: Unanimous Recommendations.- The main unanimous recommendations of the Court are briefly summarised below:

1. Recognition of Union.- Preliminary recognition of the Union may be accorded as a conciliatory gesture, and this may be followed by discussions between representatives of both sides regarding necessary amendments to the rules and constitution of the Union and other conditions of recognition.

2. Wages.- The company should consider the possibility of ~~a time-scale for its unskilled and semi-skilled workers~~ and (2) promotion by transfer for employees for whom further advancement are not possible in their own department.

3. Safety of Workers.- The Chief Inspector of Factories should be instructed to examine the adequacy of protection afforded by the welding glasses provided by the Company to its workers and to keep watch on the incidence of occupational diseases, while the company should maintain necessary records of the incidence of such diseases.

4. Other Recommendations.- The company should (a) declare as holidays with pay those religious holidays granted by Government to postal employees, (b) establish works committee or Labour Council, (c) frame service rules, (d) ascertain the present position ~~g~~ regarding the housing of its employees, build sufficient quarters to meet requirements and improve the sanitation in workers' lines, and (e) grant of an efficiency bonus.

In addition to the above unanimous recommendations, Khan Bahadur S. Rahman and Mr. Das have conjointly made a few other recommendations, the more important of which are: (1) the adoption of a 44-hour week (while the chairman favoured the 45¹/₂-hour week now current) (2) the grant of full pay (instead of the present system of half-pay), during the first seven days of sick leave, and (3) framing of service rules ensuring security of service. Mr. Das, by himself, has recommended an increase in wage rates for unskilled and semi-skilled labour.

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Government Resolution on the Recommendations.- The following is a brief summary of the Government resolution on the above recommendations.

1. Recognition of Union.- It is remarked that the Government has no hesitation in endorsing all the recommendations on which the Court is unanimous. Government however wishes to endorse the claim of the Union for speedy recognition by the Company. The objection of the Company that the members do not perhaps represent a large body of the Company's employees is obviously not tenable and it appears clear that most of the members are actual subscribers. It may be that the rules of the Union are capable of improvements and that the officials of the Union may not be as representative of the general body of workers as is desirable. But trade unions are new to Assam and too much should not be expected at the initial stages of the formation of a union, particularly where the workers in general are in a backward state as regards education and finance and are not acquainted with the working of organisations which may be set up for the protection of their interests. Moreover, in the present state of ignorance of the workers it would be idle to expect that they are capable of forming and conducting trade unions without proper and adequate guidance, at any rate until such time as their lot is improved financially, educationally and socially.

2. Appointment of Labour Commissioner.- Government proposes to consider whether it would not be well to appoint for Assam, as has been done in some other provinces, an officer as Labour Commissioner. His function would be to look into labour problems and to act as a sort of liaison officer between the employer and employed. The existence of such an officer would, it is believed, be welcome to both parties and he would be in a position to advise Government which is ultimately responsible for the contented and peaceful working of industry and labour in Assam.

3. Cost of Living Enquiry.- As regards the minute of Mr. Omeo Kumar Das advocating an increase of wages for unskilled and semi-skilled labour, Government, in the absence of any reliable data as to the cost of living, is unable to come to any conclusion. As regards the cost of living, Government will consider whether it should not undertake an independent examination of this question with a view to ascertaining what is a reasonable wage.

4. Wages.- As to the minute recommending a time-scale for skilled workers, Government expects that, should the Company find a time-scale unsuitable, it will at least take steps to ensure that the prospects of such workers are not unduly blocked for any considerable length of time.

5. Hours of Work.- Government is unable to say anything at present regarding the recommendation for a 44-hour week as the present 45 1/2-hour week for men on daily rates of pay was fixed only early in 1938 and appears to be in advance of that of other employers. Hours of work cannot be dissociated from rates of wages, overtime payments and other factors. Government is nevertheless, prepared to examine the question further if the Union so desires.

(Summarised from pages 5 to 12 of the Assam Gazette Extraordinary dated 10-2-1939) +

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Strike Statistics of British India for Quarter ending 30-9-1938. +

According to the statistics of industrial disputes in British India for the third quarter of 1938 ending 30-9-1938, published by the Department of Labour, Government of India, there were 105 disputes during the period. The 105 disputes involved 134,000 workers and entailed a loss of 1,550,000 working days. The largest number of disputes occurred in Bengal, where 40 disputes involving 33,773 workers entailed a loss of 413,416 working days. Next comes Bombay with 22 disputes involving 10,758 workers and entailing a loss of 309,372 working days, Madras with 18 disputes involving 18,976 workers and entailing a loss of 2,40,923 working days, Bihar with 8 disputes involving 15,100 workers and entailing a loss of 162,475 working days, the Central Provinces, the Punjab and Sind with 4 disputes each, involving 3,524, 449 and 572 workers and entailing losses of 269,816, 1,617 and 1,784 working days respectively. The United Provinces with 3 disputes involving 49,497 workers and entailing a loss of 148,727 working days, and Assam with 2 disputes involving 1,414 workers and entailing a loss of 3,392 working days; there were no disputes in Delhi and Orissa.

Classified according to industries, cotton and woollen mills, were responsible for 33 disputes which involved 64,024 workers and entailed a loss of 768,359 working days; engineering workshops were responsible for 17 disputes involving 17,700 workers and entailing a loss of 271,864 working days; jute mills and mines were responsible for 4 disputes each of which involved 14,857 and 8,400 workers and entailed losses of 165,569 and 263,655 working days respectively; other industries were responsible for 50 disputes involving 29,072 workers and entailing a loss of 265,655 working days. (One strike affected 4 industries).

Of the 105 disputes during the quarter under review, 46 were due to wages questions, 33 due to personnel, 3 due to leave and hours of work, 2 due to hours and 21 due to other causes. In 14 disputes the workers were successful, in 28 partially successful, and in 49 unsuccessful. 14 disputes were progressing at the end of the period under report.

Conditions of Work on Indian Railways, 1937-38.*

As in previous years, the Railway Board's annual Report on Indian Railways for the year 1937-38 is published in two volumes. Volume I reviews the various aspects of railway working such as general administration, financial results, improvements in, and additions to, rolling stock, improved operating methods, recruiting,

* Government of India Railway Department - Report by the Railway Board on Indian Railways for 1937-38, Volume I. Delhi, Manager of Publications 1939. Price Rs. 5-12 or 9s. pp. XVII + 171.

training and welfare of staff and facilities provided for the convenience of the travelling public, Volume II is a compilation of financial and statistical summaries and statements covering the main heads of the capital and revenue accounts and giving statistics connected with the various aspects of railway working. The following information about the conditions of work of employees is taken from Chapter VII-Staff (Volume I) of the publication.

Number of Employees.- The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1937-38 (upto 31-3-1938) was 692,178 as compared with 687,260 at the end of 1936-37. The total route mileage at the end of the year was 41,076. The following table shows the number of employees by communities on 31st March 1937 and 31st March 1938.

	31st March 1937§	31st March 1938.
Europeans	2,948*	2,692
Hindus other than depressed classes.	440,979*	395,381
Depressed classes	90,745*	98,891
Muslims	151,612*	153,794
Anglo-Indians and domiciled Europeans	12,771*	12,843
Sikhs	8,086*	8,114
Indian Christians	17,055*	17,311
Parsis	1,556*	1,555
Other communities	1,508*	1,597
Total	687,260*	692,178

Note:- These figures exclude the staff on loan from the Indian Audit and Accounts Service (Deptt).

* Represents revised figures due to minor corrections made in the ~~xxxx~~ figures published last year.

§ Excludes Burma Railways which was separated with effect from 1st April 1937.

Cost of Staff.- The total number of staff employed on open line on 31st March 1938 increased by 1,916 as compared with that on 31st March 1937, the number of staff on loan from the Indian Audit and Accounts Service continued to be the same, while the number of construction staff rose by 77. In 1937-38, the wages bill of all Class I Indian railways amounted to Rs. 353,754,886 (for 1,804 gazetted officers, 16 officers on loan from the Indian Audit and Accounts Service, 652,256 non-gazetted employees in both open lines and construction branches) as against a wage bill in 1936-37 of Rs. 352,849,712 (for

1777 gazetted officers, 16 officers on loan from the Indian Audit and Accounts Service, 650,290 non-gazetted employees in both open lines and construction branches); in 1937-38 there was thus an excess of Rs. 905,174 in the wages bill. (Figures for Burma Railways have been excluded).

Recruitment - Indianisation: (a) State-owned Railways.- During the year 30 appointments, 21 by direct recruitment and 9 by promotions, were made to the superior railway services. Of the new staff recruited, 7 were Europeans, 13 Hindus, 4 Muslims, 4 Anglo-Indians, 1 Sikh and 1 Parsi.

(b) Company-managed Railways.- During the year 66 appointments, 47 by direct recruitment and 19 by promotion, were made to the superior services of the Company-managed railways. Of these 10 went to Europeans, 28 to Hindus, 10 to Muslims, 9 to Anglo-Indians, 2 to Sikhs, 4 to Indian Christians, 2 to Parsis and 1 to other communities.

The Indian element in the superior services has risen from 29.41 per cent. on State-managed and 17.74 per cent. on Company-managed Railways in 1925 to 52.53 per cent. on State-managed and 44.39 per cent. on Company-managed Railways in 1938.

Representation of Minority Communities.- In the report for the year 1935-36, it was stated that to assist the Railway Board to watch the operation of the orders issued by the Government of India in regard to the representation of minority communities in railway services, an additional officer had been temporarily appointed at the Railway Board's headquarters with effect from the 17th October 1935. This officer continued to perform the duties assigned to his office during the year 1937-38. During the year under report, the General Managers of State-managed Railways were authorised to make initial recruitment to grades higher than the lowest up to a maximum of 20 per cent. of the vacancies per year in any one group or category of staff subject to the usual communal proportions for direct recruitment to subordinate staff fixed for each railway being observed. The Agents and General Managers of Company-managed Railways were, at the same time, invited to take steps to give effect to this decision.

Improvements in Service Conditions: Hours of Work.- In accordance with the decision referred to in paragraph 82 of the Report for the year 1936-37 the Hours of Employment Regulations were given statutory effect on the Bengal and North-Western Railway, with effect from the 1st October 1937. These Regulations were thus in force on the North Western, Great Indian, Eastern Bengal, Great Indian Peninsula, Madras and Southern Mahratta, Bombay, Paroda and Central India and Bengal and North-Western Railways during the period. The question of extending these Regulations to the remaining principal railways, viz., the Assam Bengal, Bengal Nagpur, Rohilkund and Kumaon and South Indian Railways, was examined by the Railway Board in consultation with the Agents and General Managers of those railways but no final decision was reached during the period under review.

Payment of Wages.- The question of speeding up of payments had already engaged the attention of railway administrations, the aim being to ensure that wages were paid within as few days as possible of the close of the wage period to which they related. The Railway

Board sometime ago placed on special duty an experienced personnel officer to examine the question and submit a scheme to ensure prompt payments. According to this scheme, payment of salaries and allowances were made within 7 and 14 days respectively of the close of the month to which they related. So far as fining on railway is concerned, adequate safeguards were provided in the rules to check any abuse, e.g., the power to impose fines was vested in superior officers on most of the railways and persons fined had a right of appeal to higher authority. From this it would appear that Railways had already taken suitable steps to avoid some of the abuses mentioned above even before the passing of the Payment of Wages Act.

The Payment of Wages Act, 1936, applies in the first instance to persons employed in any factory and to persons employed (otherwise than in a factory) upon any railway by a railway administration or either directly or through a sub-contractor, by a person fulfilling a contract with a railway administration. The Act came into force from the 28th March 1937 and entailed considerable additional work generally on all railways and also in the Railway Board's office as it applies in the case of railways to all staff drawing less than Rs. 200 per mensem whether employed in a factory or not, whereas in the case of other industries it applies to only such staff as are employed in "factories" subject of course to the pay limit referred to above. The observance of the provisions of this Act resulted in considerable administrative difficulties especially in the initial stages.

Welfare: (a) Financial Assistance for Education of Employees children.— No change was made in the provisional rules of 1930 on the subject and educational assistance was granted in accordance therewith to employees subject to these rules.

(b) Staff Benefit Fund.— The Staff Benefit Funds established on the various principal railways continued to function during the period under review. As in the previous years grants were made from these funds for the provision of amenities to and for relieving distress amongst the members or ex-members of non-gazetted railway staff, and their families.

Action on Recommendations of Whitley Commission.— In the Report for the year 1936-37, it was stated that certain recommendations of the Royal Commission on Labour in India concerning railways had yet to be decided, the more important of them being those relating to the establishment of a Joint Standing Machinery for the settlement of disputes. The Government of India, in November 1937, decided to set up, an additional machinery for the prevention of disputes on railways which consisted of the appointment of a Conciliation officer (Railways) and of an Industrial Advisory Board, as an experimental measure, for a period of one year in the first instance. (vide pages 13-14 of our November 1938 report) The Conciliation Officer (Railways) actually took over charge of his duties in December 1937. Certain other minor recommendations of the Royal Commission on Labour affecting railways were also examined during the period under review.

Meetings with All-India Railwaymen's Federation.— During the period under review the Railway Board met the representatives of the All-India Railwaymen's Federation on two occasions, once in November 1937, and the second time in January 1938. The subjects discussed at the meeting held in November 1937 were:—

(1) report of the Indian Railway Enquiry Committee, 1937; (ii) effect of the Railway Board's orders regarding running parcel clerks and crew staff on the Eastern Bengal Railway; (iii) recognition of Unions so far as they relate to State-managed Railways; (iv) extension of Provident Fund membership so far as it relates to State-managed Railways; (v) avenues for promotion of lower paid employees so far as they relate to State-managed Railways; (vi) substitution of contract labour for departmental work so far as it relates to State-managed Railways; and (vii) grievances of the Accounts staff.

At the meeting held in January 1938, the following subjects were discussed:-

(i) revised scales of pay for journeymen and chargemen on the North Western, Eastern Bengal and other State-managed Railways; (ii) policy regarding recovery of alleged overpayments paid to staff on State-managed Railways; (iii) working of the Payment of Wages Act; (iv) accumulation of leave for inferior service staff on State-managed Railways; (v) conciliation and Railway Trade Disputes on State-managed Railways; and (vi) procedure to be adopted in respect of alleged breaches of accepted policy of State-managed Railway Administrations.

The suggestions put forward by the All-India Railwaymen's Federation at these two meetings are under the consideration of the Railway Board.

B.N. Railway Strike: Mudie Report.- Mr. R.F. Mudie, I.C.S., who was appointed to report on matters arising out of the Bengal Nagpur Railway strike of 1936, submitted his report in May 1937. He held that the Unions charge of victimisation was not substantiated, except possibly in two cases, that the Union was unworthy of recognition and that the Agent's action in withdrawing recognition of the Union "as at present constituted and administered" was fully justified. He recommended that recognition should continue to be withheld. Mr. Mudie also came to the conclusion that the working of short time by which the railway administration intended to reduce employment in the Kharagpur area was amply justified. The report was generally accepted by the Government of India. (The report of the Railway Board for 1936-37 was reviewed at pages 17-20 of our February 1938 report).♦

Indian Labour Problems: Review by General Manager,

Tata Iron and Steel Co. +

At the annual dinner of the Mining, Geological and Metallurgical Institute of India, held at Calcutta on 13-1-1939, Mr. J.J. Ghandy, General Manager, Tata Iron and Steel Co., Jamshedpur, dealt with recent trends of Indian labour legislation; the following are relevant extracts:-

India's Progressive Labour Legislation: Reference to Mr. Butler's

Observations.- Emphasising the point that, comparatively speaking, Indian labour legislation was progressive in character, Mr. Ghandy said: "Nor have Government or employers been unsympathetic towards labour. During the six years, 1952 to 1957, 18 Central and 13 Provincial Acts were adopted, the inspiration for the improvement of labour conditions having come chiefly from the conventions of the International Labour Organisation and the recommendations of the Whitley Commission. Mr. Harold Butler, addressing the annual general meeting of the Employers' Federation of India, held at Calcutta on the 21st December, 1957, said: "As I see the position at the present moment, India has gone further in the matter of labour legislation than any country in Asia" and on another occasion, he stated "..... the conditions of employment in large-scale factories, though capable of further improvement, are in reasonable correspondence with India's present stage of industrial development". Although several provinces have set up labour enquiry committees recently to investigate certain aspects of labour, I personally feel that an All-India Conference of Labour Ministers should be convened at an early date to discuss the formation and composition of a national industrial council, which may work out a uniform labour policy for the entire country, including the States, and thus obviate unhealthy competition between progressive and backward provinces."

Insurance of Industrial Peace.- ~~This, however, is a very large issue.~~ "Our immediate object is to secure industrial peace, which is so vital to the progress of industrialisation. We appreciate the good work done towards this end by certain Ministers and by Conciliation Boards appointed by Government in some of the strike-affected areas. But Boards, Committees and Tribunals have been set up only when disputes had attained considerable magnitude, when a strike was imminent or actually in existence and when settlement was more difficult and public opinion tended to demand immediate action. As it is in the early stages that assistance of the right kind can be most valuable, more reliance should be placed on the efforts of permanent conciliation officers to bring the disputing parties privately to agreement, than on ad hoc public enquiries."

The Bombay Trade Disputes Legislation.- "It is a matter of gratification that the Bombay Government aims at setting up elaborate machinery for the amicable settlement of Trade Disputes, which should ensure that parties to a trade dispute endeavour to secure a settlement by means of conciliation or arbitration before resorting to a strike or lockout, heavy penalties being provided for any one, employer or worker, who indulges in "illegal" action before trying all the means of peaceful settlement."

The Ahmedabad Trade Conciliation Machinery.- "The remarkable system of voluntary arbitration and collective negotiation which has ensured industrial peace in Ahmedabad for 15 years, shows what can be achieved if there is goodwill and good organisation on the side of employers and of employees, and it seems that legislation along the same lines as proposed in Bombay, including the appointment of Labour Commissioners and Labour Officers in the different provinces, will go a long way towards the prevention of strikes and lockouts."

Need for Better Organisation of Industrial Interests.- "It should however be remembered that mere legislation is not enough. What is required is a development of a sound system of trade unionism on the one hand and an All-India organisation of the employers on the other to facilitate direct negotiations between the two sides. The growth of mushroom unions of an irresponsible nature must be prevented and the provincial Governments should pass legislation at an early date as in Bombay laying down certain conditions which a union must fulfil before it can be registered under the Indian Trade Union Act of 1926 and recognised by the employers."

"That is only one side of the picture. It is also imperative that the existing employers' organisations of an All-India nature should coalesce into a closely knit organisation representative of all the industries in the country, and have branches all over India so as to present a united front to labour organisations."

Promotion of Literacy among Workers.- "Another important factor essential to industrial development is connected with the promotion of literacy, of commercial and technical education, and of industrial research in all its ramifications. The Whitley Commission wrote: "Modern machine industry depends in a peculiar degree on education, and the attempt to build it up with an illiterate body of workers must be difficult and perilous." The percentage of literacy amongst those of over five years of age is only 10 at present, which is an alarmingly low figure. The education re-organisation committee recently set up in some of the provinces to investigate methods of extension of educational facilities and the success that has attended the mass literacy campaign in different provinces, the initiative for which came from the Hon'ble Dr. Syed Mahmud of Bihar, are therefore most welcome at this time.

"Also, the Indian universities should give in their curricula a special place to courses in engineering, metallurgy, commerce and business administration, and an important place to vocational training in the general scheme of education. The number of industrial and commercial institutes should be increased, evening classes started in all important centres, and arrangements made to select yearly an increasing number of technical graduates or apprentices and send them on scholarships to foreign countries for further study or on loans repayable in easy instalments."

(The Tisco Review, Calcutta,
February 1939 issue).+

Appointment of Honorary Factory Inspectors in Madras:

Proposal under Consideration by Government. +

The Government of Madras, it is understood, has a proposal before it for appointment of honorary factory inspectors to assist

the Government Factory Inspectors in their work. It is expected that wherever possible local members of the Legislative Assembly and the Legislative Council will be selected.

(The Hindu, 14-2-1939).*

Abolition of Forced Labour and Relief of Rural Indebtedness
in Kalsia State. .

According to a statement made in the second week of February 1939 by the Dewan of Kalsia State, Punjab, the Government of the State has recently introduced several progressive reforms, the chief of them being the abolition of forced labour in the State. The other reforms include the creation of local boards and reduction in land revenue. In order to give further relief to the peasantry, the Government recently announced its decision to purchase the debts of the peasantry. The State's scheme is to pay up the debts of the peasants immediately and realise the amounts from them in small instalments spread over long periods.

((The Tribune,
18-2-1939).*

Exaction of Free Labour in lieu of Land Revenue in Forest
Villages in Assam: New Rules of Assam Government. *

By Notification No. 880-G.J. dated 6-2-1939, the Assam Government has published revised rules for free labour in lieu of land revenue by forest villages and villages within three miles of reserved forests in Assam; the rules are reproduced below:

1. (a) The number of day's free labour to be rendered by forest villagers will henceforth be reduced from $\frac{1}{2}$ 10 to 5, without any reduction in the quantity of forest produce removed free of royalty under the rule.

(b) In all places where forest villagers wish to pay land revenue at ordinary khiraj rates in lieu of supplying free labour, this should be allowed.

(c) The general principle is that villagers who render free labour should be employed as much as possible in the vicinity of their villages. Those who are willing to give free labour, whether forest villagers or persons other than forest villagers, should not ordinarily have to travel more than five miles from their villages for their work in cases where free labour is given. If they are so required for any special reason, they must be paid wages at the rates locally current, not exceeding ~~xx~~ six annas per diem for each day of work.

(d) They must not be engaged on such work as construction of latrines or ordinary work of domestic servants in the household of any forest officer; and

(e) The strictest attention should be paid to see that so far as possible they are not disturbed in the midst of the cultivating season or during the actual reaping season.

2. The concession granted to Government raiyats in the case of Unclassed State forests as regards the extraction of forest produce for domestic use without payment of royalty should be extended to Reserved Forests in the case of villagers living within three miles of any Reserved Forest, subject to the condition that they first obtain free permits. In cases where such villagers at present give 10 days free labour to the Forest Department, in future they will give only 5 days and in cases where such villagers give 8 days free labour they will only give 4 days. For any days' work in excess of this, they will be paid at the rates locally current not exceeding six annas per diem.

The Notification is published at page 202 of Part II of the Assam Gazette dated 8-2-1939. +

Agreement reached between Indian Jute Mills Association
and "Outside" Mills on Hours of Work: Bengal Jute
Ordinance Withdrawn. +

References have been made in the earlier reports of this Office to the obstructionist tactics adopted by a group of small jute mills in Bengal to frustrate the efforts of the Indian Jute Mills Association to effect a working line agreement between all jute mills designed to control jute output, and to the promulgation in consequence of the Bengal Jute Ordinance, 1938, in September 1938 (vide pages 6 to 7 of our September 1938 Report). Even after the promulgation of the Ordinance, the Association continued its negotiations for reaching an understanding with the "outside" mills; as a result, an

agreement was concluded towards the middle of January 1939. The salient features of the agreement are summarised below.

Agreement Period to Cover 5 years.- The agreement is to cover a period of 5 years and is to be in force for another year subject to the condition that, if at least 51 per cent. of the signatories are in favour of such a step they can terminate it by giving six months' notice. The agreement is to commence from 15-3-1939 or such date as may be notified, by the Committee of the Association. During the period mentioned above no provision of the agreement is to be modified, suspended or varied or cancelled except the provisions regarding the number of working hours.

Terms of the Agreement: (1) Hours of Work.- During the period of the agreement the total production of all signatories shall be confined to a minimum of 40 hours and to a maximum of 54 hours. Whilst 40 hours will be the minimum the Committee shall have the power to recommend an increase over the now accepted maximum. But this will be done only in exceptional circumstances such as an extraordinary cycle of prosperity or war or to meet the danger of new mills or such other unforeseen circumstances; and the increase is conditional on 51 per cent. of the members agreeing to it. The present agreement is for a 45 hour week. Any proposal to reduce the number of working hours will be circulated at least one month before the proposed change is to be effected. But no reduction in the working hours can take place within the first three months of the agreement. Subject to the provision regarding the maximum of 54 hours an increase in the number of working hours can be effected provided a special meeting of the Association approves of it by at least a 51 per cent. majority of the total voting strength. No period of notice is provided for. An exception has been made in the case of those whose total complement of looms does not exceed 220 looms. Such concerns shall be allowed to work 72 hours per week.

(2) Loom-Hours fixed.- A special feature of the agreement is the provision regarding loom hours. The total number of hours that a signatory shall be entitled to work will be the number of hours allowed under the agreement multiplied by the total number of its looms. A single mill can work its machinery double or even triple shift, provided the total number of loom hours remains the same or, if there are groups, they can close down one concern and work the other for the number of working hours to which they are entitled.

(3) Increase of Loomage Prohibited.- During the period of the agreement no signatory shall be allowed to carry out any extensions or to acquire any interest directly or indirectly in any other jute manufacturing concern.

(4) Penalties.- The rules and regulations of the Association will be a part of the agreement. The essential features of the regulations are the provisions regarding the penalties to be imposed in case of breaches of any provision of the agreement and the provision for boycott of those placed on the disapproved list. A very

deterrent penalty is provided for any breach of the agreement by the signatories. Not only will the security deposit of Rs. 100 per loom to be maintained with the Association by every signatory be liable to forfeiture, but every signatory to the agreement will be entitled to sue the party in breach for damages. Such damages shall be limited to Rs. 50 per loom under the management of the party claiming damages but the total amount of damage is not to exceed the sum of rupees fifty lakhs.

(Summarised from Indian
Finance, Calcutta, dated
14-1-1939).*

Bengal Jute Ordinance Withdrawn.- In view of the conclusion of the above agreement, the Bengal Government has withdrawn the Bengal Jute Ordinance, 1938. (vide page 19, Part I, Calcutta Gazette Extraordinary dated 18-2-1939).+

Settlement of Trade Disputes in Textile Industry in French

India: New Rules Announced.+

The Government of French India has passed orders approving the proposal for settlement of textile labour disputes by the parties themselves directly without the intervention of a third party. For this purpose representatives from each department of the textile industry would be elected to represent grievances to the employers concerned. Rules for the elections prescribing certain conditions are published in a recent issue of the French-India Government Gazette.

Workers' Committee to represent Grievances.- Election of delegates will be held in each department of each mill and one representative and a supplementary representative will be elected from among the labourers. Each department will be divided into sections consisting of 300 workers and more, and two delegates will be elected for each such section. The elections will be held annually. Both men and women aged 18 and with one year's service to their credit will be eligible for voting. The candidates seeking elections as delegates should be the Departmental Maistries with five years' service and must be past 30 years of age.

The orders passed, it is stated, are compatible with the French India Labour Code. Labourers and those possessing the right to vote, who break the electoral rules and conditions, it is stated, would be dismissed from the services of the mills.

(The Hindu, 3-2-1939).+

Report of Bombay Labour Disturbances Enquiry Committee:
Police Firing on Strikers Justified. +

Reference was made at page 20 of our November 1938 report to the one-day strike organised by the Bombay labourers on 7-11-1938 to demonstrate against the Bombay Trade Disputes Bill, the acts of violence of the strikers which led to police firing, and the appointment of a Committee of Enquiry with the Hon'ble Mr. Justice H.J. Kania as Chairman to go into the disturbance. The Committee has recently submitted its report to the Government; a brief summary of its main findings is given below:

Absence of Leaders to control Strike.- After reviewing the events of the strike day, the Committee remarks that the absence of the principal labour leaders to guide and control the volunteers and strikers on the 7th November in their activities from 9 a.m. onwards was clearly noticeable. "It looks as if, after inciting the workers by their inflammatory speeches within a week of the strike, they conveniently absented themselves."

Firing by Police Justified.- The Report reviews in detail the evidence with regard to firing by the police which took place near the Elphinstone Mill in the morning and in the neighbourhood of the Spring Mill in the evening and after an exhaustive discussion of all the circumstances, the Committee says: "In our opinion, the firing resorted to by the police was entirely in self-defence, and if they had not done so, they would have been in imminent danger of their lives. The attitude and actions of the crowd were solely responsible for the firing. We are of opinion that the ultimate responsibility for the disturbances at the Elphinstone Mill, which resulted in firing and consequent casualties, must rest on the members of the Council of Action, who, by their intensive propaganda invited the illiterate workers to resort to violence to make the strike a success."

(Summarised from the
Communique issued by
the Director of
Information, Bombay).+

Working Class Cost of Living Index Numbers (pro) various
Centres in India during December, 1938. +

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

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in December 1938 declined by 2 points to 104. The average in the year 1937 was 106.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad in December 1938 remained stationary at 72; for 1937 the average was 75.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during December 1938 rose by 3 points to 74. The average for 1937 was 73.

Nagpur.- The index number (base: January 1927) of the cost of living in December 1938 was stationary at 61.

Jubbulpore.- The index number (base: January 1937) of the cost of living in Jubbulpore in December 1938 remained stationary at 57.

(Extracted from the Monthly Survey of Business Conditions in India for December 1938).*

Demand for Abolition of Forced Labour in Imphal State, Assam.

At the third session of the Kuki Association Conference, held recently at Imphal (a small State in Assam), under the presidentship of Mr. Teba Killong, of Senpangjal, a resolution calling upon the State authorities to abolish pathang and begar - two forms of compulsory forced labour - was passed.

(The Statesman 19-2-1939).

Enforcement of Conventions.Appointment of Chief Inspector of Boilers in Orissa. +

Attention is directed to page 34 of Part I of the Orissa Gazette dated 17-2-1939 where is published a Notification (No. 1060-Com. dated 14-2-1939) by which the Chief Inspector of Boilers in Bihar has been appointed the Chief Inspector of Boilers for the province of Orissa also. Boilers in Orissa, even after the separation of the Province from Bihar, are being inspected by the Inspector of Boilers, Bihar, stationed at Jamshedpur.

It may be pointed out that at present there is also a common factory inspection staff for the two provinces..+

Workers' Organisations.Progress of Trade Unionism in India, 1936-37. * +

Registered and Unregistered Trade Unions.- As in previous years the statistics accompanying the note relate only to trade unions which (a) are registered under the Indian Trade Unions Act, 1926, and (b) have submitted returns. Registration under this Act with the consequent submission of returns, is not compulsory. According to the Bombay Labour Gazette for May 1938, there were, in Bombay on the 1st March 1938, 120 unions ~~ni~~ with a membership of 108,587 of which only 51 with 92,998 members were registered.

Statistics of Unions and Membership.- The number of registered trade unions increased in all provinces except Bihar and the United Provinces where there was no change. As in previous years, the group containing the largest number of unions was that of unions with a membership of between 100 and 299.

The total membership of the unions which submitted returns was 261,647, as against 268,326 in the previous year. This represents an average membership of 1,145 per union during 1936-37, as against 1,309 during the previous year. There were decreases in recorded membership in Burma, the Central Provinces and Berar, Madras, the Punjab and the United Provinces. There were increases in the number of members in Ajmer-Merwara, Bengal, Bihar, Bombay, Delhi, Orissa and Sind. The total income of unions for the year fell from Rs. 5,28,712 to Rs. 4,88,431, but the balance in hand, rose from Rs. 5,87,092 to Rs. 6,22,610.

Organisation of Women Workers.- The number of women who are members of registered trade unions increased during the year under report from 7,309 in 1935-36 to 9,025. The figures for 1936-37 amount to 3.4 per cent. of the total membership of the trade unions which submitted returns as compared with 2.7 per cent. for the previous year.

General and Political Funds.- The total income fell from Rs. 528,712 to Rs. 488,431 while the balance in hand rose from Rs. 587,092 to Rs. 622,610. The average income for 1936-37 was Rs. 2,123 per union and Rs. 1-13-11 per member, as compared with Rs. 2,591 and Rs. 2-2-9 respectively in 1935-36. As in the previous year, the disparity between the actual income from subscriptions and that which would have accrued on the basis of the prescribed membership rates was often marked.

Withdrawals and Cancellations.- 24 unions ceased to exist or had their certificates of registration cancelled during the year (9 in Bengal, 7 in Bombay, and 2 each in Burma, the Central Provinces and Berar, Madras and the Punjab).

General.- Appeals against the orders of Registrars were few. In Madras, an appeal filed in the District Court, Trichinopoly, by the South Indian Railway Workers' Union under section 11 of the Act against the orders of the Registrar issued under section 10(b) was

* Note on the working of the Indian Trade Unions Act, 1926. For the year 1936-37 together with Statistics for that year. Printed by Manager, Govt. of India Press, New Delhi, 1939. price as. 9or 10d. pp 6.

pending at the end of the year. The Madras Government Press Workers' Union moved the High Court to declare the registration of a rival union invalid, but the petition was dismissed.

Of special importance to unions during the year was the holding of first elections under the Government of India Act, 1935, to fill seats allotted to trade unions in the Provincial Legislative Assemblies, and the recognition of unions for the purpose.

(A copy of the 'Note on the Working of the Indian Trade Unions Act, 1926, during the year 1936-37' was forwarded to Geneva with this Office's Minute D.1/293/39 dated 16-2-1939).

(The Note on the Working of the Indian Trade Unions Act during 1935-36 was reviewed at pages 56-57 of our August 1937 Report).+

Recognition of Railway Unions: Conditions formulated
by the S.I. Railway Administration.+

The following are the terms and conditions under which the administration of the South Indian Railway has accorded recognition to the South Indian Railway Labour Union:

Rules of the Union to Secure Approval; Scrutiny of Accounts and Registers.- 1. The Unions shall supply for the information of the Agent and General Manager a copy of the rules of the Union and inform him of any alterations, additions or amendments that may be made thereto from time to time and approved by the Registrar.

2. It shall be a condition of recognition of the Union that their rules shall be approved by the Administration. Recognition may be withdrawn at the discretion of the Administration.

3. The South Indian Railway Administration will require that copies of the annual accounts of the Union and list of members should be supplied to the Administration by the Union, and may also require and be given from time to time inspection of the registers of the Union and other records.

Method of Representation of Class and Individual Grievances.- (a) All representation from the Union must be through the Central Executive Committee and should be addressed to the Agent and General Manager direct. Replies will be sent in the same way.

(b) Normally all representations must concern the interests of a class of employees. The Agent and General Manager (when satisfied that proper investigation of the merits has been made by the Union) is also prepared to consider cases of individuals. As so much depends on the nature of the representation, he cannot guarantee to take up each individual case that may be placed before him. In the ordinary course, however, he would be prepared to have enquiries instituted if the case appears to warrant such a procedure. Correspondence in such cases must be sent through the Central Executive Committee to the Agent and the General Manager direct.

(c) Representations from Branch Unions must be made only through the Central Executive Committee.

(d) All representations must be submitted in writing to the Agent and General Manager. Should it be mutually agreed that a deputation is desirable, the Agent and General Manager will meet the deputation of representatives of the Union.

Union Activities not to interfere with Railway Duties.- Recruitment or enrolment of members in the Union and meetings of the Union or investigations in connection therewith must be carried out by the Union in such a manner as not to interfere with the duties of Railway employees.

Quarterly Meetings.- The Agent and General Manager will have quarterly meetings with the Central Executive Committee. A typed statement of the subjects to be discussed should be submitted to the Agent and General Manager not less than 20 days prior to the date of the meeting together with a brief memorandum on the subjects to be so discussed.

Leave and Passes.- (a) Leave, passes and privilege ticket orders to officials of the Union for attending meetings or conducting the affairs of the Union may be granted to the extent to which they may be due under the Rules, but not as of right, and only at the convenience of the South Indian Railway Administration. No addition will be made to the amount of leave or number of passes and privilege ticket orders for which an employee is eligible specifically to allow him to attend meetings of the Union or transact its business, except so far as is provided for in clause (b) below.

(b) Members of any deputation called to interview the Agent and General Manager will be allowed special passes from their headquarter station to the place of meeting and ~~work~~ back, special casual leave also being granted for the period of travel from the headquarter station to the place of meeting and back, including the days of the meeting. Neither the passes nor the leave will count against the privilege passes or the annual leave respectively admissible under the Rules.

(Extracted from a copy of "Terms and Conditions of Recognition of the S.I. Railway Labour Union" forwarded to this Office by the South Indian Railway Administration). +

Attention is directed in this connection to pages 12 and 16 of our January 1939 report where reference is made to the announcement of the Agent and General Manager of the Bengal Nagpur Railway that he would shortly appoint a Joint Committee consisting of representatives of the B.N. Railway Administration and the B.N. Railway Indian Labour Union to discuss and draw up the terms and conditions of recognition of the

Recognition of the E.N. Railway Union: Joint Committee's
Recommendations.

Reference was made at pages 12 to 13 of our January 1939 report to the announcement of the Agent and General Manager of the Bengal Nagpur Railway that he would shortly appoint a Joint Committee consisting of representatives of the E.N. Railway Administration and the E.N. Railway Indian Labour Union to draw up the terms and conditions of recognition of the Union. In pursuance of this announcement a Joint Committee of six representatives of the Railway Administration and seven representatives of the Union, with Mr. R.P. Jennings (Administration representative) as Chairman of the Committee, met on 21-2-1939 and drafted the terms of recognition of the E.N. Railway Indian Labour Union.

The main features of the terms are: (1) provision of a channel of representation between the Union and the Administration with regard to (i) a class or group of employees and (ii) individual grievances; (2) facilities for Union officials to attend duly constituted meetings of the Union or to meet officers of the Railway when called for; and (3) maintenance of classified and up-to-date membership records in all the branch offices of the Union and enforcement of a rule to the effect that members cannot be in arrears for more than a specified period.

It is understood that there will be another joint meeting at Kharagpur early in March 1939 when the channel of representation with regard to the employees in the Kharagpur Workshops will be discussed. After this discussion, the Agent and General Manager is expected to communicate his decision to the Union.

(The Indian Labour Journal,
26-2-1939).

Union.

Freedom of Association of Workers in Assam Tea Gardens: Government
Convenes Meeting of Employers and Workers to
consider ~~The~~ Problem. +

According to an Associated Press message from Shillong, the Assam Ministry, at the instance of the Congress Coalition Party of the province, convened towards the middle of February 1939 a conference of the representatives of the tea industry and labour to consider the Assam Tea Estate Labourers' (Freedom of Movement) Bill recently introduced in the Assam Legislative Assembly by Mr. O.K. Das.

Objects of the Bill.- Mr. Das's Bill seeks "to protect the legitimate rights of free movement and citizenship of tea estate labourers in Assam" and to penalise tea garden authorities or officers for causing obstruction to the movements of the labourers or for preventing outsiders from visiting or ~~conver~~ing with the labourers when not at work.

Employers agree to concede Freedom of Movement.- Discussion at the conference, it is understood, resulted in a mutual understanding to the effect that no obstruction would be put in the way of friends and well-wishers of the labourers organising meetings or conducting any campaign for their welfare in tea garden areas, nor would the labourers be prevented from attending such meetings in or outside the gardens. Mr. Hockenull and other representatives of the planting interests, it is further understood, agreed that the garden authorities could have no objection ~~in~~ to outsiders entering the estates with the necessary permission to carry on activities conducive to the moral and economic welfare of the labourers. They also agreed to the holding of meetings in the tea gardens, provided permission was obtained from the garden authorities. There was no bar, they contended, to the labourers attending meetings held in or outside the gardens.

Bill not Pressed.- Now that the main object of the Bill has been conceded by the representatives of the tea industry, the mover, it is understood, will not pursue it at the next session of the Assembly, but will watch how the planting community reacts to the attempts at carrying on temperance and other welfare work in the tea gardens.

(The Hindustan Times,
16-2-1939). +

Economic Conditions.Budget of the Government of India, 1939-40. +

The Budget of the Government of India for 1939-40, excluding the Railways, was presented in the Legislative Assembly on 28-2-1939 by Sir James Grigg, the Finance Member. An $\frac{1}{2}$ increase of cent per cent in the tariff duty on imported raw cotton, a reduction in the rate of excise duty on "khandsari" sugar and the introduction of a "slab" system of income tax are the salient features of the Budget.

1939-40 Budget.- The financial position for 1939-40 is as follows:

Revenue	...	Rs. 827 millions
Expenditure	...	Rs. 826.5 ,,
Surplus	...	Rs. .5 million

Revised Estimates, 1938-39.- The revised estimates for 1938-39 show a net deterioration of Rs. 29.2 millions in revenue and this was more than accounted for by the severe fall in customs revenue due to economic recession; the reduction is estimated at Rs. 36.7 millions. Under expenditure there is a net diminution of Rs. 1.8 millions made up of a reduction of Rs. 11.8 millions in the Civil estimates mainly due to the special economy measures, counter-balanced by an increase of Rs. 10 millions for the Defence Services. The result is that instead of realising a surplus of Rs. .9 million there is a deficit of about Rs. 26.5 millions.

Problems of the Future.- In concluding his Budget speech Sir James said: "The political outlook has many menacing features both in India and outside. Many difficult problems face those responsible for the conduct of affairs in India and elsewhere. For India as for the rest of the world there is no hope save in a release of the stresses which operate between race and race and between community and community. If that release can take place India will not only be more prosperous in itself, it will also share in the very much increased prosperity of the world at large and in both cases the potential growth of economic welfare is almost limitless. ... Without political reconciliation, Central and Provincial Governments alike in India must fail in the great task allotted to them of raising the standards of life of the people."

(Summarised from the Speech of the Finance Member published at pages 71 to 84 of the Gazette of India Extra-ordinary dated 28-2-1939). +

The Railway Budget 1939-40.- The Railway budget for 1939-40 was presented in the Central Assembly on 14-2-1939 by Sir Thomas Stewart, Communications Member of the Government of India. The Budget revealed a surplus of Rs. 20.5 millions for 1938-39 and Rs. 21.3 millions for 1939-40. From the 1938-39 surplus, Rs. 20 millions are to be transferred to Central Revenues.

(The Statesman 14-2-1939).

The U.P. Employment Tax Bill, 1939: Bill introduced
on 24-2-1939..

The Premier of the United Provinces introduced in the local Legislative Assembly on 24-2-1939 the U.P. Employment Tax Bill, 1939, reference to which was made in the Budget proposals for 1939-40. The text of the Bill is published at pages 23 to 28 of Part VII of the U.P. Gazette dated 4-3-1939.

According to the statement of objects and reasons, the Government consider it expedient to increase the revenues of the Province to finance the various schemes of rural, education, medical and industrial development including extension of the policy of prohibition. The object of the Bill is to levy a tax on employment as one of the measures which the Government have decided to adopt for this purpose. The Bill proposes a graduated tax on employees receiving over Rs. 2,500 per annum ranging from Rs. 90 (for incomes between Rs. 2,500 and Rs. 3,500 per year) to Rs. 32,000 (for incomes over Rs. 300,000). Persons employed in military, naval and air forces have been exempted.

Provincial Budgets 1939-40: Expenditure on Social Welfare.

During the period under review, budgets for the ensuing year, 1939-40, were presented by the various provincial Governments. The more important provisions for industrial and social purposes made in the provincial budgets of Bombay, the U.P., Bihar, Orissa and Madras are noticed below:

Bombay.- Even at the risk of losing Rs. 14 million by way of excise revenue, the Bombay Government has decided to extend prohibition to the city of Bombay, Salsette and Trombay Islands. By levying a tax on urban real property and petrol, large sums are raised for expenditure on rural development purposes and increase of the pay of inferior government servants. In addition to the increment of Rs. 2 per month already sanctioned on 1st April 1938 to inferior Government servants entitled to old rates of pay, the Government has sanctioned a further increment of Re. 1 per month from 1st of April 1939. Under the programme of rural economic development, the Government makes provision for further advances in scientific farming on a co-operative basis, co-operative marketing and co-operative cottage industries. A sum of Rs. 4.5 millions is earmarked for recurring expenditure on rural reconstruction and rural education. Among allotments under the head 'Education', mention may be made of the grant of Rs. 95,000 recurring and Rs. 85,000 non-recurring for opening schools on the basis of the Wardha Scheme in three divisions of the Province. (The Times of India, 15 and 17-2-1939).

United Provinces.- In his speech introducing the budget, the Premier declared: "Almost the whole of expenditure whether incurred last year or this year which now exceeds the amount actually spent in 1937-38 by nearly Rs. 1,25,00,000 was directed towards the relief of the poorer classes and promoting remunerative and progressive objects designed to raise the social and material level of the general mass of the people." The Premier in his statement also says that the Government has accepted the scheme of "basic" education and has made liberal provision therefor. A sum of Rs. 250,000 is set apart for 'basic' education and a new college is to be set up for training teachers in this line. A sum of Rs. 1 million is set apart for expenditure on adult education and extension of literacy. Besides establishing more libraries and reading rooms, plans are also made for educating the masses through the agency of the cinema and the radio. A sum of Rs. 10,000 is allotted for scholarships for harijan (depressed class) students. Further, the Government is paying special attention to the question of jail reform, reclamation of criminal tribes (in connection with which the Government has decided to denotify all the tribes), and improving the condition of the service of inferior Government servants by giving them relief in the matter of leave and pension rules and by introducing higher scales of pay. The minimum pay of jail warders and police constables has been raised to Rs. 15. By an employment tax on salaries of Rs. 2,500 or more per annum, a sum of Rs. 1,200,000 will be raised, and this will be utilised for increasing the salaries of inferior Government servants. Under the rural reconstruction, plans are included for the introduction of co-operative farming, reclamation of 'usar' lands, and the organisa-

tion of provincial co-operative banks. For improving cottage industries also several steps are being taken. By the opening of 379 new seed stores and by doubling the admission of students into the agricultural college, it is hoped to give a new impetus to agriculture. As regards prohibition, the Government has decided to extend the "dry" area to four more districts (in the previous year two districts were declared dry).
 (The Leader, 26-2-1939).

Bihar.- In the Bihar Budget a provision of Rs. 625,000 recurring and Rs. 31.2 millions non-recurring is made for social purposes. These include assistance to the co-operative movement, extension of prohibition, flood prevention schemes, electrification projects, increased medical relief, and education expansion. It is proposed to raise the annual total provision of Rs. 180,000 for mass literacy work by another Rs. 40,000 yearly for a period of 3 years. Under this programme, come the establishment of a military school at Ranchi, the introduction of compulsory primary education, and the popularisation of the Wardha Scheme. A sum of Rs. 15,000 is set apart for the education of "aboriginal" tribes; Rs. 10,000 is set apart for scholarship for aboriginals and Rs. 2,160 for scholarships for harijans. (The A.B. Patrika 21-2-39).

Orissa.- A special feature of the Orissa budget is that a sum of Rs. 500,000 has been set apart for a village development scheme. Other items of interest from the social view-point are Rs. 77,505 for opium prohibition in Balasore, and Rs. 100,000 for removal of illiteracy. Under the educational programme come extension of primary and girls' education and increase of the number of libraries; the expenditure on these heads total up to Rs. 2,705,000. For public health the allotment is Rs. 30,000 and for medical aid Rs. 913,000. Under agriculture and industries, the proposed schemes include the introduction of new method of coconut cultivation, establishment of a new match-factory, provision of additional facilities for 'gur' production and paper making, and improvement of the cottage spinning industry. (The A.B. Patrika, 26-2-1939).

Madras.- Owing, chiefly to lack of funds, the Madras Government has not been able to take up many new schemes. Yet it has decided to incur a net expenditure of Rs. 3,550,000 for more urgent measures in the social sphere. Among these, the most important is the extension of prohibition (already in force in three districts last year) to North Arcot, thus making one-fifth of the Province 'dry'. To reduce the incidence of rural indebtedness, a sum of Rs. 7,500,000 is set apart for agricultural loans. Harijan students are exempted from school fees. The scheme for settling labour disputes already adopted in the previous year is to be continued. The Government is also contemplating a cut in the salary of the higher grades of Government servants.
 (The Hindu, 20-2-1939).+

The Control of Coastal Traffic of India Bill, 1939:
Uneconomic Rate-war between Shipping Companies to
be prevented. +

Attention is directed to pages 46 to 47 of Part V of the Gazette of India dated 25-2-1939 where is published the Control of Coastal Traffic of India Bill, 1939, introduced in the Central Assembly on 18-2-1939 by a non-official member.

The Bill, according to its Statement of objects and reasons, is intended to remove a possible impediment to the growth and development of the Indian mercantile marine. There is no question of any discrimination between British and Indian shipping. Past experience, however, shows that a well-established powerful company engaged in coastal traffic can easily put a new venture out of action by unfair competition, e.g., rate-cutting, grant of rebates, etc. The fear of unfair competition deters Indian capital being invested in coastal shipping. By this Bill, power is given to the Governor General in Council, when he is satisfied that unfair competition exists, to fix minimum rates of fare and freight or to prohibit the grant of rebates or other concessions which are calculated to reduce such minimum rates. Contravention of any rule prescribed by the Governor General in Council or any direction given by him with regard to the grant of concessions is made punishable with fine or refusal of entry to an Indian port. +

Employment and Unemployment.

Relief of Old and Indigent People: Mysore Government's

Scheme of Cash Allowances. +

The question of making suitable provision out of the Chattram (Charitable Boarding Houses), Saving Fund ~~for~~ the grant of relief to ~~the~~ needy persons throughout the State has been engaging the attention of the Government of Mysore for some time past. As early as in 1926, the Government had sanctioned the abolition of certain chattrams in the State and directed that the savings from those so abolished might, among other ^{purposes,} things, be utilised towards the maintenance of homes, or for the relief of the aged and the infirm who had none on whom they could depend for maintenance and support. In giving effect to the above object, the Fund has been hitherto utilised for making grants to organised institutions and homes for the aged and the infirm, and no provision has been made for affording relief to the infirm and indigent individually.

The scheme now under consideration of the Government proposes to give help to the poor in all parts of the State. An examination of the income and expenditure of the Fund shows that there is scope for utilising a part of the income of the fund for this purpose. Instead of giving doles of rice and ragi as is being done in Mysore City, the Government feels that it would be easier to give cash to each grantee, at the rate of Rs. 3 per mensem, the selection of the persons eligible for the grant of such doles being made in each district by a committee of officials and non-officials set up for the purpose.

Cash allowances, it has been decided, are to be paid to 140 persons, 25 each in the districts of Bangalore and Mysore, and 15 in each of the other districts.

(The Hindu 8-2-1939). +

Apprenticeship of Bengalees in Firms Supplying Stores:

Bengal Government's Instructions to Government

Departments. +

According to a press-note issued on 22-2-1939 by the Government of Bengal, representations were received by it that many firms supplying stores to the various Departments of the Government, although located in the province, do not offer adequate training facilities to Bengalee apprentices, with the result that there has been growing volume of opinion that these firms do not deserve the patronage they have been receiving so long. The Government has recognised that such apprenticeship will go some way towards meeting the present unemployment problem. Instructions have, therefore, been issued that, when any department or subordinate offices under them purchase stores from local firms, they should insist on those firms affording proper facilities for practical training, both in their offices and in their factories, to Bengalee apprentices.

(Press note dated 22-2-1939
issued by the Director of
Public Information, Bengal)..+

Working of the Employment Bureau, Punjab, during 1937-38.* +

The annual report on the Department of Industries, Punjab, for the year ending 30-3-1938, which inter alia reviews the working of the Employment Bureau, Punjab, states that the Bureau continued to function during the year. The Bureau was established in August, 1936, for the dual purpose of recording the statistics of unemployment among educated

* Report on the Department of Industries, Punjab, for the year ending 31st March, 1938. Lahore 1938. Price annas 4. pp 48 + xviii.

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classes and persons with technical and professional qualifications and of bringing together the employers and the unemployed. It is stated that unfortunately the response from the unemployed for the registration of their names with the Bureau and from factory owners and other employing agencies to refer their personnel requirements to the Bureau was poor and disappointing. Further measures in this behalf, it is reported, have been held up pending the publication of the report of the Unemployment Committee which made an extensive study of the problem. +

Social Conditions.

The Opium (Orissa Amendment) Bill, 1959: Bill proposed
to be introduced.

Attention is directed to pages 2 to 8 of the Orissa Gazette (Extraordinary) dated 15-2-1959 where is published the Opium (Orissa Amendment) Bill, 1959 - which is to be introduced in the Orissa legislature shortly.

The statement of objects and reasons points out that the scheme of prohibition of opium which has just been introduced in the district of Balasore is likely to increase the number of cognizable offences and thereby throw additional work on the police. It has been ascertained that the existing police staff in the district will not be able to cope with the volume of extra work likely to be thrown upon them. As the present law stands, the Excise officers have been vested with the powers to search, seize and arrest under sections 14 to 16 of the Opium Act, 1878, but only Police officers have been empowered to investigate offences under section 20 of that Act. The objects of the present Bill is to amend section 20 of the Opium Act, 1878, as to empower excise officers also to investigate offences..

Public Health.State of Nutrition in North India: Findings of NutritionAdvisory Committee.

The results of certain investigations on the state of nutrition of the people of India undertaken under a scheme approved by the Nutrition Advisory Committee of the Indian Research Fund Association have recently been published.

Method of Investigation.- Four types of communities in different areas in India were selected for diet and clinical surveys, namely, industrial workers in Assam (the coolie class), the middle class agriculturists in Bengal, the well-to-do Calcutta households, and a mixed middle class community in Ferozepore, Punjab.

Findings of Investigation.- The diet of the Assam coolies was found to be poor in total calories, in total proteins, in fat, in calcium, in vitamin A and in carotene, also to a lesser degree in vitamin C and in iron. Most of the families took no milk. Conditions were somewhat better among the middle class agricultural group, though the fat and the animal protein consumption was low. The diet of well-to-do people in Calcutta was almost as good as that recommended in the European standards.

Examination of Children.- Together with diet surveys, the children were examined for height, weight and deficiency diseases. The heights and weights of the Assam children were much below those of the well-to-do group in Calcutta; those of the rural children were midway. While the absolute gain in weight per year was somewhat greater in the Calcutta children, growth expressed as a percentage increase in body-weight per year was actually greater in the labouring class in Assam. In spite of the poor diet, the growth impulse appeared to be as good amongst this class as among the well-to-do. They had also probably a greater proportion of muscle tissue per unit of body-weight than the better-off group.

Deficiency in Quality and Quantity of Diet of Assam Coolies.- These surveys show that Assam coolies live on a qualitatively and probably quantitatively inadequate diet. To a lesser extent it is also true of the agricultural community in Barasat, Bengal, yet the inherent vitality as judged by the percentage rate of growth and grip per lb. body-weight appeared to be good. Definite signs of vitamin A deficiency in the diet were seen only in Assam; the rural area in Bengal and Calcutta did not show them. Malocclusion of teeth, of which the cause is obscure, was most common among the Assam children (23.2 per cent) and least in Calcutta (8.0 per cent). On the other hand the incidence of enlarged tonsils was greater among the well-to-do (42.3 per cent) and least among the coolies (12.8 per cent). Malnutrition was found amongst 38.7 per cent. of boys in Assam, 33.8 per cent in rural Bengal, and 16.3 per cent. in Calcutta. These figures, however, fell with the rise in economic status.

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The average number of children alive per family was 1.8 in Assam, 3.5 in rural Bengal, and 4.2 in Calcutta. In none of the groups were children sent away elsewhere; indeed in Assam they obtained industrial employment from the age of seven.

Higher Nutrition Standards in Punjab.- The families surveyed in Ferozepore, Punjab, included Hindus, Muslims, Sikhs of the artisan class and a small group of sweepers. The diet of this mixed group was almost as good as that of the well-to-do people in Calcutta in calories, proteins and fat. Even the sweeper class were on a much better diet than the Assam coolies. Their main cereal was wheat and the quantity of milk available for consumption was about 8 ozs. per head per day. In spite, however, of their better diet, particularly in calcium, the incidence of caries was over 50 per cent. The number of those with enlarged tonsils was also high. The average heights and weights of the children were above those of the Assam and rural Bengal groups.

Intake of more Vegetables Recommended.- An increase in the cultivation of green vegetables and consumption of "dals" among the poorer classes would be a cheap and simple expedient at least to prevent the appearance of xerophthalmia.

(Indian Information Series,
New Delhi, 15-2-1939).+

Women and Children.

Care of Destitute Children in Bombay: Proposed Village Colony
At Chembur.

The Hon'ble Mr. K.M. Munshi (Home Minister, Bombay), Vice-president of the Children's Aid Society, Bombay, directs attention in a recent press statement to the need for increasing the accommodation provided for destitute and delinquent children taken up under the Bombay Children Act, 1924, in Bombay and some parts of the province, ~~are entirely in-~~
~~adequate~~ and the new plans formulated by the Society in this connection.

Chembur Village Colony.- The new colony set up at Chembur, a suburb of Bombay, will provide accommodation for surplus children, who will be trained there under village conditions in school studies and workshop practice. At the end of three years, boys showing special aptitudes will be further trained in city institutions. The colonists will be trained in crafts and agriculture so as to enable them to make a living on a village scale; when a batch is properly trained it is proposed to transfer it to a district ϕ in the province.

Advantages of Scheme.- This scheme will have the following advantages; (a) it will give accommodation to a larger number of destitute and delinquent children than is at present possible; (b) it will discourage traffic in children now going on in the city for the purposes of beggary and prostitution; (c) it will train the children in such a way as to bring them up as useful citizens ready to be absorbed in the city or in the villages, according to their aptitudes, and (d) it will, when complete, send a large number of well-equipped and trained agriculturists for useful work in the villages.

(The Times of India,
22-2-1939). +

Education.

Basic Craft Education in Bombay: Government appoints

Advisory Committee.

The Government of Bombay has appointed an Advisory Committee with Mr. N.D. Parikh of the Sabarmati Ashram, Ahmedabad, as Chairman for organising and introducing basic education in the province of Bombay in accordance with the Wardha Scheme (vide pages 33 to 34 of our January 1938 Report for details).

The functions of the Committee will be to advise Government - (1) on questions relating to the training of primary teachers and supervisors selected for schools which will impart education under the new scheme; (2) on all matters regarding the location of the basic craft schools which are proposed to be started in certain compact areas in Gujarat, Maharashtra and the Karnatak with effect from June 1939; (3) on questions relating generally to the courses of study to be introduced in the basic craft schools and particularly to modifications if any that may be required to suit local conditions in the syllabus of studies prepared by the Zakir Hussein Committee for imparting basic craft education in the primary schools; (4) on any other matters that may be referred to the Committee in connection with the scheme.

Summarised from
(Communique dated 8-2-1939
issued by the Director of
Information, Bombay).

Agriculture.The Usurious Loans (Amendment) Act Bill, 1939.

Attention is directed to pages 53 to 54 of Part V of the Gazette of India dated 25-2-1939 where is published the Usurious Loans (Amendment) Bill, 1939, introduced in the Central Assembly by Mr. K. Chaliha on 18-2-1939. The Bill seeks to limit the prevailing high rates of interest in rural areas to reasonable rates and save the masses from exploitation by money-lenders. It is pointed out in the statement of objects and reasons that legislation on these lines has been ^{already} adopted in certain provinces, but that in a matter like this uniformity is greatly needed.

Migration.

Indians Abroad: Pandit Kunzru's Statement.

Pandit Hirday Nath Kunzru, President, Servants of India Society, who headed the Indian Delegation to the second British Commonwealth Relations Conference held in Australia in September 1938, returned to India on 26-1-1939 after studying conditions of Indians in Ceylon, Fiji and Malaya, and visiting, in addition, Australia, New Zealand, China and Japan. On his return, Pandit Kunzru issued a statement to the press on the condition of Indians in the countries he visited; relevant extracts from the statement are given below:

Indians in Fiji.- The problems relating to Indians in Fiji were considered by an All-Fiji Indian Conference presided over by me in November last. The Indians are deeply concerned with regard to the renewal of leases of agricultural land held by them from Government or the Fijian Chiefs, which are about to expire, the education of their children which, in spite of their keenness, is in a more backward condition than that of Fijian children, and the status of their community which occupies a low position even in the subordinate civil service and is made to feel its political inferiority in more ways than one. The organisation of labourers which has a vital bearing on their future and in which they are beginning to take interest is virtually impossible at present as both the labourer who absents himself from work and the man who induces him to do so can be punished with fine and imprisonment. The whole community keenly desires that an Agent of the Government of India should be appointed in Fiji, and strongly feels that the absence of such an officer is a serious handicap to it in its efforts to raise the position both socially and politically. The matter is one of cardinal importance and should receive the immediate attention of the Government of India. Owing to the distance of Fiji from India, an Agent of the Government of India is even more necessary ~~from~~ there than in Ceylon and Malaya. Considering the class of Indians that emigrated to Fiji, the progress that they have made is a tribute to their self-reliance and enterprise and reflects great credit to their mother country also, but they have arrived at a stage when questions relating to their future require very serious and sympathetic consideration. The status of Indians in Fiji would virtually determine the status of Indians in the Pacific.

Indians in ^{malaya} Fiji.- As regards Malaya, the fundamental questions affecting the Indians there do not seem to be different from those exercising the minds of the Indians in Fiji. They relate both to the welfare of the labourers and the status of the Indian community. I understand that the plantation managers themselves were not in favour of reducing the wages of the labourers, but their hands were forced by the absentee proprietors in London. They had to carry out the orders of their Boards of Directors who appear to care only for the

dividends realised from the estates. I have also been told that when the Government of India asked for a postponement of the decision in order that the question might be fully discussed, the officials, regarding the proposal as an attempt at dictation by the Government of India and resenting its intervention, joined the planters in opposing the suggestion.

Results of Unrestricted Emigration in the Past.- The main cause of the present trouble, however, is the excessive emigration to Malaya that took place three or four years ago. It inevitably weakened the position of the labourers and made the planters masters of the situation. It is obvious from this that it is absolutely necessary in the interests of labour that emigration from India should be carefully controlled. This cannot be done so long as officers of another Government are allowed to recruit labour or stimulate its emigration. It is essential, therefore, in my opinion that the Government of India should end the present system as soon as possible and make itself directly responsible for regulation of emigration. This observation applies not merely to Malaya, but also to Ceylon. I have no doubt that the labourers would be happier and the Government of India would be more respected than is the case at present if emigration were ^{controlled} by its own officers and not by external agencies.

Education of Workers' Children and Labour Organisation.- The education of children on the rubber estates and the organisation of labour are two other important matters that require the earnest attention both of the Government and the people of India. It is idle to expect that the estate schools will be of a uniformly good standard or will be continuously improved so long as the Government of Malaya does not take them over and bear the responsibility of educating the children of the labourers. The establishment of trade unions is theoretically possible, but there is no trade union law. There is an Act known as the Societies Enactment which applies to all societies. It makes the registration of a society in a State, whether Federated or Unfederated, and also in part its dissolution dependent, on the will of the British Resident. Apart from this, the formation of trade unions is regarded with disfavour even in the Stratis Settlements. The Government of India should see that Indian labourers who are allowed to emigrate to other countries are not in a worse position in respect of the right of association than in their own country. The Indian labourer must be enabled to feel that he is a free human being.

Apart from the absence of trade unions there is another factor which militates against the development of a spirit of independence among the Indian labourers. Unlike the Chinese labourers, they live on the estates where they are constantly under the control of the employers and are cut off from the outer world. However good the quarters provided for them may be, they can never feel that they are free in any way to regulate their actions. So long as the present arrangements last it will be a task of extraordinary difficulty to enable them to acquire a sense of freedom and to realise that they

can improve the conditions under which they live by co-operation among themselves.

Status of Indians.- There are other questions also which will require consideration, but it must be borne in mind that they cannot be solved satisfactorily, independently of the status accorded to the Indian community in general. Questions relating to Indian labour and our national status are closely interlinked. Such questions as the rights of citizenship, employment in Government services and the provision of facilities for obtaining education of all grades may seem to concern the upper classes only, but they have an important bearing on the position of the Indian labourer. So long as the higher class Indian is treated as an unwanted immigrant, the labourers who are his countrymen will also suffer from the stigma of inferiority attaching to their country. On the other hand, the recognition of the status which the better class Indian is entitled to will have a highly beneficial effect on the Indian labourer and lead to a change in the angle of vision from which questions relating to him are looked at.

(The Servant of India,
2-2-1939).*

The Reciprocity Bill, 1939: Bill introduced in
Central Assembly. *

Attention is directed to pages 49 to 50 of Part V of the Gazette of India dated 25-2-1939 where is published the Reciprocity Bill, 1939, introduced in the Central Assembly on 18-2-1939 by Mr. G.V. Deshmukh. The Bill makes provisions in regard to entry, residence, the acquisition, holding or disposal of property, franchise, the holding of public office, or the carrying on of any occupation, trade, business or profession in British India by persons domiciled in the British Possessions on a basis of reciprocity. The Bill is inspired by the desire to ~~remove~~ remove the disabilities suffered at present by Indians in certain British Colonies and lays down the principle that wherever equality cannot be ensured, reciprocity should be enforced. *

The Overseas Indians' Reciprocity Bill, 1939. *

Attention is directed to pages 56 to 58 of Part V of the Gazette of India dated 25-2-1939 where is published the Overseas Indians' Reciprocity Bill, 1939, introduced in the Central Assembly by Mr. Mohan Lal Saksena on 18-2-1939. The Statement of Objects and Reasons

appended to the Bill directs attention to the various disabilities of Indian Settlers in foreign countries, especially in British Dominions and Colonies and suggests that reciprocal measures should be adopted against nationals of countries treating Indians unfairly. .

Negotiations for Resumption of Emigration of Indian Labour to Malayan Plantations: Government of India's Views to be placed before Malayan Government. .

Reference was made at page 39 of our January 1939 report to the visit to India of two delegations, one official and the other non-official, from Malaya to discuss with the Government of India the resumption of emigration of Indian labour to Malaya and to settle the conditions of such resumption.

Views of Non-Official Delegation.- The non-official delegation sent by the Central Indian Association, Malaya, have demanded inter-alia that before resumption of emigration, the Government of India should get a guarantee from the Malayan Government about citizenship rights being accorded to Indian labourers, and rights of entry and citizenship being accorded to Indians of the non-labouring classes.

Result of Negotiations.- The discussions between the official Malayan delegation and the Government of India began during the last week of January 1939. The first question that came up for discussion, it is understood, was that of wages. The Government of Madras, which is vitally concerned in the present conference, is reported to have pressed the view that the standard minimum wage should be 50 cents for males and 40 cents for females, with the proviso that as the rubber industry's position improves labourers should be given a share in the increased yield of the industry. It was also urged that the family unit should be an important factor in settling the rates of wages for Indian labourers. The Madras Government also seems to have pressed for a settlement of a few other problems like citizenship rights before agreeing to resumption of emigration. Members of the Standing Emigration Committee of the Central Legislature, who ~~are~~ were associated with the present discussions were also understood to be of the same opinion. The Government of India has also endorsed in full the demands of the Madras Government.

(The Statesman, 6-2-1939).

The negotiations came to a close on 11-2-1939. The results of the negotiations are to be considered by the two Governments.

Official Statement on Trend of Negotiations.- An official indication of the trend of the Indo-Malayan talks was given in the Central

Assembly on 16-2-1939 at question-time by Sir G.S. Bajpai, Secretary Education, Health and Lands Department. In reply to an interpellation, Sir Girja Shankar Bajpai stated that certain proposals for a recalculation of standard wages in Malaya, partly on a fresh basis and partly with reference to changed circumstances, were made by the Government of India delegates to the Malayan delegation. The Malayan delegation were at first unwilling to consider these proposals, but subsequently offered to place them before the Malayan Government for examination, on their return to Malaya. In view of the desirability, from the Indian point of view, of exploring the possibility of settling certain other outstanding questions as well, in particular those relating to the status of Indians in the Malayan States and the provision of adequate educational facilities for Indians of all classes, advantage was taken of the presence of the delegates to discuss these as well. The Malayan delegation undertook to have the suggestion of the Indian representatives on these points also examined by their Government. Further negotiations are to be continued by correspondence.

(The Statesman, 17-2-39)-

General.

Appointment of Mr. M.S.A. Hydari as Secretary, Labour
Department, Government of India. +

It is announced that, consequent upon the appointment of Mr. A.G. Clow, I.C.S., to succeed the Hon'ble Sir Thomas Stewart, as Member of the Executive Council in charge of the Department of Communications, Mr. M.S.A. Hydari, I.C.S., is appointed Secretary to the Government of India, Department of Labour, with effect from April 1, 1939.

Mr. Hydari has been Agent of the Government of India in Ceylon, and Secretary to the Imperial Council of Agriculture Research; he has also acted as Secretary to the Government of India, Department of Labour.

(The Statesman, 21-2-1939).

Re-election of Mr. S.C. Bose as Congress President and
after: Resignation of Rightist Working Committee
Members. +

Reference was made at pages 43 to 44 of our January 1939 report to the election for a second term (1939-40) of Mr. Subhas Chandra Bose as the President of the Indian National Congress against the wishes of several leading members of the Congress Working Committee, as also of Mahatma Gandhi. Soon after the announcement of the result of the elections, twelve members (out of fifteen, including the President) of the Working Committee expressed their desire to resign from the Committee for two reasons. First, Mr. Bose had accused these members of "conspiring with British Imperialism with a view to accepting Federation". In view of the popular attitude of unqualified opposition to the Federation as contemplated in the Government of India Act, 1935, this was a serious charge against responsible leaders of the Congress, and Mr. Bose has so far not taken steps to substantiate his allegations or withdraw them publicly as demanded by the right wing leaders. In the second place, since the Working Committee has to draft the official

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resolutions to come before the Congress session to be held from 10-3-1939, the twelve members felt that, in view of the clearly leftist leanings of the President, they would leave the field clear for him to formulate his policy unhindered.

Consequently, twelve members of the Working Committee, led by Sardar Vallabhai Patel, resigned on 22-2-1939. Pandit Jawaharlal Nehru, another member, intimated his resignation in a separate letter.

The resignation of Pandit Jawaharlal Nehru has come as a blow to socialist hopes which centred largely on Pandit Nehru's co-operation with the Working Committee which Mr. Bose will be forming.

The resignations have been accepted. The only member, excluding the President, who has not resigned is Mr. Sarat Chandra Bose, a brother of the President. (The Times of India, 24-2-1939).

The 52nd Session of the Congress will open at Tripuri, Central Provinces, on 10-3-1939. It is difficult to predict what direction Congress policy will take. The rightists have a majority, but it is not certain whether they will press a "no confidence" motion against President Bose. +

Constitutional Reform in Indian States:
Mahatma Gandhi's Intervention.

Since the last several months sustained agitation is being carried on in several Indian States, notably Mysore, Travancore, Jaipur, Rajkot, etc., for reforming the administrations concerned and increasing the association of the subjects with the Government. The movement, being a democratic one, will, if successful, have favourable reactions on labour and social conditions in the States.

A new and important turn was given to the freedom-movement in the States by Mahatma Gandhi's decision, announced in the last week of February, to intervene in the Rajkot struggle which had started in the middle of 1938, and which, it was understood, was terminated as the result of a settlement reached between the Ruler of the State and Sardar Vallabhbhai Patel on 26-12-1938. According to the settlement, the ruler had agreed to set up a Committee consisting of three officers of the State and seven State subjects, the latter to be chosen by Sardar Patel, to recommend a scheme of reforms giving "the widest possible powers" to the people, consistently with the Ruler's "obligation to the Paramount Power" and his "prerogatives as a Ruling Chief". The understanding was that the Ruler would implement the recommendations of the Committee which was to be set up immediately. The Ruler, however, later repudiated the agreement, and announced his decision to allow the subjects only four representatives, instead of seven originally agreed upon. To find a way out of the ensuing deadlock, Mahatma Gandhi at the end of February visited Rajkot in person. Failing ~~his~~ his efforts to induce the Ruler to honour his pledge, he announced his decision to fast unto death ~~from~~ unless the Ruler changed his attitude. The fast which began on the 3rd March precipitated a major crisis, which has, however, now been solved by the personal intervention of the Viceroy. The fast was terminated on the 7th March on the conditions that the points in dispute will be referred to the Chief Justice of India for adjudication and that his decisions will be enforced.

Mahatma Gandhi's personal intervention in the States question and the results achieved are likely to produce serious repercussions. First, the Congress will now be committed to a greater extent than before to the policy of working ^{movement} for reform of State administrations, and secondly, the reform in the various States are likely to be intensified.

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

Conditions of Labour.-

- (1) The Tata Iron and Steel Co., Ltd., Welfare Report for 1929-1933.
- (2) Replies of Mr. Ambalal Sarabhai in his personal capacity to some of the questions set by the Textile Labour Enquiry Committee, Bombay.
- (3) General Wage Census: Part II - Seasonal Factories. Report on an Enquiry into Wages, Hours of Work and Conditions of Employment in Seasonal Factories of the Bombay Province, 1936. Prepared by the Labour Office, Government of Bombay. 1939.
- (4) Report by the Railway Board on Indian Railways for 1937-38, Vol. I. Government of India, Railway Department (Railway Board).
- (5) Report by the Railway Board on Indian Railways for 1937-38, Vol. II - Statistics. Government of India, Railway Department (Railway Board).

Industrial Organisation.-

- (1) Report of the Indian Employers' Delegation to the 24th Session of the I.L. Conference held at Geneva in June, 1938. Published by the Employers' Federation of India, Patel House, Churchgate Street, Bombay. (Copies of the same report published by the Federation of Indian Chambers of Commerce and Industry, New Delhi, and the All-India Organisation of Industrial Employers, New Delhi, have also been received).
- (2) Proceedings of the Annual General Meeting of the Associated Chambers of Commerce of India, held in Calcutta on the 19th and 20th December, 1938.
- (3) Report on the Working of the Indian Trade Unions Act, 1926, for the year 1936-37, together with Statistics for that year. Government of India.
- (4) Annual Report on the Working of the Indian Trade Unions Act, 1926, in C.P. and Berar for the year ending 31-3-1938.
- (5) B.N. Railway Indian Labour Union: Annual Report for the years 1937-38 and 1938-39.
- (6) Speech by Mr. S.M. Ismail, Industrial Engineer and Safety Inspector, Tata Iron and Steel Co., Ltd., Jamshedpur, delivered at the 17th General Meeting and Conference of the B.N. Railway Indian Labour Union held on 27, 28 and 29-1-1939 at Kharagpur.

Economic Conditions.-

- (1) Report of the Central Board of Directors of the Reserve Bank of India for the year ended 31-12-1938: To be presented to the Shareholders at the 4th Annual General Meeting to be held at Madras on 6-2-1939.
- (2) Speech of the Hon'ble Mr. A.S. Latthe introducing the Budget Estimates for 1939-40. *Bombay.*

- (3) Government of Bombay: Civil Budget Estimates for the year 1939-40.
- (4) Government of Bombay: Budget Memorandum for 1939-40.
- (5) Speech of the Hon'ble Mr. Anugrah Narayan Sinha, Finance Minister, Bihar, in introducing the Budget of 1939-40.
- (6) Government of Bihar: Civil Budget Estimates for the year 1939-40.
- (7) Government of Bihar: Financial Statements for the year 1939-40.
- (8) Speech of the Hon'ble Mr. Manohar Lal, M.A., Bar-at-Law, Finance Minister, Punjab, introducing the Budget Estimates of the Punjab for the year 1939-40 in the Punjab Legislative Assembly.
- (9) Report of the Department of Industries, Madras, for the year ending 31-3-1938.
- (10) Report of the Department of Industries, Punjab, for the year ending 31st March, 1938.
- (11) Report on the Maritime Trade of Orissa for the year 1937-38.
- (12) General Report on Nine Enquiries into the Village or Extra-Factory Consumption of Cotton in India, 1933-36. Published by Indian Central Cotton Committee, Bombay.

Public Health.-

Annual Public Health Report of Delhi Province for the year 1937. Compiled by the Chief Health Officer, Delhi Province.

Maritime Affairs.-

Administration Report of the Karachi Port Trust for 1937-38.

Miscellaneous.-

- (1) 18 Months of Provincial Autonomy in the Punjab - A review of the administration of the Punjab from April 1, 1937, to September 30, 1938. Published by the Director, Information Bureau, Punjab.
- (2) The Seva Samiti Central Head Office, Allahabad - Annual Report, 1937-38.
