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INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

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REPORT FOR MARCH 1936.

(N.B.- Every section of the Report may be taken out separately).

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References to the I. L. O.

A communique re. the 74th session of the Governing Body (issued by this Office on 6-3-1936) is published by the following: the Hindustan Times dated 9-3-1936, "Commerce and Industry" dated 10-3-1936 and the Indian Labour Journal, Nagpur, dated 15-3-1936. (vide enclosure Nos. 1 and 2 of H.4/306/36 dated 12-3-1936, and No.24 of H.4/335/36 dated 19-3-1936).

\* \* \*  
A communique re. the recent regional Labour Conference of the American Member States of the I.L.O. (issued by this Office on 26-2-1936) is published in the following: the Hindu dated 3-3-1936 and the Amrita Bazar Patrika dated 8-3-1936 (Vide Enc. Nos. 3 and 4 of H.4/306/36 dated 12-3-1936).

\* \* \*  
The April 1936 issue of the Young Builder, Karachi, publishes a short note summarising the decisions of the recent regional Labour Conference referred to above.

\* \* \*  
The March 1936 issue of the Young Builder, Karachi, publishes an appreciative review of the pamphlet: "The 19th Session of the I.L.Conference, 1935". (Reprint from the September 1935 issue of the International Labour Review).

\* \* \*  
"Federated India", Madras, dated 25-3-1936 publishes an appreciative review of the Report of the 19th I.L.Conference.

\* \* \*  
The Hindustan Times dated 6-3-1936 publishes a report issued by the Associated Press of India on the activities of the Mixed Committee on Nutrition Problems, Geneva.

\* \* \*  
The Hindu dated 21-3-1936 publishes a communique issued by the League Information Bureau on the problem of nutrition. References are made in the communique to the enquiry on the subject conducted by the League of Nations and the I.L.O.

\* \* \*  
The Leader dated 25-3-1936 publishes an editorial article on the pamphlet issued by the Information Section of the League of Nations regarding the question of nutrition in relation to public health and economic conditions.

\* \* \*  
~~A summary of the proceedings in the Legislative Assembly~~

The Amrita Bazar Patrika dated 17-3-1936 publishes an article under the caption: "Problems of Nutrition: Government's Duty" contributed anonymously. The article deals with the investigations on the subject started by the League of Nations and the I.L.O.

\* \* \*

Press reports of the Legislative Assembly debate on resolution recommending non-ratification of Draft Convention re. 40-Hour Week are published in the following: The Hindu, the Statesman, the Leader, and the Hindustan Times dated 7-3-1936, the National Call dated 8-3-1936, the Times of India dated 9-3-1936, the Railway Herald, Karachi, dated 12-3-1936 and the Indian Labourer, Madras, dated 10-3-1936 (vide Enc. Nos. 7 to 14 of H.4/306/36 dated 12-3-1936, No.2 of H.4/335/36 dated 19-3-1936 and No.14 of H.4/361/36 dated 26-3-1936).

\* \* \*

Mr. Giri's speech in the Legislative Assembly on the above resolution was published in the Indian Labour Journal, Nagpur, dated 15-3-1936.

\* \* \*

The Leader dated 12-3-1936 publishes an editorial article under the caption "Assembly Debate on a Shorter Week" commenting on the above resolution. The article summarises the views expressed by Sir Frank Noyce, Sir H.P.Mody and Mr. N.M.Joshi on the question and says that Indian workers have no reason to be dissatisfied with the progress of labour legislation in this country. The article says:

"During the last 15 years the labouring classes in India have won some valuable rights and privileges, for which credit is in a great measure due to the Geneva Organisation which has been carrying out investigations into existing conditions, bringing them to the notice of the peoples and Governments and suggesting measures to remedy suffering and injustice. The authorities of the International Labour Organisation themselves refer in their Year-Book to the interest which extra-European countries, among which they make particular mention of India, have been showing in the Organisation."

The article, however, criticises the attitude taken by Sir H.P.Mody and says that employers should, in the interests of harmonious relationships between them and labour, be thankful

to the I.L.O. "which has been conducting the labour class movement on right lines". The article refers to tributes paid to the work of the I.L.O. by employers' delegates to the I.L.Conference and suggests that Sir H.P.Mody's criticisms are to be taken as his personal views only and not as representing the opinion of Indian employers as a class.

The article also points out that, though a 40-hour week is not a practical proposition for some time to come, the Assembly should have adopted Mr. Joshi's amendment recommending the acceptance of the principle of the 40-hour week.

Extracts from the above editorial article are reproduced in the Statesman dated 24-3-1936.

\* \* \*

The Indian Labour Journal, Nagpur, dated 15-3-1936 publishes a long editorial article under the caption: "Joshi Idealism", on the Assembly resolution on the 40-hour week. The article deplors the rejection by the Assembly of Mr. Joshi's amendment.

\* \* \*

Summary of Council of State debate on a similar resolution as above is published by the following: the Statesman, the Hindu and the Hindustan Times dated 27-3-1936, the Amrita Bazar Patrika, the National Call and the Times of India dated 28-3-1936 and the Bombay Chronicle dated 30-3-1936.

\* \* \*

Press reports of the debate in the Council of State on resolution recommending that Indian delegations to international conferences should be led by Indians are published in the following: the Statesman dated 12-3-1936, the Hindustan Times dated 12-3-1936, and the National Call dated 13-3-1936.(vide Enc.Nos. 15 to 17 of H.4/306/36 dated 12-3-1936).

\* \* \*

The Hindustan Times dated 11-3-1936 publishes a news item to the effect that Dr. P.N.Banerjea, M.L.A., has given notice of an amendment to the official resolution recommending non-ratification of the Draft Convention concerning maintenance of migrant workers' pension rights. The amendment suggests that a committee be appointed to consider the question and report to the Assembly on or before 31-7-1936.

\* \* \*

The Hindu dated 13-3-1936, the Statesman, the Hindustan Times and the Amrita Bazar Patrika dated 14-3-1936 publish a summary of the proceedings in the Legislative Assembly on 13-3-1936. During question hour, Sir Frank Noyce, replying to an interpellation by Dr. P.N. Banerjea, stated that statistics regarding unemployment in India are not published by the I.L.O. since such statistics are not collected by the Government of India.

\* \* \*

The Amrita Bazar Patrika dated 25-3-1936 publishes an editorial article under the caption: "Evil of Griggism". The article deals with the question of unemployment in India and reference is made to the interest taken by the I.L.O. in the subject. It is stated that, in spite of this interest, the I.L.O. has not taken any steps to persuade the Government of India to start collecting statistics of unemployment in this country.

\* \* \*

The March 1936 issue of the Insurance World, Calcutta, reproduces (from "Commerce", Calcutta, dated 22-2-1936) the summary of an article contributed by Mr. S.C. Ray on: "The unemployment insurance need in India", and published in "Advance", Calcutta. In the course of the article references are made to the Draft Convention re. unemployment insurance and to the attitude of the Government of India towards the Convention.

\* \* \*

The National Call dated 9-3-1936, the Hindustan Times dated 9-3-1936 and the Times of India dated 10-3-1936 publish the report of ~~the~~ an 'At Home' given by the Journalists' Association of India, Bombay, in honour of Mr. Pelt. In the course of his speech, Mr. Pelt referred to the valuable benefits India has derived through her membership of the League Organisations.

\* \* \*

The Hindu dated 9-3-1936 and the Leader dated 11-3-1936 also publish the above.

\* \* \*

The Leader dated 15-3-1936 and the Amrita Bazar Patrika dated 17-3-1936 publish the report of an interview given by Mr. A. Pelt at Lucknow to a few press correspondents. In the course of the interview, Mr. Pelt discussed the question to what extent the League and India need each other's services.

\* \* \*

The Amrita Bazar Partika dated 29-3-1936 publishes a letter dated 14-3-1936 from Geneva from its Geneva correspondent. In the course of the letter, reference is made to the recent visit of Mr. A. Pelt (Director of the Information Section, League of Nations) to India and the writer states:

"I notice that the League officials generally dwell upon the fact that India's contribution in comparison with her population is not so very large. But the Indian public is entitled to ask the League and all those who are paid to carry on propaganda on behalf of the League, why on earth should India contribute more than most of the Members of the League Council? What special privileges is India getting by contributing something like 20 lakhs of rupees a year? Some of the Latin-American States have been permanently defaulters in their contributions towards the League's upkeep - nevertheless they are in a better position than India in utilising the League machinery for the national disadvantages. I noticed another curious thing in Mr. Pelt's speeches. He has dragged in the International Labour Organisation with the League. Is it necessary to do so? The U.S.A., Japan and Brazil are Members of the International Labour Organisation without having anything to do with the League. Cannot India make a similar arrangement? In the opinion of your correspondent this can be done and will be a far better thing to do than to maintain the present anomalous situation with her membership in the League. It was cold comfort to Mr. Pelt's listeners to know that eight Indians are eligible for working in the League and in the I.L.O.

When all 'pros and cons' had been weighed in the balance, the Indian nationalist would find that it would be better to leave the League and seek collaboration with the international world through other channels; I would not, however, suggest anyone's assuming that I include the International Labour Organisation in the League. It is a separate institution and India can get some profit out of it by retaining her membership in it."

\* \* \*

The issues of the Indian Labour Journal, Nagpur, dated 8-3-1936 and 22-3-1936 reproduce the pamphlet "Labour's New Charter" issued by the General Council of the British Trades Union Congress.

(Copies of the pamphlet were sent to Indian periodicals by this Office).

\* \* \*

The Hindustan Times dated 9-3-36 publishes a summary of the speeches of Lord Strabolgi, Mr. Graham Hutton and Professor Richardson at the three-day conference on "The I.L.O. and World Planning" conducted under the auspices of the League of Nations

Union, London, at the London School of Economics.

\* \* \*  
The Times of India dated 6-3-1936 and the Hindustan Times dated 16-3-1936 publish a summary of the speech of Dr. R.R. Kuczynski at the Conference mentioned above.

\* \* \*  
The Leader dated 13-3-1936 reproduces an editorial note of the Manchester Guardian on the subjects discussed at the Conference mentioned above.

\* \* \*  
A communique re. the Second International Conference on Social Policy (issued by this Office on 23-3-1936) is published by the following: the Hindustan Times dated 24-3-1936, the National Call dated 26-3-1936, the Statesman dated 30-3-1936, the Amrita Bazar Patrika dated 28-3-1936 (vide Enc. Nos. 4 & 5 of H.4/361/36 dated 26-3-1936 and Nos. 1 & 2 of H.4/385/36 dated 2-4-1936).

\* \* \*  
A communique re. the I.L.O. report: "Opium and Labour" (issued by this Office on 10-3-1936) is published in the following: the National Call, the Hindustan Times dated 12-3-1936, the Times of India dated 17-3-1936, the Indian Labour Journal, Nagpur, dated 15-3-1936, "Commerce and Industry", Delhi, dated 17-3-36, the Hindu dated 16-3-1936 and the Railway Herald, Karachi, dated 19-3-1936 (vide Enc. Nos. 5 & 6 of H.4/306/36 dated 12-3-1936, Nos. 6 to 8 of H.4/335/36 dated 19-3-1936 and Nos. 2 & 3 of H.4/361/36 dated 26-3-1936.)

\* \* \*  
The Hindustan Times dated 13-3-1936 publishes an editorial article on the above report. The article comments appreciatively on the report.

\* \* \*  
The Statesman and the Hindustan Times dated 29-3-1936, the National Call and the Bombay Chronicle dated 30-3-1936 and the Times of India dated 31-3-1936 publish summarised reports of the presidential speech of Sir H.P.Mody at the third annual general meeting of the Employers' Federation of India, held at New Delhi on 28 & 29-3-1936. In the course of his speech Sir Homi referred unsympathetically to the rapid output of Draft Conventions in recent years by the I.L.Conference .

Full text of Sir Homi's speech is published in "Commerce and Industry", Delhi, dated 31-3-1936.

\* \* \*



The Statesman dated 30-3-1936 publishes a short editorial note on the above, in the course of which it says:-

"There will be wide agreement with his vehement protest against the latest Geneva Labour Convention seeking to establish a 40-hour week in factories. The Legislature has already refused to ratify the Convention as being outside the realm of practical politics in India and most people will agree that until the International Labour Conference attempts to pay a little more regard to realities its deliberations will continue to be mere waste of time and money."

\* \* \*

The Hindustan Times dated 31-3-1936 also publishes an editorial note on Sir H.P.Mody's speech, in the course of which it deprecates Sir Homi's reference to I.L.Conventions.

\* \* \*

The Financial News, Bombay, dated 7-3-36 and the February 1936 issue of "Jeebon Beema", a Bengali monthly of Calcutta, publish a review of the I.L.O. publication: "I.L.O. and Social Insurance."

\* \* \*

The Financial News, Bombay, dated 14-3-1936 publishes a note on "India and International Affairs" dealing primarily with the recent inauguration of an Indian Institute of International Affairs at New Delhi. In the course of the note reference is made to India's relationship with the I.L.O. and the League of Nations and the establishment in India of branch offices of these two organisations.

\* \* \*

The Statesman dated 20-3-1936 publishes a "Letter to the Editor" from Mr. A.R.N.Husain, Calcutta, under the caption "Working and Spending". The "Letter" deals with the Bombay Labour Office report on retail shops, and incidentally refers to the beneficent influence of the I.L.O. in improving the conditions of workers in this country.

\* \* \*

The National Call dated 24-3-1936 publishes a news item to the effect that Mr. D.P.Khaitan has been elected president of the Federation of Indian Chambers of Commerce and Industry for 1936-37. In an attached note on the public life of Mr. Khaitan, prominent mention is made of his representation of Indian employers at the I.L.Conference of 1928 and of his membership of the Governing Body of the I.L.O. in 1929.

\* \* \*

The April 1936 issue of the Young Builder, Karachi, publishes a short note quoting from an article recently contributed by the General manager of the Tata Iron and Steel Works, to the effect that in one of the <sup>in Bihar</sup> coal mines wages have fallen as low as three quarters of an anna per day. The note concludes with the query: "What is the I.L.O. going to do to check such flagrant social injustice?"

\* \* \*  
The November and December 1935 combined issue of the Trade Union Record, Bombay, publishes the text of resolutions adopted at the 2<sup>nd</sup> second session of the National Trades Union Federation held at Nagpur in December 1935. Some of the resolutions referred to various aspects of the work of the I.L.O.

\* \* \*  
No Indian newspapers and periodicals received in this Office, <sup>during the year 1935</sup> published items from the I.L.O. News Bulletin.

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

1. A "Geneva Letter" dated 14-3-1936 from the Geneva correspondent of the Amrita Bazar Patrika re. India's membership of the League of Nations and the I.L.O.

## Ratifications.

### Draft Convention re. 40-Hour Week:

#### Legislative Assembly Recommends Non-ratification.

On 6-3-1936, Sir Frank Noyce, Member for Industries and Labour, moved the following resolution in the Legislative Assembly:-

"That this Assembly, having considered the draft Convention adopted by the Nineteenth Session of the International Labour Conference concerning the reduction of hours of work to 40 a week, recommends to the Governor General in Council that he do not ratify the Convention."

In his speech moving the resolution, Sir Frank Noyce referred incidentally to the increased output of Conventions by the I.L. Conference in recent years and hinted at the possibility of adopting a different procedure for dealing with draft Conventions. He said:

"I cannot help thinking that the time has already come or is rapidly approaching when our procedure in dealing with draft Conventions should be somewhat different from what it has been in the past. It has been our practice, hitherto, to bring Conventions before the Assembly in the form of Resolutions, but our procedure in this respect, which does not appear to be the same as a number of other countries, is perhaps in some respects not ideal.

Recommending non-ratification, Sir Frank said that India should not ratify the Convention under discussion because enforcement of it would seriously lower the standard of living of workers since a reduction in hours would be followed by a proportionate reduction in wages. Referring to the 48-Hour Week Convention of 1919 he said that that Convention has not yet been ratified by many of the leading industrial powers in Europe and declared that the 40-Hour Week Convention had still less chances being accepted universally.

Mr. N.M. Joshi moved an amendment to the effect that India should ratify the Convention and take steps towards the reduction

of hours by stages so that 40-hours a week may be established in India as early as practicable. Mr. V.V.Giri supported the amendment. Mr. Joshi's amendment, was defeated when put to vote by 48 votes against 42 and the original resolution was carried.

(Summarised from the Legislative Assembly Debates of 6-3-1936 Pages 2019-2039).

Draft Convention re. 40-Hour Week:

Council of State Recommends Non- ratification.

A resolution, similar to the one moved in the Legislative Assembly by Sir Frank Noyce, was introduced in the Council of State on 26-3-1936 by Mr. A.G.Clow, Secretary, Industries and Labour Department, Mr. P.N.Sapru moved an amendment recommending the acceptance by India of the principle of a 40-hour week and the adoption of steps to have hours of work reduced gradually to this level. Mr. Sapru's amendment was rejected by the House and the ~~original~~ original motion was adopted.

(The Hindustan Times, dated 27-3-36).

Draft Convention re. Reduction of Hours of Work:

(Glass Bottle Works): Council of State Recommends Non- ratification

Mr. A. G. Clow moved the same day in the Council of State another resolution recommending non-ratification of the I.L.Draft Convention regarding reduction of hours of work in glass bottle works. The resolution was adopted by the House.

(The Hindustan Times, 27\_3-1936).

National Labour Legislation.

The Madras Employees' Protection Bill, 1936. +

Mr. C. Basu Dev, M.L.C. has introduced in the current session of the Madras Legislative Council the Madras Employees' Protection Bill, 1936 (Bill No.6 of 1936). The Bill provides for provident fund systems for employees in factories, shops and offices in the Madras Presidency. It also contains a clause whereby a permanent employee in an office, factory or place of business where not less than ten persons are employed shall not be dismissed or removed without just cause or without one month's previous notice in writing, notwithstanding any contract or agreement to the contrary. A permanent employee is defined as any person employed in whatever capacity and whether paid salary or wages under a permanent employer either for a continuous period of not less than three months or for a total period of not less than four months within a continuous period of six months. A permanent employer means an employer who has been carrying on business for at least one year and shall include corporations, companies and institutions. The Bill stipulates that permanent employers in all factories and offices employing more than ten workers shall place every year to each permanent employees' credit a sum equal to one-twelfth of the wages earned by him during the preceding twelve months. The employee may contribute to the fund a sum not exceeding the contributions made by the employer.

In the statement of objects and reasons of the bill,

it is pointed out that provident fund systems are already in vogue in various Indian railways, and that there is no reason why such systems should not be introduced for employees in factories and offices.

(Summarised from the text of the Madras Employees' Bill, 1936, published at pages 28-30 of Part IV of the Fort St. George Gazette dated 11-2-1936). +

The Factories (Amendment) Bill, 1936. +

Sir Frank Noyce, Member in Charge of Industries and Labour with the Government of India, introduced in the Legislative Assembly a Bill on 16-3-1936 to amend the Indian Factories Act, 1934. Sub-section (1) of section 5 of the Factories Act gives Local Governments power to notify as factories premises which have ten or more persons working in them or in their precincts. But a notification so issued extends only to the premises and not to the precincts and may thus apply only to part of the work. It is arguable, moreover, that places in the open air are not premises. The proposed amendment is intended to ensure that manufacture carried on elsewhere than inside buildings can be regulated when necessary. The text of the Factories (Amendment) Bill, 1936 (L.A. Bill No.7 of 1936) is published at pages 31-32 of Part V of the Gazette of India dated 21-3-1936. +

Amendments to Central Provinces Factory  
Rules, 1935: Rules re. Maintenance of Registers. +

Attention is directed to certain amendments to the Central Provinces Factories Rules, 1935, published at pages 274 and 285 of Part III of the Central Provinces Gazette dated 6-3-1936. The amendments relate to the rules regarding maintenance of factory registers. +

The Central Subordinate (Inferior) Services  
(Gratuity, Pension and Retirement) Rules, 1936. +

Attention is drawn to Notification No.F.6(48)-R II/35 dated 19-3-1936 of the Finance Department of the Government of India regarding rules to regulate the gratuities and pensions admissible, to, and the retirement of, members of the subordinate (inferior) services under the administrative control of the Governor General in Council, published at pages 373-375 of Part I of the Gazette of India dated 21-3-1936.

The principal categories of Government servants covered by the Rules are lower paid staff like record-sorters, record-lifters, daftries and jemadars. The Rules which come into force from 1st April 1936 relate to compensation pension and gratuity granted in cases of discharge due to reduction of establishment, invalid pension and gratuity, superannuation pension and gratuity, and retiring pension granted on retirement from Government service after a qualifying period of 40 years. +

Rampur Factories Bill, 1936:

54-Hour Week for Factories. †

The Rampur Factories Bill, 1936, came up for discussion in the Legislative Council of the State on 17-3-1936.

The Bill is a complete code for the regulation of labour in factories, whether working for the whole year or in any particular season. The object of the Bill is to provide for direct supervision over factories. To achieve this, various provisions regarding the working time of labourers, their age and health and safety have been introduced. The Bill provides that there shall be appointed a Chief Inspector to see that all the provisions of the Bill are complied with, and that breach of any of the provisions shall be met with fine or imprisonment.

Main Features.- The first chapter contains the preamble and definition. The second chapter deals with the appointment of an Inspector and Chief Inspector and certified medical practitioners. The third chapter, the most important, ~~it~~ deals with ways of protecting the health and safety of labourers in factories. It provides that there should be sufficient means for ventilation, and indicates the way of moistening the air. It also lays down provisions regarding the number of labourers in a factory, its extent and area, and provisions for adequate lighting. Safeguards against fire are also included.

Prevention of Accidents.- To save labourers from accidents <sup>caused by</sup> ~~among~~ machinery, the Act lays down that there should be fencing round machinery. Inspectors are given authority to stop work whenever they deem that certain machinery cannot be used without danger to human life. Provisions are also made to allot a room to children under six years of age belonging to female labourers.

Hours of Work and Holidays.- Chapter four is mainly concerned with limiting hours of work of adult labourers. The maximum period of work in a week for an adult labourer is to be 54 hours in an ordinary factory and 56 hours in a seasonal factory. One day's holiday in a week is made compulsory, although under special circumstances this may be waived. The maximum working period for any one day is 10 hours in an ordinary factory and 11 hours in a seasonal factory. The Act lays down that no labourer shall work continuously for more than five hours.

(A requisition has been made for two copies of the Bill; when received, a copy will be forwarded to Geneva.)

(The Statesman, 18-3-1936). †



Bombay Shops Bill; Motion for Select Committee Rejected. \*

References were made at pages 28-29 of our July 1935 report to the first reading of the Bombay Shops Bill, 1934, introduced by Mr. R.R. Bakhale in the Bombay Legislative Council on 11-9-1934. On 20-3-1936 Mr. Bakhale moved the reference of the Bill to a Select Committee. In doing so, he referred to the recent report issued by the Bombay Labour Office on the working conditions of shop assistants and pointed out that the report showed that the number of workers affected was considerable and that their hours of work were ~~unreasonably~~ unconscionably long.

Several members, while supporting the principle of the Bill, were of opinion that changes were required to ensure efficiency in working. Dr. J.A. Collaco opposed the motion. He did not consider that any number of amendments would make the Bill acceptable to Bombay. The clause affecting the employment of children would throw out of employment many children, who were forced to work because they were orphans, or, perhaps, worked in order to supplement the income of widowed mothers. It was no use making such a ~~ix~~ law unless they were able to provide for the unemployed children by way of doles.

Mr. S.D. Saklatvala (Bombay Millowners' Association), accepted the principle of the Bill, but it seemed to him to be "an undigested piece of work". The conditions in England did not apply to India, and it had to be remembered that in India shopping was not as a rule done by women as in England, so that the shops had to remain open until men were able to leave their work. Questions like that would have to be gone into thoroughly and the Bill properly amended before it could be acceptable.

Sir Robert Bell, Home Member, said: "The result of the circulation of the Bill showed very plainly that its principles had general support. They also had his support. The first point is whether the Bill is a practicable proposition. <sup>An important</sup> ~~The first~~ point that arose was whether the provisions of the Bill would be readily observed by the public who patronised the shops. One had to take into consideration the habits of the people and to find out whether shops were kept open at odd hours, in order to cater to the habits and requirements of the people, or whether the people adjusted themselves to the necessities of the shopkeepers. The other problem arising out of the Bill was in regard to the agency for the administration of the act. It was proposed that it should be administered by the local authorities, but the local bodies of Bombay, Ahmedabad and Hubli were against taking the responsibility. Poona and Sholapur, the two other towns in which the Bill was proposed to be made applicable, had not expressed any opinion." On these grounds the Home Member opposed the motion. [On 23-3-1936 the motion to refer the Bill to a Select Committee was put to vote; it was defeated, 30 voting for the motion and 38 against.

(The Times of India, 23 and 25-3-1936). +

Conditions of Labour.

Conditions of Employment in Retail Shops of Bombay

Presidency: Bombay Labour Office Report.\* +

References were made at pages 17-19 of our October 1934 report and at pages 28-29 of our July 1935 report to the Bill introduced by Mr. R.R.Bakhale on 11-9-1934 in the Bombay Legislative Council to prohibit in the Bombay Presidency the employment of children and to limit the hours of work of young persons in shops and to provide for their early closing. The report under review had its origin in the decision of the Bombay Legislative Council to circulate for opinion Mr. R.R.Bakhale's bill. The Government of Bombay, while not opposing the first reading of the Bill, were of opinion that it was essential to be in possession of definite information relating to the conditions of work and wages of shop employees before they could formulate any views on the subject. Government therefore instructed the Commissioner of Labour to conduct an enquiry for the information of Government and the Legislative Council. The following are the salient features of the report:

Features of the Report.- Like other Bombay Labour Office enquiries of a socio-economic character, the present enquiry was conducted by the 'interview' method by actually visiting the shops. No fewer than 3,506 or nearly 10 per cent of the total retail shops in Bombay City were covered. Information was collected not only on topics directly arising out of the Bill, but also on many other matters such as the wages of shop assistants, their conditions of service, etc., in order to obtain an accurate picture of the working conditions in shops.

Mr. Bakhale's Bill proposes that its provisions should apply to Bombay, Karachi, Ahmedabad, Poona, Sholapur and Hubli. Owing to the impending separation of Sind from the Bombay Presidency,

\* Report on an Enquiry into Wages, Hours of Work and Conditions of Employment in the Retail Trade of some Towns of the Bombay Presidency prepared by the Labour Office, Government of Bombay. -Published by order of the Governor in Council. -Bombay:Supdt., Govt. Printing and Stationery, -Price As.4 or 5d. - pp. 99.

it was not felt necessary to make any enquiries in Karachi. As regards Ahmedabad, Poona, Sholapur and Hubli, it was impossible to make as full an investigation in these centres as in Bombay owing to the want of time and staff. A fairly comprehensive investigation was, however, possible in the case of Ahmedabad. The information collected for Poona, Sholapur and Hubli is not so full.

Besides dealing with the conditions of work and wages of shop assistants, the report also examines the laws on the subject in many countries of the world.

Statistics of Shops in Bombay City.- The following table shows the particulars relating to Bombay City of the number of shops visited, their per centage to total, number of assistants, average daily hours of work, and range of daily hours of work of great majority of assistants:-

Type of Shop.	Number visited.	Percentage to total.	No. of assistants.	Average daily hours of work.	Range of daily hours of work of great majority of assistants.
Grocery and Provisions.	536	15.29	888	13.54	12 to 15
Cloth and Clothing.	480	13.69	1,377	11.39	10 to 13
Restaurants.	314	8.96	2,247	13.14	10 to 15
Didis and Pansupari.	282	8.04	1,009	14.47	9 to 16
Milk and Sweetmeats.	182	5.19	472	13.75	11 to 16
Tailoring.	180	5.13	494	10.40	9 to 11
Metals and Hardware.	165	4.71	325	11.78	10 to 12
Liquor and Toddy etc.	156	4.45	679	10.62	9 to 13
Charcoal and Firewood.	117	3.34	155	12.13	11 to 14
Vegetables and Fruit.	103	2.94	124	14.51	15 to 16
Leather Goods.	89	2.54	177	11.29	11 to 13
Gold and Silverware.	80	2.28	190	11.10	9 to 12
Cycle, Motor spare parts, Electric wares, etc.	74	2.11	255	10.36	8 to 12
Books and Stationery etc.	60	1.71	132	10.24	10 to 12
Laundries.	57	1.62	154	11.40	10 to 13
Chemicals.	48	1.37	247	10.68	8 to 12
Miscellaneous.	583	16.63	1,287	11.45	9 to 12
<b>Total.</b>	<b>3,506</b>	<b>100.00</b>	<b>10,212</b>	<b>12.25</b>	<b>9 to 13</b>

Total Strength of Shop-Assistants (Bombay City).- In the absence of an accurate estimate of the total number of retail shops in Bombay City, it is difficult to arrive at an estimate of the total number of shop assistants employed in retail shops. Assuming that there are between 25,000 and 35,000 shops in the city, the number of shop assistants would be anywhere between 75,000 and 100,000.

Age Distribution: Employment of Children.- As regards paid assistants out of 10,212, 9,128 or 89.39 per cent, were over 18 years of age. Apart from bidi shops, which employ a large number of women as bidi makers, there are few females employed as assistants in the ordinary retail shops in Bombay. Out of a total of 10,212 paid assistants only 380 are females. Contrary to general expectation, there appears to be very little employment of children under 12 in the retail trade of Bombay City, only 90 or 0.88 per cent, of the paid assistants covered by the enquiry being children under 12. It must however be borne in mind that the figures are based on the information supplied by shopkeepers, supplemented by the personal observation of the investigators and not on any age records, and it is therefore quite possible that a larger number of children are actually employed than is shown by these figures. Children are employed mostly in restaurants. The number of assistants between 12 and 18 years of age was 959 or 9.39 per cent of the total. Over 60 per cent of these are also to be found in restaurants. Liquor and other shops included in that category are prohibited from employing persons under 18 years of age under the Excise Regulations. Although no such prohibition exists in regard to the employment of persons under 18 years of age in the case of other categories, they seem to favour the employment of adult labour.

Statistics of Shops and Employees in other Centres.- It is estimated that in Ahmedabad there are about 8,000 retail shops and the number of assistants employed is about 16,000. The estimated number of retail shops in Sholapur is over 2,000. No reliable estimate of the number of shops or of assistants is available for Poona and Hubli although in the latter case, in the opinion of the Hubli Municipality, the number of retail shops is about 1,500.

It is reported that out of 16,000 shop assistants in Ahmedabad, about 2,000 were reported as being below the age of 12 and about the same number between 12 and 18. Nearly 1,500 out of the 2,000 children under 12 are employed in restaurants, the rest being in the clothing, pan (betels) and bidi (country cigarettes) grocery and footwear shops. Young persons between 12 and 18 are mostly employed in cloth shops, grain shops, pan-bidi shops and restaurants.

Hours of Opening and Closing. - There is a considerable diversity of practice as regards the hours of opening and closing in the different categories of shops. In Bombay City and Ahmedabad,

restaurants and pan-bidi shops are the first to open and the last to close, the normal opening and closing hours being 5 to 6 a.m. and 12 p.m. to 1 a.m. respectively. Cloth and clothing shops, both in Bombay and Ahmedabad, open at 8 a.m. or thereabouts and close between 8 p.m. and 9 p.m. Grocery and provision shops usually open between 6 a.m. and 7 a.m. and close between 9 p.m. and 10 p.m. Chemists' and druggists' shops, and cycle and motor accessories shops remain open for 10 to 11 hours, the opening hour being between 8 and 9 a.m.

Hours of Work and Rest Interval.— The average hours of work of shop assistants in Bombay City are 12.25 per day. The predominant range of the hours of work in restaurants, pan-bidi shops, grain and provision stores and cloth and clothing shops is 10 to 15, 9 to 16, 12 to 15, and 10 to 13 respectively. The daily hours of work in Bombay City are longest in vegetable shops (14.51) and shortest in books and stationery shops (10.24). In some restaurants and pan-bidi shops, the shift system prevails to a certain extent. The hours of work in restaurants and pan-bidi shops in Ahmedabad are longer than in most other types of concerns, being 12 to 16 and 9 to 12 per day respectively. In Ahmedabad, too, the hours in vegetable shops are very long being 14 to 15 per day. The longest hours in Ahmedabad, namely, 14 to 16 per day are however to be found in hair-cutting saloon. For Poona, Sholapur and Hubli no reliable information on the subject is available; but it would appear that except in the case of restaurants and pan-bidi shops, the hours of work in other categories of shops are lower than in Bombay and Ahmedabad.

Unlike workers in factories, assistants in retail shops do not have rest intervals at specified hours nor is the period of the interval uniform. Such intervals ordinarily vary from one to three hours. They are taken by ~~the~~ turns and are granted at the convenience of the owner.

Holidays.— No regular weekly holiday is granted in any of the shops in Bombay City, although chemists and druggists, dealers in motor accessories and hardware shops grant a half holiday on Sundays. Some shops in certain classes of trade such as the grain and cloth trade, remain closed on the new moon day. There is however, no uniformity of practice in this respect. Certain trades observe certain public holidays falling on Hindu, Muhammadan or Jain festival days. Otherwise the shops are open all the days of the year.

Owing to the system of pakie (religious holidays) which seems a special feature of Ahmedabad (although it is not altogether absent in Bombay) some of the important categories of retail shops there close on 30 to 40 days in the year. Details regarding this system have been discussed in the section dealing with Ahmedabad. In trades in which no trade organisations exist, the shops usually remain open practically throughout the year. Restaurants and pan-bidi shops almost invariably do.

Holidays with Pay.- With few exceptions, there is no system of granting leave with pay in retail shops either in Bombay or in Ahmedabad. Ordinarily the grant of leave depends on the individual caprice of the proprietor. Of the 2,845 shops in Bombay City employing assistants 442 were reported to be granting leave with pay to their assistants and 1,105 leave without pay, while in 1,298 cases there was no system of granting leave. Where leave is granted its duration is one month or less.

Wages.- A consideration of the wage position in shops is a matter of much difficulty because in some of the principal categories wages are paid both in money and in kind, the latter taking the form of free board and lodging. Of the 9,383 assistants for whom information is available for Bombay City, 6,019 or 64.15 per cent are in receipt of wages only and 3,364 or 35.85 per cent are in receipt of wages and free board and/or lodging. Of those in receipt of money wages only, less than 10 per cent receive a monthly wage of under Rs. 15, over 66 per cent are in receipt of a wage between Rs. 15 and Rs. 45 and the remainder receive more than Rs. 45. Of the shop assistants who are supplied with board and lodging in addition to their wages, 55.27 per cent earn less than Rs. 15 per month, 42.69 per cent between Rs. 15 and Rs. 45 per month and the rest above that. Wages in certain trades e.g. cloth and clothing, chemists' shops, liquor shops, etc. are much higher than in others such as restaurants, pan-bidi shops, etc. In contrast to Bombay, the period of wage payment most prevalent in Ahmedabad is the yearly and not the monthly.

An examination of the wages paid to shop assistants both in Bombay and Ahmedabad suggests that these do not compare unfavourably with the wages of skilled industrial workers in the Presidency although it is not possible to make any direct comparison as the work of the two classes is so dissimilar.

Of the shop assistants in Bombay, 86.92 per cent are paid monthly, 7.62 per cent daily and 5.46 per cent yearly. Those on a yearly basis of pay are mostly to be found in grain shops and those on a daily basis in bidi and pan-supari shops. Most of those on a yearly basis of pay are supplied with board and lodging by the shopkeepers. Among the monthly paid employees, assistants in restaurants and assistants in milk and sweetmeat shops are usually provided with board and lodging.

(A copy of this Report has been forwarded to Geneva by the Labour Office, Bombay, direct).

General Wage Census, Bombay:

Labour Office Report on Printing Industry\* +

The Bombay Labour Office has just published the second of its series of six reports in connection with Part I of the general wage census covering perennial factories in the Bombay Presidency. The report deals with wages, hours of work and conditions of employment in the printing industry in the Presidency (excluding Sind). (The first report of the series, dealing with the engineering industry, was reviewed at pages 14-17 of this Office's January 1936 report).

Types of Factories and Number of Workers in <sup>Printing</sup> Building Industry.- The scope of the present report is of a limited character and mainly covers printing presses proper, including photozinc, fine art and litho presses and type foundries. In addition, several motion picture studios which use power for developing films, a gramophone record making factory and a photo studio which develops and finishes photographs for amateur photographers are also included in the enquiry because all these concerns have occupations which are to be found in printing presses. Only presses where twenty or more persons are employed and are classed as factories for purposes of the Indian Factories Act come within the scope of this enquiry. The total number of concerns coming under the purview of the present report in the Bombay Presidency proper is exactly 100. Of these 100, 56 printing concerns employ less than 50 persons each, 18 between 50 and 100, 13 between 100 and 150 and only 13 above 150. The three presses in the Bombay Presidency proper which employ more than 500 work-people each are the Times of India and the Government Central Presses in Bombay City and the Government of India Security Printing Press at Nasik.

The number of persons employed in the 100 concerns are 9,204, of whom 42 are women and 30 children. A little over 70 per cent of the total number employed in the industry are employed in concerns in Bombay City and a little over 22.6 per cent are employed in the Poona, Nasik and Ahmednagar area. The remaining three areas in which printing presses which are factories are to be found, have 18 concerns in all and these employ between

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\* General Wage Census - Part I-Perennial Factories - Second Report - Report on Wages, Hours of Work and Conditions of Employment in the Printing Industry in the Bombay Presidency (excluding Sind) - May 1934.-Prepared by the Labour Office, Govt. of Bombay.- Bombay: Supdt., Govt. Printing and Stationery. - pp.92 - Price- Rs. 0-7-0 or 9d.



them 663 workers or under 8 per cent of the total number employed in the Presidency. The total number of workpeople for whom detailed figures for attendance and earnings were given in the census forms returned by concerns in the printing industry was 8,668 or 536 less than the total number reported in the questionnaires as employed. Of these 8,668 workers, 8,005 are process workers and 663 workers in engineering and "common" occupations in the printing industry.

Methods of Recruitment.- There is little uniformity in the methods adopted by different concerns for recruiting the labour required. Chiefly three methods are distinguishable: (1) a few concerns take apprentices and train them up; (2) some others recruit direct either by advertisement or through recommendations of other workers; and (3) in certain cases work is done by contractors ~~in~~ who engage the required number of workers.

Labour Turnover.- The labour force employed appears to be relatively stable. The statistics pertaining to labour turnover furnished by the various units in the industry show that out of a total of 9,204 persons employed in the industry only 106 or a little over 1 per cent gave up their employment during the month of May, 1934, (enquiry period) or were struck off the muster rolls for various reasons. The number of new hands taken on during the same period was 41. The industry does not employ substitutes in place of permanent workers who may be temporarily absent and none of the 100 concerns reported that any substitutes had been appointed during the month of May 1934.

Wages and Allowances.- According to the report, except in Government and railway printing presses where the posts in a particular occupation are graded, the governing factors as far as principles of wage fixation in non-government printing presses are concerned are (1) personal efficiency, (2) demand and supply of the type of labour required and (3) rates, so far as they can be ascertained, prevalent in other presses. In seven presses in Poona City more or less similar rates, as standardised by the Printing Press Owners' Association of Poona 12 years ago, obtained. Apart from this a standardisation of a very limited character, there is nothing like standardisation of wages in this industry in the Bombay Presidency and wage rates differ widely for persons doing the same type of work.

Except in the textile industry, the general tendency in most industries in the presidency is towards consolidation of wage and allowances; but in a few cases, allowances are given, besides basic wages.

Bonus.- Two of the three Government presses pay an annual bonus of one month's average pay to all piece workers for satisfactory work and regular attendance. No bonuses of any kind are paid in the third Government press or in any printing press owned by railway administrations. Many private presses grant bonus, invariably for good attendance and in some cases for length of service.

Overtime Allowance.- Very few concerns are reported to have paid enhanced overtime rates for extra time beyond normal daily hours. In many cases workers are called upon to put in compensatory time for time lost owing to late attendance or absence and in others workers who put in overtime are asked to take compensatory time off during specified working hours on the day following that on which overtime was worked. Many concerns reported that no extra rate was given unless the statutory weekly hours were exceeded and in a few cases no additional remuneration was even paid for overtime worked.

Methods of Wage Calculation.- Out of 10<sup>0</sup> factories in the Bombay Presidency proper which have been included in the printing industry, hourly rates of wages obtain only in three printing presses. Very few presses indeed have daily time rates and then only for certain categories of their workpeople. The majority of the concerns in this industry pay their workmen on monthly rates.

Pensions and Retirement Gratuities.- In the three Government of Bombay presses in the Presidency proper all workers, except temporary compositors on piece rates of wages, are entitled to pensions on retirement in accordance with the Bombay Civil Service Rules. Retirement is ordinarily at the age of 55 but if workers are physically fit and if their services are required they may be kept on up to 60. In railway printing presses service gratuities are paid instead of pensions. Very few private concerns grant pensions or gratuity to their staff on retirement. There are no schemes of sickness insurance in operation in any unit in this industry in the Bombay Presidency but one large private press in Poona gives a sickness benefit of full pay to married and half pay to unmarried workers if certified sick by a medical practitioner recognised by the firm.

Shifts and Hours of Work.- Out of the 100 factories, 83 worked only one shift per day, 13 presses worked two shifts and 2 three shifts; one press worked two shifts on Saturdays and one shift for all the other working days in the week and another two shifts as and when necessary.

There is a bewildering variety of daily and weekly hours of work in the printing industry in the Bombay Presidency proper and the weekly hours vary from as few as 33 to as many as 60 - the statutory hours permissible under the Indian Factories Act during the census year and before the 54-hour week for perennial factories was brought into effect. The greatest densities according to numbers employed are to be found in the 45 and 48-hour weeks. 2,600 workers in 19 concerns or 28.40 per cent of the total number employed enjoy a 45-hour week and 2,664 workers in 43 concerns or 29.01 per cent of the total number employed enjoy a 48-hour week. 2,106 workers in 18 concerns or 23 per cent of the total number employed had weekly hours varying between 48

and 54, but it is noteworthy that only 4 concerns, employing between them 115 workers or 1/4 per cent of the total number employed, had weekly hours in excess of 54.

Holidays with Pay.- The report refers to the interest in the question of holidays with pay created through the efforts of the I.L.O. and states that the printing industry comes next to the engineering industry in the matter of leave with pay privileges enjoyed by workers. In the printing industry, a little over 20 per cent of the factory workers employed in this industry in the Bombay Presidency proper enjoy leave with pay privileges of varying degrees. The leave rules of different administrations vary widely, and different sets of rules are adopted not only for different classes of employees of the same administration but also for the same or similar types of employees, according to the dates when they first joined service. 76 concerns employing about 6,600 workmen or 75.6 per cent of the total number employed in the industry grant no leave with pay to any of their workmen. 6 units employing about 625 workers grant discretionary leave with pay for varying periods. Regular leave with pay is granted by 18 concerns, employing 2,000 workers or 21.7 per cent of the total number employed, to most of their workmen. The period of leave ranges from 8 days in the year to one month privilege leave and 20 days casual leave every year.

(A copy of the Report reviewed above has been forwarded to Geneva by the Labour Office, Bombay, direct~~ly~~ +

Industrial Organisation.

Employers' Organisations.

Employers' Federation of India:

3rd Annual General Meeting, New Delhi, 1936. +

The third annual general meeting of the Employers' Federation of India was held at New Delhi on 28- & 29-3-1936, Sir H.P. Mody presiding.

The following is a brief summary of the presidential address:-

Progress of Federation.- Sir H.P. Mody said that the Employers' Federation of India was able during the last year to record a satisfactory increase of membership, which emphasised still further the representative character of the Federation. The Federation was representative of interests embracing about two-thirds of the entire labour engaged in organised industries in India.

Need for United Action.- The problems facing Indian employers were of a very acute nature. The manner in which the Federation during the last three years had voiced Indian employers' interests showed that there was no room for political differences in the Federation, and that employers, to whatever class or section they belong, have generally only one standpoint from which they should approach questions of policy. There are forces at work in this country - unfortunately seeming to be gathering strength-- which must increasingly draw employers together and which can only be countered by the united strength of all who believe in the evolutionary processes by which humanity is continually moving upwards. The development of a provincial or regional outlook was therefore a danger which must be guarded against.

Unjustifiable Additions to Employers' Burdens.- Referring to the tendency to invest employers with increasing responsibility for welfare work for their employees, he said: "I would like to sound a note of warning against the tendency to regard questions of housing, education and the like as matters which are properly the concern of employers. I am not referring of course, to welfare work in the accepted sense of the term, to which, I hope, employers in India will increasingly pay attention. My observation deals only with the fixing of the responsibility for matters which are the concern of the State in western countries, and which a great many people in India seem to regard as part of the burden to be legitimately thrown on employers."

I.L.O. Policy Compared to "Rake's Progress". Dealing with the accelerated pace of ameliorative labour legislation in India in recent years, he said: "I have had occasion recently to comment upon the rake's progress of the International Labour Organisation. Whether it be because of the employers' representatives not being adequately organised and knit together, or for any other reason, labour interests seem to be carrying a great deal before them,

with the result that on a question of fundamental importance, such as the 40-hour week, the International Labour Conference last year adopted the principle of the reduction of hours coupled with the condition that the standard of living was not to be affected. It may be that, whatever the Conference might say, few countries are likely to adopt such a startling reduction in the working week, except those which are faced with grave problems of their own and which are ready to try out any experiment, however desperate, to combat the economic collapse which threatens them. So far as India is concerned, it is criminal folly even to think of a 40-hour week in the present stage of her development. It would be a blow to her economic position which only philanthropic foreigners can contemplate with equanimity."

Review of Economic <sup>conditions</sup> Background. - Reviewing economic conditions, he said: "We are living in a very unhappy and topsy-turvy world. The best minds in every country have been engaged for the last few years in grappling with the problems which the War and its aftermath have created, but the general disequilibrium persists, and it will be some years before we can expect a return to normality. There was an improvement, however, in 1935, and India shared in the revival. The general level of prices, according to the Calcutta index, rose from 89 in 1934 to 91 in 1935. Not all industries, however, recorded a rise in the price level. It is on the production side that the curve shows the greatest rise. The number of working days lost on account of industrial disputes on the other hand, showed a welcome drop to 700,000 in the first 9 months of 1935 as compared to 1,786,000 and 4,569,000 in the corresponding periods of 1933 and 1934."

Over-production and need for Intervention by State. - Dealing with this important problem, he said: "I wish we could say that the substantial increases of production which took place in 1935 were an index to the prosperity of the industries concerned, We have reached the stage of over-production in several cases, and we are bound to be confronted very soon with the task of adjusting our internal economy. Problems of rationalisation must also claim our attention; the jute and coal industry are today engaged in grappling with it. While no one wants the interference of Government in the internal affairs of any industry, it is open to question whether a rigid attitude of neutrality is suited to the requirements of the terms. All the accepted theories and policies round which the twentieth century civilization has been built up are in the melting pot, and it looks as if the State and the individual will have to work in closer co-operation in the industrial field than before."

Plea for further Protective Measures. - Pleading for the initiation of a more vigorous policy of protection for the countries large-scale and small industries, he said: "The machinery of the Tariff Board is out of date and inadequate, and needs to be radically revised. I also feel that the time has arrived when a new fiscal commission should be set up with a view to determining

what modifications in the accepted policy of protection are called for in view of the enormous changes that have taken place in the economic structure of the world. Such a commission would also be able to assess at its proper value the contention that the consumer's interests have suffered materially through the help given to industries. A great deal of confused thinking seems to be prevailing on the subject, and the country would undoubtedly benefit from an examination of its bearings at the hands of a body of experts and businessmen. I propose to take an early opportunity of elaborating my views and showing by facts and figures what enormous benefits India has derived through the establishment of most of its industries. For the time being, I content myself with reiterating my conviction that, in a world madly pursuing the path of economic nationalism, it would be the height of folly for this country to sit still and not take special measures for the protection of its vital interests. The problem of the smaller industries is one which is particularly susceptible to treatment by a bolder policy of protection and state-aid. Looked at from every point of view, an examination of the question has become imperative in the interests of this country."

Office-bearers for 1936-37.- Sir H.<sup>F</sup>.Mody was re-elected president for the fourth time and Sir Edward Benthall, Sir Homi Mehta and Mr. C.K.Nicholl (Chairman of the Indian Tea Association), were elected deputy presidents. The Federation agreed to consider the question of holding its next annual meeting in Calcutta.

(The Statesman, 29 & 30-3-1936) +

Millowners' Association, Bombay: Annual

Meeting for 1935-36. +

The annual meeting for 1935-36 of the Millowners' Association, Bombay, was held on 23-3-1936 at Bombay, Sir Joseph Kay, presiding.

Sir Joseph Kay in his presidential address directed attention to the fact that most of the textile mills showed little or no profit last year and that competition, internal and external, had played an important part in making the marketing of goods unremunerative. The following is a summary of the speech:

Efficiency of Indian Mills.- Sir Joseph maintained that the efficiency of Indian mills had improved, and was improving year after year. With an increasing population, he foresaw a further expansion.

Need to Regulate Output.- Discussing the need for regulation of output, he said: "This matter has had the consideration of your Committee on more than one occasion during the year, but it has not been possible to come to any working arrangement, due chiefly to the difficulty of getting upcountry mills to see eye to eye with us, and even amongst our own members there have been—and still are—differences of opinion on this important matter. If the present production continues, and imports remain at last year's levels, the country in 1935-36 will be asked to consume about 6,300 million yards of cotton piecegoods of all descriptions, including imports and handloom productions. This is a 25 per cent higher figure than ten years ago, but on the other hand prices have so declined that the total amount being spent on cotton piece-goods today is very much less than what it was ten years ago."

Output of Bombay City Mills.- Referring to the output of goods by mills in the City and Island of Bombay, he said in the first half of the last decade, Bombay's production averaged 900 million yards per annum: in the second half of the decade, the production averaged 1,100 million yards per annum. Both these five year periods were greatly affected by strikes and trade depression, but it is interesting to note that in 1931, 1932 and 1933, Bombay was producing practically the same quantity of piece-goods as she is producing today with partial double-shift working, i.e., 1,200 million yards in each of the three years concerned.

Fixing of Minimum Prices.- Dealing with the admitted overproduction in certain kinds of cloth, he advocated a policy of minimum price fixation and said: "I suggest to you that the solution of unremunerative rates is a minimum price fixing arrangement for certain standard cloths, an arrangement which in my view, does not—given the good will it deserves—present a great deal of difficulty, provided the main producing centres fall into line. Bombay should also investigate the possibility of increasing her overseas markets."

Labour Conditions.- Reviewing labour conditions, he said: "With the exception of small isolated strikes, labour has been contented and worked well throughout the year, and for once in a way we have had "peace in the industry". For this we have, in part, to thank the successful working of the Bombay Trade Disputes Conciliation Act, a measure which—despite its some what unusual character—has, as was expected by its sponsors, enabled the prompt settlement of individual grievances and prevented quite a number of disputes, which, had they not been settled satisfactorily without delay, might easily have led to serious stoppages of work. For the successful application of the Act for the development of more harmonious relations between employers and workmen, we have

to thank the Government Labour Officer, Mr. W. Gilligan, I.C.S. and our own Labour Officer, Mr. Dalal."

Minimum Wages for Time-workers.—"In 1934 the Association took a step forward by fixing a minimum wage for all time workers, to be adopted in all Mills in Bombay. I am glad to say that with the efforts of both the Labour Officers, there is now not a single mill in Bombay where any worker in a scheduled occupation is paid below that minimum. The next step to take will be to standardize wages for piece-workers—a matter which presents considerable difficulties, but, with that end in view, figures have been, and are being, collected of actual earnings of all classes of piece-workers each month from every member mill, data which will be useful and essential when this problem comes up for solution."

Other Reforms.—"Other reforms to promote the well-being of our workers have been initiated during the year, such as: the record card system for head jobbers, and a scheme to control and regularise the employment of "badlis". The Leave and Discharge Pass procedure has been revised and systematised, with the dual object of ensuring that workers are not irregularly dismissed, and that workers returning from leave in time are assured of re-employment. This type of work I now consider to be of paramount importance."

Mr. V.N.Chandavarkar was elected president for 1936-37. +

(The Times of India, 24-3-1936)



Workers' Organisations.Trade Union Unity:Mr. Giri's Proposals Favoured by A.I.T.U.C. +

Reference was made at pages 26-27 of our January 1936 report to the two sets of proposals for further unity in the trade union movement of this country, one evolved at Bombay at an informal meeting of the Bombay members of the National Trades Union Federation (held on 8-1-1936) and the other proposed by Mr. V.V.Giri. The Working Committee of the Federation, at its meeting held on 14-1-1936 at Delhi, decided to forward the two sets of proposals to the General Council of the N.T.U.F. as well as to the Executive of the All India Trade Union Congress. On 1-3-1936 an informal meeting of the representatives of unions in Bombay City affiliated to the A.I.T.U.C. was held, under the chairmanship of Mr. R.S. Ruikar, President, A.I.T.U.Congress, to discuss the question of trade union unity and Congress-Labour co-operation.

Trade Union Unity.- The meeting considered the two sets of proposals for unity which were forwarded by the Working Committee of the N.T.U.F. and decided to favour Mr. V.V.Giri's scheme. Mr. Giri's proposals are reproduced below:

(1) The Federation, as a unit, to be affiliated to the Trades Union Congress; (2) The Trades Union Congress to accept the constitution of the Trades Union Federation 'in toto'; (3) The Executive to be formed in accordance with the above mentioned constitution; (4) No foreign affiliation so far as the Trades Union Congress is concerned; (5) The affiliation of the Federation to the Trades Union Congress to remain in force for a period of one year and to lapse automatically unless renewed; (6) All political questions and questions of strike to be decided by a three-fourths majority of the Executive; and (7) On all industrial questions the decision to be by a majority vote.

Before full acceptance of Mr. Giri's proposals, the A.I.T.U.C. ~~would~~ wanted two points to be further elucidated by the Federation, viz., (1) the exact position, after amalgamation, of the N.T.U.F. as a group so far as foreign affiliation is concerned and (2) the attitude, after amalgamation, of the N.T.U.F. as a group towards political questions. Subject to a satisfactory elucidation of the position as regards these points, the meeting authorised the General Secretary of the A.I.T.U.C. to place Mr. Giri's proposals before the Executive of the A.I.T.U.C. No formal decisions were taken, but the unanimous sense of the meeting was in favour of bringing about trade union unity on the basis of Mr. V.V. Giri's formula, though keen dissatisfaction was displayed on the score that even Mr. Giri's proposals fell short of complete structural unity.

Congress-Labour Co-operation.- The other question discussed was the functional representation of trade unions in the Indian National Congress. Mr. R.S. Ruikar pointed out that the A.I.T.U.C. had passed a resolution demanding functional representation of trade unions and peasant unions in the Indian National Congress at its executive meeting held recently at Nagpur. The same question was raised by the All India Congress Socialist Party at the 2nd session of its Conference held at Meerut on 19 & 20-1-1936 (vide pages 34-37 of our January 1936 report). A decision on the question, Mr. Ruikar emphasised, has to be arrived at early so as to enable the A.I.T.U.C. to place its views before the Working Committee of the Congress and the Congress Socialist Party, for proper action at the time of the forthcoming Congress session to be held at Lucknow. The meeting expressed itself in favour of functional representation of trade unions in the Congress and suggested

that labour should be represented in primary Congress bodies through trade unions, on provincial Congress committees through provincial trade union congress committees, and on the All India Congress Committee through the A.I.T.U.C.. A small committee was appointed to draft a detailed scheme of functional representation in the Congress. The scheme is to be circularised to all affiliated unions. The General Secretary of the A.I.T.U.C. was authorised to forward a scheme for functional representation in consonance with the general view, to the Working Committee of the Congress and the Congress Socialist Party.

(The Indian Labour Journal,  
Nagpur, 15-3-1936) +

Trade Union Movement in the Punjab, 1934-35\* +

Number of Registered Trade Unions.- The number of registered unions, including 3 federations, stood at 33 at the close of the year 1934-35 as against 31 x in the previous year. 7 applications were received for the registration of new trade unions. Of these, 5 resulted in the registration of the unions, while the remaining two were not ripe for registration when the year closed. 3 trade unions were removed from the register and their certificates of registration were cancelled under section 10 of the Act because the unions had ceased to function.

Membership and Finances of Unions.- Of the 30 unions and 3 federations, complete annual returns were not submitted by ten.

\* Report on the working of the Indian Trade Unions Act, 1926, in the Punjab. During the year 1934-35 - Lahore: Printed by the Supdt., Government Printing, Punjab, 1936. -Price Rs.0-12-0 or 1s-2d. + pp. 6+iv

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The total number of members of the 23 unions from whom returns were received during year under report stood at 75,846, compared with 22,053 for 24 unions in 1933-34. As regards the three federations, the number of unions affiliated to them fell from 57 in 1933-34 to 48 during the year under report. The Punjab Provincial Trade Union Congress suffered a set back by losing 11 unions from its fold. The Punjab Labour Board, Lahore, which had the largest number of unions affiliated to it, did not register any change in the number of unions.

The opening balance of 23 unions from which full returns were received during the year was Rs. 5,065. The income during the year was Rs. 22,992, the expenditure Rs. 21,374 and the closing balance Rs. 6,682. The average income per union increased from Rs. 762 in the year 1933-34 to Rs. 999 during the year under report, the average expenditure from Rs. 639 to Rs. 929 and the closing balance from Rs. 212 to Rs. 290. As regards the three federations, the total income was Rs. 1,228 as against Rs. 781 last year. The expenditure increased from Rs. 694-0-3 to Rs. 1,082-2-0.

Activities of the Unions.- In the course of his report the Registrar remarks that there was no report from any union to show that any outstanding scheme of welfare activity was started during the year. He, however, expresses satisfaction at the steady progress made by the movement during the period under review, but regrets that majority of the trade union officials have not yet begun to realise their responsibility for the punctual submission of annual returns.

Free Audit of Unions.- As in the previous years, the facility of free audit of accounts was extended to all registered trade unions. Five unions only are reported to have taken advantage of the arrangement.

(The report on the working of the Indian Trade Unions Act in the Punjab during 1933-34 is reviewed at pages 48-50 of our January 1935 report). +

Meeting of Peasants' Group of Legislative Assembly:

Demands Formulated. +

At a meeting of the Peasants' Group of Members of the Legislative Assembly held at New Delhi during the third week of March 1936 under the presidentship of Mr. Abdul Matin Chaudhury, resolutions were passed demanding (1) the lowering of the incidence of land revenue and the stopping of periodical settlements, (2) adequate protection of conditions of peasants vis a vis land lords, and (3) introduction of legislation to abolish arrest and detention for civil decrees. A resolution was also passed expressing dissatisfaction at this year's budget, <sup>of the year 1935-36</sup> in that it had failed to give any tax relief to the peasants and urged provision for a recurring grant to the rural development fund and the lowering of charges on postcards.

Dr. Khan Sahib was elected President for the ensuing year, Sardar Mangal Singh and Mr. Murtuza, Vice-Presidents, and Prof. Ranga, Secretary.

(Commerce and Industry, 17-3-1936). +

Further Retrenchment in Railways:

A.I.R. Federation to Meet Railway Board. +

The Railway Board has invited the All India Railwaymen's Federation to discuss with it certain measures of further retrenchment in the personnel of Indian railways which it is intending to carry out in the near future. Mr. V.V. Giri, General Secretary of the Federation, has summoned a meeting of the Railwaymen's Federation at Delhi on 27-3-1936 and its representatives, after holding conferences with the Railway Board and ascertaining their intentions, will decide on the course of action which should be recommended to railway workers throughout the country, should the Railway Board persist in its policy of effecting further retrenchments.

Mr. Giri's feeling is that workers have endured several attacks already on their standards of life in recent years through short time, demotions, wage-cuts and revised scales of pay and must protect themselves against further encroachment, which he fears will lead to widespread unrest among workers. (The Hindu, 11-3-1936).

Commenting on the situation, the Indian Labour Journal, in its issue dated 22-3-1936, observes:

"We have seen a few years back how callously the Railway Administrations have axed the men despite all constructive suggestions on the part of the A.I.R. Federation to avert block retrenchments. Any proposal coming from the Railway Administration is bound to be one-sided and partial. The Administration means members of the Railway Board and Agents of various railways and heads of departments. They naturally would not raise their little finger against the top-heavy administration lest it should affect their own positions and those of their ~~bro~~ brother officers. All they would try to do would be to suggest the retrenchment of subordinate and inferior staff and hood-wink the public that all possible economies have been effected. Nothing short of an independent Commission consisting of Indians to examine the position impartially with a view to effect drastic changes so as to ~~reorganise the~~ reorganise the railways to suit present conditions ~~would suit present conditions~~ would meet the situation."

(The Indian Labour Journal, 22-3-1936).+

Industrial Research: Sir M. Visvesvaraya'sPlans for Reform of Indian Institute of Science.

Sir M. Visvesvaraya, President of the Council of the Indian Institute of Science, Bangalore, recently submitted two memoranda on the question of reforms needed in the Institute. The object of the Institute, according to its constitution, is "the promotion of advanced instruction and original investigation in all branches of knowledge and their utilisation for the benefit of India". In recent years the feeling has been growing that the Institute, the premier industrial research institution in this country, has not been keeping contacts with Indian industries, and Sir M. Visvesvaraya's memoranda indicates the lines on which the Institute should be reformed to enable it to work in closer co-operation with industrialists and thus enable it to be of greater service to the growing industries of the country.

Closer Co-operation with Industry.- The memoranda state inter alia that the time has arrived when research work done in the Institute should be expanded and developed in such directions in such a manner that it might be of greater direct service to the industries in future. There is a widespread desire in the public mind that the industries and manufactures of the country and the Institute should come closer together and be more helpful mutually. The Institute should be able to supply the funds necessary for laboratory equipment, and trained men for investigation, under expert guidance, of problems sent to the laboratory by manufacturers.

Funds for Research Work.- Industries should normally supply the funds necessary to pay the salary of the research worker and the expense of the experiments conducted for them. When an industry which supplies funds makes a stipulation, the results of the investigation should not be made public for a year or two or until that particular industry is given reasonable time to get some benefit out of it.

Collection of Technological Data.- The Institute should commence collecting scientific and technological data for as many industries as possible under the following nine classes; textiles,

cotton, wool, silk and jute; steel, engineering and machinery industries; electrical industries; chemicals and dyes; paper, soaps and oils; sugar, food, drink, and tobacco; leather and rubber goods; and ceramic industries, and cement, lime, and glassware.

A Five Year Plan.- A general plan for five years should be prepared in advance, and a specific programme for the coming year, It is, however, not intended that the Institute should embark at once on any very ambitious programme. The earlier programmes may be strictly limited to the resources and funds of the Institute, the laboratory equipment, and the staff at present available. But the system, if adopted, will go far to bring the Institute into closer business relations with industries and automatically enhance its services and value to the country.

(The Times of India, 9-3-1936) .

I.J.M. Association's Demand for Control of Jute Output:

Government of India Declines to Take

Legislative Action. \*

The Government of India, in its reply dated 26-2-36 to the Government of Bengal on the question of control of the output of manufactured jute, conveyed the decision that no legislative action for the purpose should be undertaken. The main points brought out in the letter are summarised below:-

Previous Proposals.- The letter begins by referring to various proposals put forward on this behalf from time to time. These include the original proposal of the Indian Jute Mills Association for the grant of statutory force to the agreement between the Association and outside mills, to which the Government of India replied in December 1934, the proposal to limit hours of work to 54, which was discussed in the letter of the Government of India of July 31, 1935, and some other schemes.

Demand for Monopoly.- These schemes, the letter points out, would have two main effects, namely, to ensure for a temporary period that (a) the production of jute goods in India shall be confined to those firms now engaged in it and (b) limits shall be set to the amount which such firms can manufacture.



The demands, if conceded, would grant to the existing companies a temporary statutory monopoly for the manufacture of jute goods, coupled with provisions to ensure that the benefits of this monopoly will be equitably shared among the beneficiaries and will not be impaired by unduly large production.

Government's three Conditions not satisfied.- Even to such a proposal the Government of India might have been prepared to agree, provided that three conditions were satisfied. They regret to find that none of the proposals satisfies any of these conditions.

Rationalisation.- The first condition was that the scheme should be required for the purpose of rationalisation, in other words, the legislation should carry with it the guarantee of such a change in the organisation of the industry as would remove and not merely suspend its present difficulties. So far from any such guarantee being afforded, the adoption of the temporary schemes would not place the industry in any more stable position at the end than it is now, in the absence of a substantial alteration in the organisation of the industry.

Consent of majority of Mills.- The second condition was that the scheme of rationalisation (not merely the scheme of restriction) should have the approval of the substantial majority of the mills. ~~So far from any scheme having this support~~ <sup>having such support</sup> ~~No~~ scheme of rationalisation has, so far as they Government of India are aware of, been formulated.

Cultivators' Interests.- The third condition was that the interests of the community in general and cultivators in particular were to be adequately protected. Actually none of the proposals contains any satisfactory safeguards.

No Legislative Action to be taken.- The considerations set out above have led the Government of India to the decision that no legislative action should be undertaken. The present instability is, in the view of the Government of India, traceable mainly to the fact that the industry is attempting to secure substantial profits while working on a system which involves unnecessarily high costs. The proper remedy, in the opinion of the Government of India, is not legislation, which will deprive some of their right to make the best use of the machinery they possess and others of their right to seek an outlet for their capital, but the creation of such market and manufacturing conditions as ~~will~~ will discourage unnecessary additions to the present productive capacity.

The Labour Point of View.- Discussing the great stress laid by the Association in their letter on the objections from the labour point of view to rationalisation, the letter adds: "The Government of India appreciate the evident anxiety of the

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Association to avoid the introduction of conditions which they consider unfavourable to the workers, but they cannot themselves agree with the arguments used. They believed that the extension of the shift systems offers the best means of combining short hours of work for the operative with a lowering of overhead costs, and they invite attention in particular to the observations of the Whitley Commission on this subject. The hours now worked by one shift in most mills could probably be worked by two shifts without recourse to night work or to anything resembling the objectionable system of multiple shifts formerly common in the industry.

Even night shift working, is, in the view of the Government of India, open to less objection than can be taken to it in other countries and the working of double shifts of reasonable length in a number of mills sufficient to meet the demand would, in their opinion, be advantageous from the point of view of the workers who have suffered from the stringent restriction in force in recent years.

(The Amrita Bazar Patrika, 4-3-36 and  
The Statesman, 3-3-36). +

The Small Industries Association, Bombay. +

An association <sup>to</sup> protect the interests of undeveloped industries of the country under the designation "The Small Industries Association" was recently started at Bombay, with Mr. Manu Subedar as President. The objects of the Association, among others, are:

1. To develop, and protect the small industries of India (For the purposes of this clause small industries shall include industries which are small in their relative importance to the industrial economy of India); (2) to collect and circulate statistics and other information relating to small industries; (3) to scientifically study comparative costs of production and the possibility of developing markets for products of small industries both in India and abroad; (4) to make representations to local, central or imperial authorities regarding legislation on all matters affecting small industries; and (5) to secure organised and concerted action on all subjects involving the interests of persons engaged in small industries, including regulation of conditions of employment of industrial labour in such industries.

(Extracted from "Rules and Regulations" of the Association forwarded to this Office by its Secretary).

The Association recently submitted a memorandum to the Government

of India demanding that substantial grants, earmarked for the development of cottage industries, should be made to local Governments who should be asked to set aside the funds for rendering financial assistance to organisations which undertake to: (a) form chain stores with headquarters at the capital of the province and branches in the district towns and all important villages; (b) supply machinery, on the hire-purchase system; (c) furnish patterns, ideas and designs, to village artisans and men engaged in small industries; (d) supply raw materials and semi-finished materials to producers at competitive prices; (e) develop marketing facilities, in particular, by eliminating middlemen both in the matter of supply of raw materials and in the sale of finished products. With regard to the allocation of grants to the different provinces, the memorandum desires that it should be based on: (a) the size of the rural population, and (b) the budgetary position of the provincial government.

(The Hindustan Times, 24-3-1936) +

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Employment and Unemployment.

U. P. Unemployment Report: Allahabad University

Committee to Study Recommendations. +

Reference was made at pages 43-47 of the report of this Office for January 1936 to the Sapru Unemployment Committee Report. The Allahabad University authorities to whom the report has been referred, is at present engaged in examining its recommendations. A committee of nine, with the Vice-Chancellor, Pandit Iqbal Narain Gurtu, as convener, has been appointed for the purpose. The Committee, it is understood, will submit a memorandum on the subject to the U. P. Government.

Meanwhile, a sub-committee consisting of Dr. C.H.Rice and Dr. Beni Prasad, which has already gone into the report, has, after preliminary study, expressed itself in favour of several of its recommendations relating to university matters. Thus, it favours the establishment of an Appointments Board. This body will be expected to keep itself in close touch with the Public Services Commission and to offer suggestions on recruitment to the various services and on the courses of education and training. The sub-committee admits that it would be desirable to employ tests of mental capacity and aptitude worked out by psychologists during a long course of experiments, as they would be useful in guiding the choice of different types of education, training, and vocation by young people. The sub-committee, therefore, recommends that departments of experimental psychology should be established in ~~x~~ universities and that the services of trained experimental psychologists should be engaged for this purpose.

The sub-committee agrees that industrial workshops should be established at university centres for research in industrial problems, but states that financial difficulties are likely to stand in the way. It considers therefore that the universities should provide for this research in co-operation with the various industries. It endorses the view that primary education should be universalised for boys and girls. It also agrees that secondary education should be diversified into (1) industrial, (2) commercial, (3) agricultural and (4) arts and science courses, but emphasises that industrial, commercial and agricultural education must not be unduly narrow or specialised. It must comprise large elements of liberal education in the form of a regular study of physical or biological science, economics, sociology or civics as may be appropriate.

(The Statesman, 9-3-1936, and  
The Times of India, 13-3-1936). †

Council of State Debate on Unemployment

Among Educated Classes: Mr. P.N.Sapru's Resolution Adopted. †

On 25-3-1936 Mr. P.N.Sapru moved a resolution in the Council of State urging the Government of India to give effect to those recommendations of the United Provinces Unemployment Committee which would relieve unemployment among the educated classes.

(A copy of the U.P.Unemployment Committee Report was forwarded to Geneva with this Office's minute D.1/133/36 dated 30-1-1936)

Below is given a summary of the debate which followed:-

Mr. Sapru reviewed the salient features of the Report of the Committee over which Sir Tej Bahadur Sapru presided in the

United Provinces and said that the problem of unemployment, being essentially an economic one, the Government of India could, in the language of the Committee, help to give relief by co-ordinated effort from the Centre. Firstly, statistics regarding unemployment must be made upto-date, and there should be also a survey of economic conditions throughout India, as recommended by Professors Robertson and Bowley. Efforts should be made to organise production by the Government of India themselves undertaking the financing of bigger undertakings, like locomotive manufacture, motor~~a~~ manufacturing, mercantile marine, etc., through loans, at a time when money was cheap. An organisation should be started which would act as a thinking centre on economic matters, and on whose findings Government's policy could be evolved.

The fiscal policy of the Central Government also needed urgent revision, as the policy of discriminating protection laid down 15 years ago appeared not to satisfy the needs of India at present, especially in view of world conditions with import quotas, protective duties, bounties, subsidies, depreciated currencies, etc. The Tariff Board's procedure must be simplified and development of social services must form a vital part of Government's efforts to relieve unemployment. Education must be reconstructed, with a view to giving it a practical bias, and lastly, the legal profession needed to be reconstituted, eliminating the evil of touting.

Sir K. Ramunni Mennon was of opinion that unemployment was largely due to economic maladjustment, so rampant in India. It was not a local problem within the sphere of Local Governments, and he urged the Government of India to assure the co-operation of Provincial Governments in giving effect to the recommendations made by the Central Advisory Board of Education. Most Provincial Governments were without funds, and he hoped that Government of India would earmark next year's surplus for substantial grants to the Provinces.

Mr. Shantidas Askuran emphasised that Government had not gone far enough to tackle the problem, and if they were sincere and faced the question boldly, a solution could be found. He suggested the appointment of a committee. Referring to communal unrest, the speaker thought that most of it was due to unemployment among the educated young men, and with provision of avenues for employment, the communal question would be largely settled.

Sir David Devadoss said that educated youths should be made to take to different walks of life and not merely hunt after Government or clerical service. In the development of agriculture, there was plenty of scope for employment. He suggested to the Government that instead of spending huge sums on the suppression of terrorism in Bengal, those sums could be usefully utilised for giving practical training in industrial pursuits to the unemployed.

Mr. Hossain Imam said that in a country where agricultural consumers formed 80 per cent of the population, their purchasing power must be increased before industrial expansion could be launched on a large scale. The present ratio of 1sh.6d. should be revised into 1sh.4d. The Government of India had not added one tola to its gold reserve. India did not want expansion of currency so much, but she certainly wanted the same amount of currency as she had when exchange was ~~x~~ fixed at 1sh.6d.

Lala Ramsarandas, supporting the resolution, quoted the steps taken in Japan to reduce unemployment by giving training to the educated youths in industrial enterprises.

Mr. A. G. Clow, Secretary of the Industries Department, admitted the tragedy of the situation. The Sapru Committee's Report was confined in the first instance to the problem as viewed in the United Provinces, though several aspects of the problem were common throughout India. The Report was published only a few weeks ago. The Government of India proposed to study it sympathetically, and take such action as was desirable on it, ~~abut~~ on the understanding that they did not commit themselves to accepting every one of the recommendations of the Committee.

The Report had suggested concerted action throughout India for effective solution of the problem. But it had emphasised that the problem centred round questions connected with education, agriculture and industries. All these subjects were Provincial Transferred subjects. Still, the Government of India had been playing an increasing part in order to secure co-ordinated development of these subjects. The Agricultural Commission was followed by the establishment of the Imperial Council of Agricultural Research, the work of which in respect of sugar establishment was well-known. There was also the Pusa Research Institute. The Industrial Research Bureau was transferred to Delhi recently and its assistance would be available to secure the fullest possibilities of industrial development. The Government of India felt sure that giving technical assistance to scattered industries would be more helpful to manufacturers than the raising of the tariff wall.

Mr. Clow deplored the impression that in mere industrialisation lay the solution. On the other hand, ~~to~~ the Sapru Committee had rightly pointed out that the starting-point for any effort to solve the problem was overhauling the system of education, so as to make the educated youth a useful member of society. As one who had attended the meetings of the Central Advisory Board of Education. Mr. Clow paid a tribute to the work of Sir Tej Bahadur Sapru on it and said that the recommendations of the Board had been forwarded to Provincial Governments for adoption. The difficulty there was finance.

Dealing with Mr. Hossain Imam's demand for inflation of currency. Mr. Clow maintained it was another form of taxation. He reiterated Sir James Grigg's remarks on the subject of protection

and said that it was chimerical to suppose that by absolute protection, India could solve her difficulties. Whatever the merits of protection, when it was viewed in relation to the question of employment, the House should remember that if there was a possibility of creating employment in some cases, there would be the opposite effect in other cases. Concluding, Mr. Clow said that there was not one single remedy for unemployment, but several remedies had to be adopted by all. Hence the co-operation of all was needed, and the Government of India welcomed that discussion.

Sir Jagdish Prasad, Member in Charge of Education, Health and Lands, winding up the debate, confined himself to the educational aspect of the problem of unemployment. He informed Mr. Ramsarandas that in Japan, University education was expensive, and was confined to the richer classes and scholarships were given to poor boys if clever. The Sapru Report had pointed out that India's faulty educational system was the root cause of educated unemployment in the country. To remedy the defects and to reconstruct the educational system, the Government of India have revived the Central Advisory Board of Education. They have also decided that if expert advice was required ~~that if expert advice was required~~ to give a more practical turn to secondary education, they would be prepared, within limits, to defray the cost of these experts. Thus, the House would see that the Government of India had not allowed the grass to grow under their feet in tackling this question of reform of university education without delay. At the same time, the Government of India could not undertake to dictate to Provincial Governments what their policy should be. They could only persuade and enlist their co-operation. This they were doing.

Resolution adopted Unanimously. - The resolution of Mr.

Sapru was adopted unanimously.

(The Statesman, 26-3-1936, and  
The Hindu, 26-3-1936) +



Co-operation.

Improvement of Handloom Weaving Industry:

Conference of Experts, Patna. +

A conference of the Directors of Industries, textile experts, and other officers of the various provinces and States attending the Bihar and Orissa Provincial Exhibition, and the All India Hand-weaving Exhibition, Patna, was held on 13 & 14-2-1936 to concert measures for the improvement of the handloom weaving industry in India. The following resolutions were passed by the Conference:

1. Organisation of Central Marketing Bodies.- This conference recommends that the Departments of Industries in co-operation with the Registrars of Co-operative Societies should start model central marketing bodies for hand-weavers in the different provinces and States and should organise the manufacture of handloom textiles on a mass production basis and the sale through weavers' co-operative societies, master weavers and other suitable agencies.

This conference is of opinion that there should be closer co-operation between the Co-operative and the Industries Departments; that the Co-operative Departments should be responsible for the organisation, finance and audit of the weavers' societies and the Industries Departments should be responsible for their technical development and for marketing.

2. Establishment of Textile Research Institutes.- This conference is of opinion that it would be of great advantage to the handloom industry if textile research institutes were established by the different provincial and State Governments.

This conference requests the Director, Industrial Intelligence and Research Bureau, to ascertain from the different provincial and State Governments the facilities for research that exist at present in each province and State and the work now being done and to communicate a consolidated statement of the results of his enquiries to each province and State.

3. Vocational Training.- This conference is of opinion that the education given in handweaving by various weaving schools in this country is defective inasmuch as sufficient attention is not given to the practical side of the training. The attention of the Government of India should, therefore, be drawn to the existence of this problem and they should be requested to consider the desirability of appointing a committee to investigate the

matter and to propose suitable reforms.

4. Organisation of Exhibitions.- This conference is of opinion that it would be of great advantage to the handloom industry if all-India hand-weaving exhibitions were held in different provinces in turn and that the Government of India be requested to extend their support to such exhibitions.

(The Indian Textile Journal,  
March 1936). +

Unfair Competition between Handloom and  
Textile Mill Industry: Meeting of Legislative Assembly Members. +

In order to concert measures to prevent unfair competition between the handloom and the mill industries, a meeting of members of the Legislative Assembly interested in the question was held on 14-3-1936 at New Delhi. The meeting was attended by Sir Cowasji Jehangir, Sir H.P.Mody, Mr. Mathradas Vissanji, Mr. Sami Venkatchalam Chetty and Mr. Avanashilingam Chetty on behalf of the mill industry, and Mr. V.V.Giri, Mr. Ananthasayanam Iyengar, Mr. Samuel Aaron and Professor Ranga on behalf of the handloom industry.

Discussion centred round the following five points: (1) question of supplying handloom weavers with mill yarn at cost price; (2) increase of the subvention now granted to the handloom weaving industry; (3) question of leaving certain kinds of production in lower counts to handloom weavers; (4) suitable revision of the Japanese Trade Agreement with a view to lessening Japanese competition; and (5) question of additional protection to cotton textiles in general. No definite conclusions were arrived at and as there was a feeling that the problem demanded closer study, it was agreed that another meeting should be held to continue discussion of the problem.

(The Statesman, 15-3-1936). +

Bombay Adult Education Association:

Annual Report for 1935.\* †

The Bombay Presidency Adult Education Association was inaugurated on 6-7-1934. The objects of the Association are: (1) to stimulate general interest in the education of adults; (2) to build up opinion as to the importance of adult education; (3) to bring together and to co-operate with the existing organisations engaged in the promotion of adult education so as to secure co-ordination of effort; (4) to survey the situation in adult education in the Presidency; (5) to suggest lines of advance and to promote new developments; and (6) generally to undertake such activities as may seem desirable for the furtherance of these ends.

At present the following activities are undertaken, and sub-committees have been formed to be in charge of them:-

- (a) extension lectures and classes for educated adults,
- (b) literacy classes for illiterates and vernacular lectures for workingmen, and
- (c) organisation and administration of the J.D.Bharda library and institute.

Extension Lectures and Classes for Educated Adults.- Adult education classes were started in November 1931, some years prior to the formation of the Association by a few professors of the local colleges. These professors have since joined the Association and have been appointed to the sub-committee managing the adult classes. From July 1935 a more extensive programme was started comprising (1) Two-year courses, (2) Tutorial work, (3) Modern language courses, (4) Terminal courses and (5) Public lectures.

During the earlier period, from November 1931 to March 1935, the total number which attended the classes was 365. The term July-October 1935 saw a great increase from an average of 85 to 250 in the number of those attending adult classes.

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\* The Bombay Presidency Adult Education Association - First Annual Report -1935.- Sukhadvala Building, Ravelin Street, Bombay.

Classes for Illiterates and Workers. - The General Motors India Ltd., in response to a demand from the workmen, <sup>added</sup> two more classes ~~were added in October and November~~, the cost of which is borne by the firm. In December 1935, through the co-operation of Sir Ness Wadia, four new classes were opened in mill premises, two in the Spring Mills and two in the Bombay Textile Mills. These classes are held for both night-shift and day-shift men, and the cost is borne by the Agents. By the end of December, 12 classes were being conducted by the Association. The total number of students on the roll was 266.

As regards the progress of these classes, the greatest difficulty has been that of securing regular attendance. Further, in the same class students of varying degrees of attainment and ability are found, so that the teacher has to give personal attention to each one of the students. But on the whole the progress made is encouraging, for the work is as yet at the experimental stage.

A further activity of the Branch consists in giving weekly talks to workmen every Sunday morning. From May, when the practice was first started, to the end of November, 40 such talks were given on various subjects such as gambling, the evils of drink, healthy habits, the folly of expensive marriage and funeral ceremonies, lives of saints, and simple talks on history and geography.

(A copy of the Annual Report of the Association reviewed above was forwarded to Geneva with our minute D.1/304/36 dated 12-3-1936). +

Educational Reorganisation in Hyderabad State:

Vocational Bias Advocated in Special

Committee's Report. +

The Hyderabad correspondent of the Hindu, Madras, gives in the Hindu of 19-3-1936 an advance summary of the report on educational reorganisation in Hyderabad submitted to the Executive Council of the State by Mr. A.H.Mackenzie, Pro-Vice-Chancellor, Osmania University, on behalf of a Committee of seven heads of departments appointed by the State to go into and report on the

Agriculture.Area and Yield of Principal Crops in India, 1934-35\*

The crops dealt with in the report under reference are rice, wheat, sugarcane, tea, cotton, jute, linseed, rape and mustard, ~~xxx~~ sesamum, castor-seed, ground-nut, coffee and rubber. The estimates for these crops in the forecasts for earlier years did not relate to all the producing areas in India, but only to those tracts where the respective crops were grown on an extensive and commercial scale. Tracts of minor importance have been added gradually. At present the estimates for cotton, wheat, castorseed (in the case of castorseed, no estimates are framed for the mixed crop of the United Provinces), and jute, as also those for tea, coffee (in the case of coffee, estimates were hitherto framed for plantations having an area of 10 acres or more; but from 1931-32 statistics of smaller plantations having an area between five and ten acres are also included), and rubber, relate to all the tracts in India where these crops are grown to any extent, excluding certain unimportant outlying tracts such as Baluchistan, Kashmir, Nepal, and Sikkim. For other crops, however, the estimates relate to all the British provinces where they are grown to any considerable extent, but exclude Indian States, except certain States in the Central Provinces, the Rampur State in the United Provinces, the States in the Bombay Presidency, Khairpur State in Sind, the States of Hyderabad, Mysore and Baroda, the Bhopal State in Central India and the Alway and Kotah States in Rajputana in certain cases.

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\*Department of Commercial Intelligence and Statistics, India. Estimate of Area and Yield of Principal Crops in India 1934-35. Published by Order of the Governor-General in Council. (37th issue). Manager of Publications, Delhi, 1936. No. 2882, Price Re. 1-2 or 2S. pp. 55.

Rice.— The total area under rice in 1934-35, according to the returns received from tracts comprising 97 per cent. of the total rice area of India, was reported as 81,869,000 acres, as compared with 83,042,000 acres in the preceding year. The condition of the crop was, on the whole, fairly good. The total yield was estimated ~~xx~~ at 30,137,000 tons, as against 30,864,000 tons in 1933-34. To this figure should be added about 1,019,000 tons in respect of other tracts (Punjab, North-West Frontier Province, Ajmer-Merwara, and certain Indian States) having an area of about 2,769,000 acres, for which no forecasts are made.

Wheat.— The total area under wheat in 1934-35, according to reports recently received from tracts comprising 98 per cent of the wheat growing area in India, was reported to be 34,491,000 acres, which is less than the area of the preceding year by 4 per cent. The crop was adversely affected in places by cold, frost, hailstorms, rust, etc., but its condition was reported to be, on the whole, fairly good. The total estimated yield was 9,725,000 tons, which is 3 per cent. greater than the yield of 1933-34. An addition of some 154,000 tons should be made to this estimated yield in respect of some other tracts (Burma, Madras, and the States of Kashmir and Benares), having an area of about 546,000 acres, for which no reports are made.

Sugarcane.— Reports regarding the acreage ~~x~~ under sugarcane were received from tracts comprising a little over 96 per cent. of the total area under sugarcane in India. The total area reported under sugarcane in 1934-35 was 3,478,000 acres, as compared with 3,311,000 acres in the preceding year. The estimated yield amounted to 5,134,000 tons of raw sugar (gur), which exceeds the last year's record crop of 4,896,000 tons ~~x~~ by 5 per cent. To this figure should be added approximately 185,000 tons in respect of other tracts, having an area of 125,000 acres, for which no separate estimates are made.

Tea.— The total area under tea in 1934 was reported to be 822,700 acres, as compared with 817,800 acres in the preceding year. The ~~xx~~ total production of manufactured tea (black and green) was calculated at 398,568,000 lbs., as against 383,722,200 lbs. in the preceding year.

Cotton.— Cotton is grown in all the provinces. The total reported area under cotton was 23,907,000 acres in 1934-35, as against 24,137,000 acres in 1933-34. Unfavourable weather conditions, especially cold spell and frost reduced the ~~yield~~ yield of the crop. The total estimated outturn was 4,836,000 bales of 400 lbs. each, as compared with 5,108,000 bales in 1933-34, or a decrease of 5 per cent. The following statement compares the estimates of ~~xx~~ yield for the years 1933-34 and 1932-33 with the sum of exports and internal consumption (in thousands of bales). The figures of mill consumption are those compiled by the Indian Central Cotton Committee, Bombay, and refer in the case of mills in British provinces to Indian cotton alone. The estimate of mill consumption in Indian States refers to all cotton.

	<u>1933-34</u> (1,000 bales)	<u>1932-33</u> (1,000 bales)
Exports . . . . .	3,269	2,868
Mill consumption . . . . .	2,336	2,361
Extra-factory consumption (conjectural) . . . . .	750	750
Approximate crop . . . . .	<u>6,355</u>	<u>5,979</u>
Estimated in forecast . . . . .	5,108	4,657

Jute.- The total area and yield of jute in 1934 were 2,670,000 acres, and 8,500,000 bales (of 400 lbs. each), which are 6 per cent. greater than those of the preceding year. The area and yield of jute in 1935 are estimated at 1,947,000 acres and 6,372,000 bales.

Linseed.- Reports were received from tracts comprising about 94 per cent. of the total area under linseed in India. The total area under linseed in all the reporting tracts in 1934-35 was 3,381,000 acres, as against 3,261,000 acres in the preceding year. The condition of the crop was reported to be fair. The total estimated yield was 418,000 tons, as against 376,000 tons last year. To this figure should be added some 28,000 tons for other tracts, having an area of 225,000 acres, for which no reports are made.

Rape and Mustard.- Reports were received from tracts containing about 96 per cent of the total area under rape and mustard in India. The total area under rape and mustard in all the reporting tracts ~~is~~ in 1934-35 was 5,332,000 acres, as against 6,034,000 acres in the preceding year. The condition of the crops was reported to be fair. The total estimated yield was 9,000,000 tons, as against 943,000 tons in the preceding year. To this figure should be added some 50,000 tons in respect of other tracts, having an area of 294,000 acres, for which no reports are made.

Sesamum.- ~~is~~ Reports were received from tracts containing 89 per cent. of the total area under sesamum in India. The total area under sesamum reported in 1934-35 was 5,222,000 acres, as against 6,307,000 acres in the preceding year. The condition of the crop was reported to be only fair. The total estimated yield was 408,000 tons, as against 541,000 tons in 1933-34. An addition of approximately 55,000 tons should be made to this figure in respect of other tracts, containing an area of about 706,000 acres under sesamum, for which no reports are made.

Castorseed.- Reports were received from tracts containing practically the whole area cultivated with castorseed in India. The total area sown in these tracts in 1934-35 was estimated at 1,450,000 acres and the yield at 106,000 tons, as against 1,534,000 acres with an estimated yield of ~~is~~ 143,000 tons last year. Unfavourable seasonal conditions, particularly cold wave and frost reduced the yield of the crop to a great extent.

Groundnut.- Reports were received from tracts comprising a little over 98 per cent of the total area under groundnut in India. The total area under groundnut in these tracts in 1934-35 was reported to be 5,788,000 acres, which was 30 per cent less than that of the preceding year. The estimated yield (1,896,000 tons of nuts in shell) was also 43 per cent less than that of the preceding year. The condition of the crop was reported to be only fair.

Coffee.- The total reported area under coffee in 1933-34 was 182,900 acres, the yield of cured coffee therefrom being estimated at 34,586,700 lbs.

Rubber.- The total area under rubber in 1934 was 225,000 acres, as against 177,100 ~~is~~ acres in the preceding year. The total yield of dry rubber was 36,719,500 lbs, as against 12,915,200 lbs in 1933.

(The estimates of area and yield of principal crops in India during 1933-34 were reviewed at pages 90-94 of our March 1935 report).

Agricultural Statistics of British India, 1933-34\*

Volume I of the Report under review deals with the agricultural statistics of British Provinces, while Volume II deals with those of Indian States as far as they are reported. The year to which the returns relate ends on 30th-June, this being the generally recognised agricultural year, except in Assam where the year ends on 31st March and in the Central Provinces and Berar where it ends on 31st May.

Total Area and Population of India.- The total area of India is 1,816,000 square miles, or 1,162,383,000 acres with a population of 353 millions according to the census of 1931. This may be divided as follows:-

	Acres	Population.
(1) British Provinces (including Indian States within the political jurisdiction of Local Governments and Administrations)	686,891,000	274,382,000
(2) Indian States having direct political relations with the Government of India.	426,250,000	75,809,000
(3) Certain specially administered territories in the North-West Frontier Province (Tribal areas, etc.) not included under (1)	14,536,000	2,102,000
(4) British Baluchistan (including administered areas).	34,706,000	464,000
Total.	1,162,383,000	352,757,000

No returns of agricultural statistics are prepared either for item (3) certain specially administered territories in the North-West Frontier Province, or for item (4) British Baluchistan.

Total Area of British India.- The total area of the British Provinces (item 1 above) shown in this volume - 686,891,000 acres or 1,073,000 square miles - includes 19,557,000 acres, with a population of some 3 millions, belonging to Indian States, which are within the political jurisdiction of Local Governments and Administrations. Thus

\* Department of Commercial Intelligence and Statistics, India.-  
Agricultural Statistics of India 1933-34 -Vol.I - Area, Classification of Area, Area under irrigation, Area under crops, Live-Stock, Land Revenue Assessment and Harvest Prices in British India.-Delhi: Manager of Publications-1936.-Price Rs.4-4 or 7s. pp. ix-381



deducting 19,557,000 acres belonging to Indian States from the total area of 686,891,000 acres included in British Provinces, the remainder, 667,334,000 acres represents the area of British territory according to professional survey. The agricultural statistics are, however, prepared in a number of provinces or parts of provinces from "village papers", i.e., papers prepared by the village accountants for the purpose of assessment and collection of land revenue. The area of British territory according to village papers for which statistics are given in this volume is 666,865,000 acres, as against 667,334,000 acres according to professional survey.

Classification of Area of British India.- The area of 666,865,000 acres is, for the purpose of Agricultural Statistics, classified as shown below:

	Acres (1,000)	Per cent.
Forests. ...	89,067	13.4
Not available for cultivation.	144,650	21.7
Culturable waste other than fallow	153,449	23.0
Current fallows.	47,453	7.1
Net area sown. ...	232,246	34.8
Total	666,865	100

The net area actually sown with crops during 1933-34 was therefore 232,246,000 acres, or 35 per cent of the total area, as against 228,076,000 acres in the preceding year. If, however, areas sown more than once during the year are taken as separate areas for each crop, the gross area sown in the year of report amounts to 267,160,000 acres, as against 260,391,000 acres in the preceding year.

Provincial Distribution of Sown Area.- The proportion of the net sown to total area and the number of population per 100 acres of sown area in each province are stated below.

	Proportion of sown to total area.	Population per 100 acres of sown area.
Delhi. ...	58 per cent.	299
United Provinces.	53 " "	134
Bengal. ...	49 " "	204
Punjab. ...	48 " "	82
Bihar and Orissa.	46 " "	156
Bombay. ...	42 " "	62
Central Provinces and Berar.	39 " "	63
Madras. ...	37 " "	136
North-West Frontier Province.	27 " "	108
Ajmer-Merwara. ...	20 " "	160
Assam. ...	17 " "	143
Coorg. ...	13 " "	119
Burma. ...	12 " "	80
British India.	35 " "	115

Irrigation Statistics.- The total area irrigated in 1933-34 was 50,508,000 acres, as against 49,882,000 acres in the preceding year. Of this area, 22,969,000 acres were irrigated from Government canals, 3,863,000 acres from private canals, 11,371,000 acres from wells, 6,553,000 acres from tanks, and 5,752,000 acres from other sources of irrigation. In India irrigation is ordinarily resorted to on an extensive scale in tracts where the rainfall is most precarious. In Lower Burma, Assam, eastern Bengal, and the Malabar Coast (including the Konkan), where the rainfall is ordinarily heavy, the crops hardly need the help of irrigation, unless there is an unusual scarcity of rain. Of the total area irrigated in 1933-34, the Punjab accounted for 29 per cent, the United Provinces 20 per cent, the Madras Presidency 18 per cent, Bombay 11 per cent, Bihar and Orissa 10 per cent, and the other provinces the remaining 12 per cent. The above figures of irrigated areas do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. Counting areas sown more than once as separate areas for each crop, the gross area of irrigated crops was 54,683,000 acres in 1933-34. Of this area, 84 per cent was under food crops and the remainder under non-food crops. Of the former, 19,235,000 acres were under rice, 11,031,000 acres under wheat, 2,555,000 acres under barley, 1,347,000 acres under jowar, 1,057,000 acres under bajra, 871,000 acres under maize, 1,921,000 acres under sugarcane, and the ~~area~~ remaining 8,060,000 acres under other food crops. Of the irrigated non-food crop area, 3,475,000 acres were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered 267,160,000 acres in 1933-34. The different classes of crops and the area occupied by each class are stated below:

	Acres (1,000)	Per cent of total.
Food-grains. ...	206,223	77.2
Condiments and spices. ...	1,467	0.5
Sugar. ...	3,364	1.3
Fruits and vegetables. ...	4,855	1.8
Miscellaneous food-crops..	1,756	0.7
<b>Total food-crops.</b>	<b>217,665</b>	<b>81.5</b>
Oilseeds. ...	17,794	6.7
Fibres. ...	17,626	6.6
Dyes and Tanning materials.	621	0.2
Drugs and narcotics. ...	2,241	0.8
Fodder crops. ...	10,207	3.8
Miscellaneous non-food crops.	1,006	0.4
<b>Total non-food crops</b>	<b>49,495</b>	<b>18.5</b>

(The agricultural statistics of British India for 1932-33 were reviewed at pages 87-89 of our August 1935 report).

The Bihar Agriculturists' Relief Bill, 1936.

A non-official Bill to make provision for the relief of agriculturists from indebtedness was introduced in the Bihar and Orissa Legislative Council on 24-2-1936. As in other parts of India agriculturists in the province are heavily indebted and moneylenders are charging exorbitant rates of interest. The Bill requires the compulsory registration of all moneylenders and pawn-brokers in the province. Moneylenders and pawn-brokers who carry on their trade without such registration are liable to fine up to Rs. 50. The Bill also limits rate of interest to 12% per annum simple or 9% per annum compound in the case of secured debts and 15% and 12% respectively in the case of unsecured debts until a sum equal to the principal has been paid as interest or has accrued as interest; afterwards the rates of interest are halved. In passing a decree against an agriculturist-debtor, courts should direct that the total amount due from the judgment-debtor be paid in a number of convenient instalments spread over a maximum of six years. Every creditor should maintain a complete and full account of all loans made and interests realised, and it should be made available to the debtor when required. Creditors are also required to issue receipts for all sums paid by the debtor.

(Pages 36-46 of Part V of the  
Bihar and Orissa Gazette dated  
26-2-1936) +

The Assam Debt Conciliation Bill, 1936.

~~The~~

The Assam Government intend introducing in the current session of their Legislative Council a Bill to set up Debt Conciliation Boards to afford relief to agriculturists in their present state of heavy indebtedness. A resolution was moved in the September 1935 session of the Legislative Council that a committee should be appointed to enquire into the economic condition of the ryots with a view to recommend action for improving it. The Government, while opposing the appointment of a roving committee with no very definite object of enquiry, recognised the difficulties of the ryots in view of the fact that prices of agricultural produce had fallen while their debts remained constant, and undertook to consider the possibility of creating debt conciliation boards on the lines adopted by various other provinces. The present Bill is the outcome of this undertaking, and follows closely the enactment on the subject passed by the Central Provinces in 1933 (vide pages 45-46 of our January 1933 report). It is based on the idea that both creditors and debtors are prepared to revise the terms of their agreement in view of the recent fall in prices. The honest debtor gets the advantage of having his debt reduced to a limit, which in the opinion of an impartial Board he will be able to pay, while the reasonable creditor will obtain the assistance of Government in realising his reduced dues. The Bill differs from the Act on the subject recently passed in Bengal in that it gives the Boards no power to enforce a settlement in the absence of an agreement between the parties.

(Pages 115 to 121 of Part V of the Assam Gazette, dated 26-2-1936). +

The Agriculturists' Loans (Burma Amendment) Bill, 1936. †

A non-official Bill to amend the Agriculturists' Loans Act, 1884, in its application to Burma, with a view to extending the purposes for which the Local Government may grant loans to agriculturists, called the Agriculturists' Loans (Burma Amendment) Bill, 1936, was introduced in the Burma Legislative Council on 18-2-1936. The purpose of the Bill is to secure power to Government to lend money to agriculturists for the payment of existing debts and for the purchase of rights in agricultural land. Such help by Government is necessitated by the economic depression and the resultant fall in agricultural prices.

(Page 5 of Part III of the Burma Gazette dated 22-2-1936). †

The Burma Debtors' Protection Bill, 1936. †

A non-official Bill, called the Burma Debtors' Protection Bill, 1936, was introduced in the Burma Legislative Council on 21-2-1936, in order to make provision for the protection of small debtors in Burma by regulating the keeping of accounts by creditors. The Bill seeks to protect the agriculturists of the rural area and the clerks, artisans, the middle and the labouring classes in towns in Burma against further exploitation by certain classes of money-lenders. The classes enumerated above are very often victimised by money-lenders, who generally do not issue receipts for monies returned by debtors. The money lenders also do not

keep clear accounts of transactions. Exorbitant rates of interests are charged, 24 per cent per annum being usually the minimum rate. The Bill follows the lines adopted in the Punjab Regulations of Accounts Act, 1930, and the Madras Debtors' Protection Act, 1934, with a few necessary additions, changes and verbal alterations to suit local conditions.

The Bill stipulates that every creditor shall- (a) regularly record ~~xxx~~ and maintain or cause to be recorded and maintained, an account showing for each debtor separately - (i) the date of the loan, and the rate per cent per annum of interest charged on the loan; and (ii) the amount of every payment received by the creditor in respect of the loan, and the date of such payment; and (b) give to the debtor or his agent, a receipt for every sum paid by him, duly signed and if necessary, stamped, at the time of such payment; and ~~(c) on requisition in writing made by the debtor, furnish to the debtor himself.~~ Similar provisions are also made for control of pawn-brokers.

(Pages 6 and 7 of Part III of the Burma Gazette, dated 22-2-1936)

Labour under the Reformed Constitution:

Indian Delimitation Committee's Recommendations\*.

The following is a summary of the recommendations made in the report of the Indian Delimitation Committee regarding representation of labour in Indian legislatures under the reformed constitution:-

Representation of Labour in Existing Provincial Legislative Councils.- The representation allotted to labour in the provincial Legislative Councils under the existing constitution consists of three seats in Bombay, 2 seats in Bengal, and one seat each in the Punjab, Bihar and Orissa, the Central Provinces and Assam. In all cases this representation is secured by means of nomination by the Governor.

Proposed Distribution in Provincial Legislative Assemblies.- Under the provisions of the Government of India Act, 38 seats will be allotted to labour in the future Provincial Assemblies. Their distribution is as follows:-

Madras.	..	6
Bombay.	..	7
Bengal.	..	8
United Provinces.		3
Punjab.	..	3
Bihar .	..	3
C.P. and Berar. .		2
Assam.	..	4
Orissa.	..	1
Sind.	..	1

The Indian Franchise Committee, whose view was accepted by the third Round Table Conference and by the Joint Select Committee, recommended that these seats should be allotted partly to trade union and partly to special labour constituencies. The Government of India Act leaves the qualifications of electors and of candidates and the nature of the constituencies to be prescribed.

Difficulties of Securing Adequate Representation.- Discussing this aspect of the problem, the Report says: The first difficulty is the huge potential electorate, spread over a vast area with, except in rare cases, a deplorable lack of organisation among the workers themselves. In every province, the industrial workers extend over the whole province, and no scheme can be devised which will on the one hand tend to keep the few available constituencies compact and manageable, and, on the other, secure

\* Indian Delimitation Committee Volume I - Report of the Indian Delimitation Committee. - Published by the Manager of Publications, Delhi. 1936. - Price Rs. 1-4-0. - pp.xiii+314

adequate representation for the workers engaged in manual labour. The Whitley Commission and the Indian Franchise Committee, were inclined to the view that trade unions should be recognised as forming whole or part of labour electorates. The Delimitation Committee agrees with this view in the main, but owing first, to the weakness of the trade union movement in India and secondly to the objections of certain provincial governments the Committee recommends the adoption of trade unions as labour constituencies wherever such adoption is advisable, and the provision of special labour constituencies in those cases in which the creation of trade union constituencies is impracticable and in which there was no other method of representing labour effectively.

Stricter Supervision of Trade Unions.- Under the existing law, which is incorporated in the Indian Trade Unions Act, 1926, as amended by Act XV of 1928, Government has no power to inspect the registers of a trade union, or to satisfy itself whether the union is functioning properly, and whether its accounts are being regularly kept. Nor, as would appear from a judgment of the Calcutta High Court, has the Registrar power in the case of any union, which may have been declared to be an unlawful association under the Criminal Law Amendment Act, to refuse registration, if the same association applies again for registration under a different name. The report recommends that the existing law should be so amended as to invest local Governments with the power of inspecting the registers of the trade unions, and to make Government or professional audit of their accounts compulsory. The report further recommends that a tribunal should be constituted in each province in which labour seats exist the object of which would be to make a yearly review of the constituencies for the labour seats in each province. If the result of the investigations of the tribunal goes to show that any union had lost its representative character, or for any other reason had ceased to be in a position to fulfil the function for which it was designed, or that other unions had come into existence which could properly be included in a constituency or ~~and~~ could adequately replace un-organised labour, a report to this effect, with the recommendations of the local Government, should be made to Parliament, if necessary. In course of time, the Report hopes, that the seats which are assigned to "unorganised" labour will be converted by the necessary Order in Council into trade union seats.

Provincial Proposals.- Madras. - Six seats have been set aside in this province for representatives of labour. The total membership of registered trade unions in the province at the end of 1934 was 24,998, comprised in 32 unions. Of these 18 were in Madras City, with a total membership of 18,436, the Madras and Southern Mahratta Railway Employees' Union and the Madras Textile Mill Workers' Union respectively accounting for 11,982 and 2,875 out of this total. The average number of workers in registered factories in 1933 was 138,000; the approximate number



of persons employed on plantation labour was over 100,000. The Committee recommends that two seats should be allotted to trade unions, the first to registered railway trade unions in the Presidency, with an electorate consisting of some 15,000 voters, and the second to registered trade unions of textile workers in the City of Madras, with a voting strength of approximately 3,000. The remaining four seats are to be filled from the following four special labour constituencies:- (1) Textile workers in Coimbatore and Malabar; (2) Dock and factory labour (excluding textile and railway labour) in the City of Madras and the district of Chingleput; (3) Dock and factory labour in certain centres in the districts of Vizagapatam and East Godavari; (4) Factory labour in certain selected centres in the districts of West Godavari, Kistna and Guntur.

Bombay.- Seven seats have been set aside in this province for representatives of labour. There are 43 registered trade unions in Bombay with a membership of 89,000. There are in addition 16,000 workers in unregistered trade unions. The average number of workers in perennial factories in Bombay is some 322,000. The report allocates the seats as follows: Bombay City and Suburban Textile Labour Unions -1; Railway Unions in the Presidency -2; Registered Unions of Seamen and dock workers -1; Gujarat textile trade unions -2; Sholapur Special Labour constituency -1.

Bengal.- Eight seats have been set aside in this province for the representation of labour. The industrial population of Bengal appears to exceed a million people. In the year ending 31st March 1934, there were 46 registered trade unions in Bengal, with a membership of 80,000. In the year 1934, the average number of workers in factories was 480,000. Of these 429,000 were employed in perennial factories, no fewer than 393,000 of that number being in the metropolitan manufacturing area. The Committee, in agreement with the proposals of the local Government, <sup>(a) that</sup> that of the 8 seats, 2 seats should be allotted to constituencies consisting of registered trade unions, and that the remaining six should be assigned to special labour constituencies, one of which should be set aside for plantation labour. The two trade union seats are allotted, one to registered unions of railway workers, with a membership of some 40,000, and the second to registered unions of water transport workers, with a membership of some 25,000. These two classes of union cover 65,000 out of 79,000 workers in registered unions in Bengal. The 6 remaining labour seats are allotted to special labour constituencies; three of which ~~should~~ are assigned to factory workers in specified districts, one to colliery workers, one to registered factories in Calcutta and the Sadar sub-division of the 24-Parganas district, and one to plantation labour in the Jalpaiguri and the Darjeeling districts.

The United Provinces.- Three seats have been assigned to representatives of labour in the United Provinces. There were five registered trade unions in the United Provinces in the year ending 31st March 1934, with a total membership of some 8,000. In 1934, the average number of workers employed in registered factories was some 113,000.

Of the 3 seats, the report allots, one seat to registered trade unions, to comprise all the registered trade unions in the province, and two to special labour constituencies. Of the two special labour constituencies, one is assigned to the representation of industrial factory labour in Cawnpore, which is the chief industrial centre of the province, with some 40,000 factory employees, and one to the representation of industrial labour in the four cities of Lucknow, Agra, Aligarh and Allahabad.

The Punjab.- Three seats are reserved for representatives of labour in this province. The Punjab contains one very large registered trade union, viz., the North Western Railway Union, the membership of which is understood at the present time to be some 40,000. There are in addition a number of small trade unions of minor importance. The average number of workers employed in registered factories in 1933, the last year up to which figures are available, was 48,000, of whom some 18,000 appear to have been employed in seasonal factories. Of the 3 seats, one seat is allotted to registered trade unions and two to special labour constituencies. The trade union seat is assigned to the N.W. Railway Union; the two special labour constituency seats are assigned one each to constituencies formed of persons employed in registered factories and mines in the following districts:- (a) Jullundur, Amritsar, Gurdaspur, (b) Jhelum, Rawalpindi and Attock.

Bihar.- Three seats are assigned to labour in the Bihar Legislative Assembly. One seat in the Federal Assembly is also allotted to Bihar labour. In the year ending 31st March 1934, there were four registered trade unions in Bihar and Orissa with a total membership of between 4,000 and 5,000. The total membership at the present time appears to be rather more than 8,000. The average number of workers in registered factories in the province in 1934 was 72,000. Bihar contains one large industrial centre, Jamshedpur, while there are also important mining interests in the districts of Manbhum and Hazaribagh. The report recommends the following distribution of the 4 seats: (1) Jamshedpur factory labour - 1; (2) Monghyr-Jamalpur factory labour - 1; (3) Hazaribagh mining labour - 1; (4) Registered mining and colliery trade unions in the Dhanbad sub-division - 1.

The Central Provinces and Berar. -Two seats are set aside in this province for representatives of labour. The industrial labour force of the province is stated to be about 128,000, but the number of persons employed in factories and mines which are subject to the provisions of the Indian Factories and the Indian Mines Acts, does not apparently exceed some 47,000. Of these some 29,000 are in regulated non-seasonal factories, and some 18,000 in mines. There are some fifteen registered trade unions with a total membership of about 9,000. Of the two seats, one is allotted to a compact constituency of registered trade unions, and the second to factory labour in selected districts. The trade union constituency will be based on the Nagpur Municipality, and it is estimated that the electorate will contain some 4,000 voters.

The factory labour constituency will be assigned to the Jubbulpore district, and will contain an electorate estimated at 5,500.

Assam.- Four seats are assigned to Labour in the Assam Provincial Assembly. All the four seats are allotted to the plantation labour of the province.

Orissa.- One seat is assigned to labour in Orissa. The report recommends that the electorate for it should be composed of the workers in all registered factories and mines throughout the province.

Sind.- One seat is allotted to labour in Sind. There are eleven registered trade unions in the province. Eight of these are unions of menial workers, and three only have a membership in excess of 500. The report recommends that the constituency should be composed of workers in factories registered under the Indian Factories Act in the headquarters towns of the province together with the town of Shikarpur. In addition to workers in the factories in question, members of registered trade unions connected with factory, labour, and also honorary members and officers of such unions, would be eligible for admission to the electoral roll. The electorate would be in the neighbourhood of 10,000.

Federal Assembly.- There will be ten Labour seats in the Federal Assembly. One is a non-provincial seat. ~~Nine~~ Nine are allotted to provinces, their distribution being as follows:-

Madras.	..	1,
Bombay.	..	2,
Bengal.	..	2
United Provinces.		1
Bihar	..	1
C.P. & Berar...		1
Assam.	..	1
Non-provincial seat.		1

Non-Provincial Seat.- The report recommends that on the occasion of the first election the non-provincial seat should be assigned to the National Trades Union Federation. The arrangement is only provisional; regarding more permanent arrangements, the report recommends that the non-provincial seat in the Federal Assembly should be allotted to "The National Trades Union Federation of India, or such other organisation of workers as may be selected by the Government of India for the nomination of the workers' delegate to the International Labour Conference under the provisions of Article 389(3) of the Treaty of Versailles".

Provincial Seats.- Madras.- The Madras seat is assigned to a special labour constituency based on the City of Madras and the adjoining district of Chingleput, the electorate in which would be formed of factory-workers, including railway workers, and dock and port labourers.

Bombay.- The two seats assigned to Bombay are allotted ont

each to two constituencies consisting of (a) registered trade unions in Bombay City; (b) registered trade unions in Ahmedabad City.

Bengal.- The two seats assigned to Bengal are allotted one each to (a) a registered trade union constituency consisting of the trade unions qualified to elect members of the Bengal Legislative Assembly in the registered trade union constituencies in that body; (b) a territorial labour constituency covering the area of the factory labour constituencies proposed for the Bengal Legislative Assembly. The electorate in this constituency will be composed of adult workers employed in factories with a minimum daily strength of 500 persons or over. Election would be on the indirect system on the basis of one Mukhiya for 250 voters.

The United Provinces.- The one seat assigned to labour should be filled by the two special labour constituencies, and the one trade union constituency electing the Province's three labour representatives in the Provincial Assembly.

Bihar.- The seat assigned to Bihar labour in the Federal Assembly is to be included in a rotating series with the labour seats in the provincial Legislative Assembly, and on the occasion of the first election under the new constitution, it should be filled from the Dhanbad trade union constituency.

Central Provinces and Berar.- The one seat assigned to labour in Central Provinces and Berar is allotted to a mining constituency based on the Chindwara district, with an electorate estimated at some 4,000.

Assam.- Regarding the one seat assigned to labour in Assam, the report recommends that the Governor acting in his discretion should assign it on the occasion of each election to one of the constituencies contained in the rotating series suggested for labour seats in the Assam Provincial Assembly.