

C6/2/19

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

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Report for November, 1941.

N.B. Each section of this report may be taken out separately.

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Price Control

Inflation of ~~Wheat~~ Wheat Prices in India: Likelihood of Control by Government of India.

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14. List of the more important publications received in this Office during November, 1941.

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## NATIONAL LABOUR LEGISLATION

### Government of India.-

#### Amendment of the Indian Coal Mines Regulations, 1926.,

The Government of India has gazetted several amendments to the Indian Coal Mines Regulations, 1926, with a view to ensure better safety in mines.

(Notification No. M.955 dated 6-11-1941:  
The Gazette of India, Part I, dated  
8-11-1941, pages 1650 to 1652.)

### Government of India.

#### The Factories Amendment Act, 1941.

Reference was made at page 1 of our October 1941 report to the adoption by the Central Assembly on 30-10-1941 of the Factories (Amendment) Bill, 1941, which seeks to give power to Provincial Governments to enable them to notify once for all the application of the Factories Act to any specified classes of establishments employing ten or more persons. The Bill was passed by the Council of State on 13-11-1941 and received the assent of the Governor General on 20-11-1941. The Act is published at page 68 of Part IV of the Gazette of India, dated 29-11-1941.

### Government of India.-

#### Madras Port Trust (Amendment) Act, 1941.

Reference was made at page 1 of our March 1941 report to the introduction in the Central Assembly on 29-2-1941 of the Madras Port Trust (Amendment) Bill, 1941, which revises the Constitution of the Board of Trustees of the Port and, while increasing Indian representation on it, provides for the nomination by the Central Government of one representative of labour on the Board. The Bill was passed by the Central Assembly and the Council of State in November 1941 and received the assent of the Governor General on 26th November, 1941. The text of the Act is published at pages 70 to 71 of Part IV of the Gazette of India dated 29-11-1941.

### Government of India.-

#### The Mines Maternity Benefit Act, 1941.

The Mines Maternity Benefit Bill, 1941, to which reference was made at page 1 of our September 1941 report was introduced in the Central Assembly on 27-10-1941 and passed by it on 5-11-1941. The Council of State passed the Bill on 13-11-1941 and it received the assent of the Governor-General on 26-11-1941. The text of the Act is published at pages 72 to 75 of Part IV of the Gazette of India dated 29-11-1941.

Mr. Joshi in the Assembly and Mr. P.N. Saprú in the Council of State moved amendments for extension of the period of benefits

from 8 weeks to 12 weeks, pointing out that the International Labour Convention on Childbirth prescribes this period. Sir Firoz Khan Noon, in the Council of State, while sympathizing with Mr. Sapru's suggestion, pointed out that the number of child-bearing women employed in mines was very small and considering the competition and cheapness of labour in India, if the period of maternity was extended as suggested, mine-owners might altogether stop employing child-bearing women. He said that in the matter of such legislation it was desirable to proceed by small degrees.

(The Statesman, 6-11-1941 and the Hindustan Times, 14-11-1941.) +

Bombay.-

Bombay Industrial Disputes (Second Amendment) Act, 1941.

In view of the urgent necessity to stimulate production of textile goods in India both to ease the general price situation and to ensure adequate ~~war~~ war supplies, Government has issued a notification under section 8 of the Factories Act, 1934, exempting spinning and weaving mills from operation of section 34 of that Act. Before, however, spinning and weaving mills can take advantage of this exemption it would be obligatory on them under section 28 (1) of the Bombay Industrial Disputes Act, 1938, read with item 9 of Schedule II to the Act, to give a notice of ~~change intimating~~ their intention to make a change in the total weekly hours of work; and, if there is no agreement with the representatives of employees, to take the dispute ~~into~~ conciliation. To avoid the delay involved in this procedure, which might adversely affect production, it has been decided to make it ~~an~~ unnecessary on the part of employers to give notice of such change. The present Act seeks to achieve this object.

(The Bombay Government Gazette, Part IV, dated 4-11-1941, pages 212-213.)

Bombay.-

Extension of Bombay Industrial Disputes (Second Amendment) Act to Partially Excluded Areas in Bombay.

The Bombay Government has gazetted a notification extending the Bombay Industrial Disputes (Second Amendment) Act, 1941, to the Partially Excluded Areas in Bombay Province.

(Notification No. 3843/34 dated 4-11-1941:  
The Bombay Government Gazette Extraordinary,  
Part I V-A, dated 4-11-1941, page 258.) +

C.P. and Berar.-

Model Eye-laws to Control and Regulate Bidi Industry.

The Government of the Central Provinces and Berar has published

model bye-laws under section 180 and sub-section (5) of section 178 of the Central Provinces and Berar Municipalities Act (II of 1922), to control and regulate the manufacture or preparation of bidis (country cigarettes) for being adopted by municipal and notified area committees. The bye-laws stipulate that no person shall run a bidi factory without having a valid licence. Among the conditions for the grant of licence are certain minimum specifications as to area of and material used for bidi factories and sanitary fittings.

(Notification No. 8239-386-M-XIII of 1940 dated 28-10-1941; The C.P. and Berar Gazette, Part III, dated 7-11-1941, pages 1651 to 1652.)+

Sind.-

Sind Shops and Establishment Rules, 1941.

The Government of Sind has gazetted the general Rules for the administration of the Sind Shops and Establishments Act, 1940.

(Notification No. 617/7-M/41 dated 16-11-1941; The Sind Government Gazette, Part IV-A, dated 20-11-1941, pages 942 to 952.)+

Hyderabad-State.-

Hyderabad Bhagela Agreements Bill, 1941. +

The Hyderabad Government has introduced in the State Legislature the Hyderabad Bhagela Agreements Bill, for effectively ending the system of forced labour which is prevalent mostly in the Telingana districts of the State. The bill, which is now in the select committee stage, is based on the experience gained during the past five years in the working of the Bhagela Regulation, the promulgated in 1936, and is expected to become law in the near future. In order to make the law really useful to the bhagelas, the jurisdiction of civil courts has been specifically excluded from matters coming under the Bill on the analogy of a similar provision in the State Debt Conciliation Act; and the Tahsildar (Revenue official of a sub-district) has been authorised to decide all cases arising under the Bhagela Act so that immediate relief may be available to the bhagelas. The Bill also provides for a single appeal to the Second Talukadar (District Revenue official) from the decision of the Tahsildar. Another section provides for a penalty not exceeding Rs. 25 if any employer extracts labour from a bhagela in respect of a discharged or void agreement or if he makes an oral agreement with the bhagela. The clause in the Bhagela Agreements Regulation of 1936 (vide pages 21-22 of our January 1936 report) regarding the fixation of the rate of remuneration and hours of work has however been excluded from the Bill in the interest of the employer.

(For fuller details vide item on the same subject in Section: Conditions of Work of this report). (The Nov. 1941 issue of Hyderabad Information.)

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SOCIAL POLICY

Government of India to confer with Employers and  
Workers on 2 and 3-1-1942: Subjects for Discussion.

A conference of the representatives of Indian employers with the representatives of the Government of India will be held at Calcutta on the 5th January, 1942.

A similar Conference between the representatives of Indian labour and the representatives of the Government of India will be held at Calcutta, the next day, 6th January, 1942.

Sir Firoz Khan Noon, Labour Member, Government of India, will preside over both Conferences. The subjects for discussion are: (i) night shift work; (ii) the amendment of the Workmen's Compensation Act; (iii) the amendment of the Payment of Wages Act; (iv) sickness insurance; (v) industrial fatigue resulting from exemptions from the hours of work sections of the Factories Act.

It will be remembered that similar Conferences were held last year also. (Vide pages 3-5 of December 1940 report of this Office.)

*has been later*  
It is now learned that the above dates have been changed to 2 and 3-1-1942. (The Statesman, 21-12-1941.)

3rd Labour Ministers' Conference, New Delhi,  
30, 31-1-1942.

It is learned that the Third Labour Conference of Ministers and representatives of provincial Governments with representatives of the Labour Department, Central Government, has been called to meet in New Delhi, on January 30 and 31, 1942. Sir Firoz Khan Noon, Labour Member, will preside. Among other matters, the Conference will discuss some of the subjects previously discussed by the Government with representatives of employers and workers at Calcutta on 2 and 3-1-1942.

(The Statesman, 26-12-1941.)



Payment of Maternity Benefits in Punjab:  
Legislation under consideration of  
Government. ✓

In pursuance of a non-official resolution passed by the Punjab Assembly in its last session, the Punjab Government has decided to introduce a Bill on the lines of the Bengal legislation to provide maternity benefits to female workers in factories. The legislation, it is understood, is being drafted at present.

(The Statesman, 23-11-1941.) ✓

Application of Bengal Maternity Benefit (Tea Estates)  
Bill, 1941, to other Estates than Tea Plantations: Suggestion of  
European Group in Bengal Legislature. ✓

References were made at pages 1 to 2 of the June 1941 and page 2 of the September 1941 reports of this Office to the Bengal Maternity Benefit (Tea Estates) Bill, 1941, now before the provincial Legislature. The European Group in the Bengal Legislature suggested to the Bengal Chamber of Commerce that members interested in plantations in Bengal other than tea might be consulted, with a view to ascertaining whether they would be in favour of the Group's suggestion that the Bill might be extended to all plantation labour in the Province. The Chamber accordingly sought the opinion of members interested in sugar, rubber, timber and other plantations. It was found that the majority were in favour of extending the legislation, but as the expression of opinion came too late to put forward the proposal in connection with the Maternity Benefit (Tea Estates) Bill, it was placed before the European Group for future reference.

(Abstract of Proceedings of the Bengal Chamber of Commerce for July, August and September, 1941). ✓

6

Forced Labour.

Working of Hyderabad Bhagela Agreement Regulation, 1936 :  
New Bill introduced to stiffen Regulations. ✓ +

Reference was made at pages 21 to 22 of our January 1936 report to the promulgation of the Hyderabad Bhagela Agreements Regulation to abolish forced labour in the State. This Regulation provided, in respect of agreements entered into prior to its promulgation, that they shall be deemed to have been discharged after the Regulation had been in force for twelve months. In the matter of future agricultural labour agreements, it stipulated that these would be wholly void if (a) the period during which labour was contracted exceeded one year, (b) the full terms of the agreement between the parties were not set down in writing and duly stamped under the law and a copy of the agreement given to the labourer at the time of its execution, (c) the stipulation was not included that on the expiry of the period during which the labour was to be performed, all liability shall be extinguished in respect of any advance, debt or interest forming part consideration, and (d) a fair and equitable rate of remuneration for labour and reasonable hours of work were not provided for. At the same time it laid down that the rate of interest recoverable under a Bhagela agreement shall not exceed 6 per cent. per annum. Another section laid down that no liability to perform labour could survive against the estate or against any heir of a deceased labourer.

Working of Regulation. - The Regulation has now been in operation for five years. Its enforcement during the first four years showed that on the whole the reaction to it had been satisfactory. This was testified to both by officials and non-officials. In some parts wages had to some extent increased; in others, the bhagelas and their masters came to satisfactory oral agreements. Nevertheless, practical experience of the working of the Regulation in other parts showed several gaps and drawbacks which made it more or less difficult to give the bhagela the full measure of relief contemplated under the Regulation. In these areas the provisions were found to be too weak to afford the intended relief to the bhagela and many instances came to the notice of the authorities of employers successfully circumventing them. For instance, it was noticed that some employers filed suits against their bhagelas on agreements which were generally worded as if they were only bonds for debts incurred, obtained money decrees against them and even got them arrested in course of execution. The poverty and ignorance of the bhagela is proverbial and evidently he has no hope at present of succeeding against his powerful master in a civil court. The employers have thus been defeating the intentions of the Regulation by making the bhagelas pay double, first by forcing them to work in lieu of the advance ~~the~~ taken by them, and secondly, by making them repay the advance as a debt through a civil court decree. Another great weakness of the Regulation has been the absence of sanction behind it. Although the Regulation had laid down that a bhagela agreement shall be in writing and that an advance made to a bhagela shall be deemed to have been discharged on the expiry of one year from the commencement of the Regulation, these provisions have been honoured more in the breach than in the observance for want of a deterrent penalty.

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Problem of the Honest Bhagela.- There have also been instances where simple, honest bhagelas have declined to leave their masters' service as long as the old debts remain unpaid, although they have been told that they are free. Cases have also come to notice where the bhagela, while making a new agreement, has insisted on the old debt being mentioned therein, considering it both dishonest and ill-omened to deprive his old master of his dues in this manner.

Employers' Complaint.- There is also the complaint of employers in regard to the Section of the Regulation which lays down that a bhagela agreement shall be void unless it provides for a fair and equitable rate of remuneration for the labourer and reasonable hours of work. This provision has been criticised as prejudicially affecting employers, firstly, because, as the agreement is to be only for 12 months and the bhagela takes an advance at the time of entering into the agreement, it would be unfair to expect an employer to give a fair and equitable amount of remuneration in addition to the advance, and, secondly, because the nature of bhagela work is such that it is impossible to fix reasonable hours of service as, during the cultivation season, the bhagela has to work more or less like a member of the employer's family, attending to irrigation from canals, drawing water or grazing and watching cattle at certain hours, day and night. After harvesting is over, he is almost as idle as his employer.

Question of Control Re-examined.- In the light of the above drawbacks of the Regulation of 1936, the whole question was re-examined by an ad hoc Committee consisting of four members, one of them a missionary interested in the welfare of the bhagelas and the others, enlightened zamindars. As a result of these deliberations a Hyderabad Bhagela Agreements Bill has been recently introduced in the State legislature and it is now in the Select Committee stage.

Provisions of the new Bill.- In order to make the law really useful to the bhagelas, the jurisdiction of civil courts has been specifically excluded from matters coming under the Bill on the analogy of a similar provision in the State Debt Conciliation Act; and the Tahsildar (Revenue Official of a sub-district) has been authorised to decide all cases arising under the Bhagela Act so that immediate relief may be available to the bhagelas. The Bill also provides for a single appeal to the Second Talukdar (District Revenue official) from the decision of the Tahsildar. Another section provides for a penalty not exceeding Rs. 25 if any employer extracts labour from a bhagela in respect of a discharged or void agreement or if he makes an oral agreement with the bhagela. The clause in the Bhagela Agreements Regulation of 1936 ~~fixing the rate of remuneration and hours of work~~ regarding the fixation of the rate of remuneration and hours of work has however been excluded from the Bill in the interest of the employers.

(The November 1941 issue of the  
Hyderabad Information, Hyderabad). ✓

8

Industrial Disputes .

Industrial Disputes in British India during the quarter ending  
31-12-1940. ✓

According to a Press Note on Industrial disputes in British India during the quarter ending 31-12-1940, recently issued by the Department of Labour, Government of India, the total number of strikes during the period was 62 involving 27,967 workers and entailing a loss of 243,508 working days, as against 49 disputes involving 70,976 workers and entailing a loss of 856,494 working days in the third quarter of 1940.

Provincial Distribution.- During the period under review, there were 20 disputes in Bengal involving 6,315 workers and entailing a loss of 54,915 working days. Next come Bombay with 13 disputes involving 1,743 workers and entailing a loss of 6,213 working days; C.P. and Berar with 10 disputes involving 4,340 workers and entailing a loss of 22,431 working days; the Punjab with 6 disputes involving 5,376 workers and entailing a loss of 40,170 working days; Madras with 5 disputes involving 1,656 workers and entailing a loss of 12,452 working days; the United Provinces with 4 disputes involving 719 workers and entailing a loss of 2,519 working days; Bihar with 2 disputes involving 2,418 workers and entailing a loss of 89,408 working days; and Delhi and Sind with one dispute each involving 5,000 and 400 workers and entailing losses of 15,000 and 400 working days respectively.

Classification by Industries.- Classified according to industries, there were 10 disputes in cotton, silk and woollen mills involving 9,259 workers and involving a loss of 52,613 working days; 7 in mines involving 3,543 workers and entailing a loss of 53,894 working days; 6 in engineering workshops involving 3,463 workers and entailing a loss of 61,466 working days; and 2 in jute mills involving 458 workers and entailing a loss of 1,260 working days. In all other industries together, there were 28 disputes involving 11,264 workers and entailing a loss of 74,275 working days.

Causes and Results of Strikes.- Of the 62 strikes, 33 were due to questions of wages, 11 to those of personnel, 6 to disputes about leave and hours and 12 to other causes. In 21 disputes the workers were fully successful; in 11 partially successful and in 24 unsuccessful; 6 disputes were in progress on 31-12-1940. ✓

Madras Bus Drivers' Dispute:  
Arbitrator Appointed. ✓

Reference was made at pages 7 to 8 of our July 1941 report to the Madras bus drivers' dispute with bus owners over conditions of work. It is now understood that Sir Sidney Burn, Judge of the Madras High Court, will arbitrate in the dispute, both the parties having agreed to abide by the decision of the arbitrator.

(The Hindustan Times, 26-11-1941.) ✓

## Industrial Disputes in British India during 1940. ✓

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According to a communiqué dated 4-12-1941 on industrial disputes in British India during 1940, issued by the Department of Labour of the Government of India, the total number of disputes during the year declined from 406 in 1939 to 322, which included 6 strikes in progress at the close of the year. The total number of workers involved in these strikes, however, was 453,000 as against 409,000 in 1939 and the total number of working days lost was 7,577,000 as compared with 4,993,000 in the previous year. Cotton and Jute mills accounted for 42.2 per cent. of the strikes, 73.2 per cent. of the workers involved and 79.8 per cent. of the loss of working days. In 211 disputes, or 65.5 per cent., the chief demand related to wages or bonuses. The number of strikes in which the workmen were successful in gaining any concessions was 166 or approximately 52.5 per cent. of the total number of strikes, which ended during the year.

Provincial Distribution.- During the year under review, there were 112 disputes in Bengal involving 126,980 workers and entailing a loss of 1,055,464 working days. Next comes Bombay with 88 disputes involving 211,543 workers and entailing a loss of 4,693,273 working days; C.P. and Madras with 25 disputes each involving 41,802 and 15,416 workers and entailing losses of 661,822 and 219,678 working days respectively; the Punjab with 22 disputes involving 6,575 workers and entailing a loss of 47,094 working days; the United Provinces with 16 disputes involving 11,109 workers and entailing a loss of 171,414 working days; Bihar with 14 disputes involving 27,357 workers and entailing a loss of 726,872 working days; Sind with 11 disputes involving 1,369 workers and entailing a loss of 6,200 working days; Assam with 4 disputes involving 4,099 workers and entailing a loss of 26,746 working days; Orissa with 3 disputes involving 766 workers and entailing a loss of 7,938 working days; and Delhi with 2 disputes involving 5,503 workers and entailing a loss of 20,780 working days.

Classification by Industries.- Classified according to industries, there were 117 disputes in cotton, silk and woollen mills involving 267,173 workers and entailing a loss of 5,574,147 working days; 19 each in jute mills and engineering workshops involving 64,270 and 7,638 workers and entailing losses of 475,372 and 110,968 working days respectively; 15 in mines involving 18,107 workers and entailing a loss of 430,577 working days; and 3 in railways including railway workshops involving 5,550 workers and entailing a loss of 17,700 working days. In all other industries together there were 149 disputes involving 89,801 workers and entailing a loss of 988,517 working days.

Causes and Results of Strikes.- Of the 322 disputes during the year, 202 were due to questions of wages, 54 to those of personnel

10 to those of leave and hours of work, 9 to those of bonus and 47 to ~~these~~ other causes. In 86 cases the workers were fully successful, in 80 partially successful and in 150 unsuccessful; 6 disputes were in progress at the close of the year.

Ahmedabad Labour Dispute Settled.

Reference was made at pages 12 to 13 of our October 1941 report to the labour dispute in Ahmedabad between the Textile Labour Association, Ahmedabad, and the Ahmedabad Millowners' Association over the demand of the former for an increase of 25 per cent. in the present wages, and to the failure of conciliation efforts to settle the dispute. It was also mentioned there that the Millowners' Association rejected the Labour Association's invitation to refer the dispute for arbitration. During November, 1941, the Millowners' Association appointed Seth Chimanlal Parikh, an ex-President of the Association, to negotiate with the Labour Association for a settlement. The negotiations were carried on during the month as a result of which a settlement was reached on 2-12-1941. Though the terms of the settlement are not yet published, it is understood that they stipulate that regular workers during the year are to receive approximately one and a half month's wages as bonus.

(The Bombay Chronicle, 4-12-1941.)

## Holidays with Pay

### Weekly Holidays Bill, 1941: Views of Millowners' Association, Bombay. ✓

Reference was made at page 1 of our September 1941 report to the Weekly Holidays Bill introduced in the Central Assembly by the Government of India. The following is a brief summary of the criticisms of the Bill expressed by the Millowners' Association, Bombay.

Exclusion of Clerical Staff in Factories urged.- While the Association had no objection to the principle of a weekly holiday for clerical employees, its main objection related to the inclusion in the Bill of clerical staffs employed in factories. The clerical department of a mill usually included the time-keeping staff, the godown and stores clerks, coal and cotton weighment clerks, production recording clerks, bundling and baling clerks, etc., whose presence in the mill is absolutely essential to ensure the smooth working of the various process departments. These employees had all along been enjoying the benefits of the Indian Factories Act in the matter of daily and weekly hours of work, rest intervals, weekly holidays, etc. Although the Bombay Shops and Establishments Act, 1939, sought to regulate the hours of work, rest intervals, weekly holidays, etc., of these employees independently of the Indian Factories Act, the Government of Bombay, had, on representations made by the Association and realising the difficulties which would arise if that Act was made applicable to the clerical staff of the factories, issued orders exempting them from the provisions of the Act for the duration of the war, on the understanding that such clerical staff in mills would at least have the benefit of the Indian Factories Act.

So far as the factory clerical staff was concerned, it was found that the Bill under consideration went even further than the Bombay Act. The Bombay Act sought to reduce the number of hours worked per day from 9 to 8, whereas the present Bill sought to grant an additional half holiday in addition to a full holiday on Sunday. If the departmental clerks concerned were granted an additional half holiday in the week, the hours in factories also would have to be reduced from 54 to about 50 per week.

Conclusions reached at Government-employers Meeting Recalled.- In this connection, the Association drew the attention of the Government to the discussions which took place at the Conference which the employers of the country had with Sir Ramaswami Mudaliar at Calcutta on 6-1-1941 when the Bill was discussed, at which the following conclusions were reached:- (a) Central legislation relating to the grant of weekly holidays to persons employed in commercial establishments and shops was favoured; (b) The grant of discretionary power to Provincial Governments to provide for the grant of an extra half-holiday was not favoured; (c) Provision for the prompt payment of wages should be made in the Act; (d) Definition of the term "commercial establishment" should be re-examined with a view to exclude clerical staff engaged in factories. The Association emphasised that the Conference was unanimously of the opinion that the proposal for the half holiday in a week should be dropped and that even the Member for Labour indicated that it was not the intention of Government to bring the clerks working in factories within the scope of the Central Act. In conclusion, the Association pointed out that the present was not the time when war efforts of industries in the country should be crippled by social legislation of this character,

but that, if Government desired to pursue the matter, the clerical staff of factories should be exempted from the provisions of the Act.

(Excerpts from the Proceedings of the Committee of the Millowners' Association Bombay, for October 1941.) ✓



Factory Administration in U.P. in 1940.\* ✓

Number of Factories.- During 1940 the total number of factories subject to the control of the Factories Act was 654 against 626 in the previous year; 58 factories were added to the register and 29 were removed and one was transferred from 2(j) register of Factories to 'N'Factories (factories notified under section 5 of the Act). Of the 654 factories, 464 were perennial and 190 seasonal, of which 434 perennial and 144 seasonal factories were in commission during the year. Of the 578 factories that were in commission, annual returns were not received from 12 factories.

There were, in addition to the above factories, 76 factories notified under section 5 of the Act.

Number of Workers.- The average daily number of workers employed in the registered factories was 179,735 against 159,738 in the previous year. Nearly 96.5 per cent. of this is adult male labour. Nearly 71.9 per cent. of the total number of workers were employed in non-seasonal factories and 28.1 per cent. in the seasonal concerns. The increase of 12.5 per cent. in the number of workers is mainly due to the registrations of new factories and some of the existing Cotton Mills, Woollen Mills, Leather Shoes Factories and Ordnance and Army Clothing Factories employed a greater number of workers, particularly owing to present emergency conditions.

The average daily number of adolescents employed in factories was 1,170; 1,142 of these worked in non-seasonal and 28 in seasonal concerns. 1,167 of these were male adolescents and 3 female adolescents. The number of women and children employed were 4,276 and 886 as against 4,803 and 586 in 1939. The decline in the number of women workers during the year under reported continued and was principally due to the introduction of the Maternity Benefit Act; when employers preferred dispensing with the services of women workers and employing men or boys instead.

In addition to the workers in the registered factories, 899 workers were employed in 'notified' factories, of whom 862 were adults (39 females), 4 adolescents and 33 children.

Inspection.- The number of inspections and visits made during the year was 1,676 against 1,602 in 1939. Out of the working factories 214 factories were inspected once, 177 twice, 102 thrice, 42 four times, 19 five times, 13 six times, 6 seven times and 5 more than seven times. No factory remained uninspected, for the second year in succession.

Number of inspections and visits made during the year to 'notified' factories was 497. 48 factories were inspected once, 22 twice and 5 thrice and one factory remained uninspected.

Prosecutions and Convictions.- Out of the 24 prosecutions shown as pending in the report for 1939, convictions were obtained in 17

\* Annual Report on the working of the Factories Act in the United Provinces for the year 1940. Allahabad: Superintendent, Printing and Stationery, U.P., India, 1941. Price 12 annas. pp. 72

cases, while in 4 cases they were acquitted. In one case shown as pending in 1939 an appeal was preferred by the Factory Owners and the amount of fine was reduced to half; an application for revision was again filed in the Honourable High Court but it was rejected. In three cases the judgments are still awaited. 34 prosecutions were instituted against 24 factories in the year under report. Convictions were obtained in 17 cases and in 2 cases the accuseds were acquitted and the rest are pending in the Courts. The fines ranged from Rs. 15 to Rs. 200 and amounted to a total of Rs. 979. In one case the fine was Rs. 200 and in 2 cases Rs. 100, in three cases Rs. 50 and in the remaining 11 cases under Rs. 50. In some cases the amount of fine imposed was very small. With a maximum penalty of Rs. 500 prescribed by the Act, the imposition of a fine of less than ten per cent. <sup>is not calculated</sup> is not calculated to induce offenders to mend their ways.

Taking protection under section 71 appears to have become "fashionable" and there is no doubt that this section in many cases enables a guilty party to escape. Amendment of this section, the report states, is clearly indicated so as to give definite directions as to procedure in the Courts.

Hours of Work.- In the non-seasonal category the weekly hours of only 7 factories were not more than 42 and in 58 factories they were above 42 but not more than 48 hours. The weekly hours of 358 factories were above 48 hours. The general increase over last year is due to War conditions, factories having been granted exemptions, both temporary and for the duration of war. In the seasonal side, the weekly hours of 9 factories were not more than 48, and in 16 factories they were above 48 but not more than 54 hours. The weekly hours of 117 factories were above 54. Majority of the factories worked to the full limit prescribed by the Act.

The employment of workers in over-lapping shifts, particularly in the textile factories continued to increase with the result that the detection of the irregularities for periods of employment was practically impossible.

Temporary exemptions under section 44(2) of the Act from the provisions of sections 34, 35 and 36 were given to a number of factories for their adult workers to deal with ~~an~~ <sup>the</sup> exceptional pressure of work on account of the War. General exemption for "the duration" under section 8 from the provisions of Sections 34, 35 and 36 of the Act were given by Government to a few Government factories as well as to some of the private concerns employed solely on war work. As regards grant of exemptions, the Chief Inspector makes the following remarks: "Many requests for exemptions from the provisions restricting hours of employment ~~is~~ are being received, mainly on the plea of being employed on war work.... Few (if any) of the factories who make such requests appear to have looked at the problem from a scientific angle, and do not appear to have realised that the effect of continued hours of work beyond the optimum is to slow down production, due to the "human factor" in such calculations."

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Factory Administration in Orissa in 1940\* ✓

Number of Factories.- The number of factories that came under the operation of the Act at the beginning of 1940 was 92. During the year 8 concerns were brought on to the register and 2 printing presses, which do not make use of power in the manufacturing process, were declared as factories under section 5(1). One factory was removed from the register. There were at the end of the year 101 factories of which 5 remained closed during the year. Of the 96 working factories, 93 were perennial and 3 seasonal.

Number of Workers.- The average daily number of workers employed in factories during the year increased by 766 to a total of 6,137. Of these, 4,518 were adult males, 1,438 adult females, 119 adolescents and 12 children.

Inspection.- 89 perennial factories and 2 seasonal factories were inspected under the Act. Of the five factories which remained uninspected, four were brought on to the Register during the year and were each visited by the Inspector of Factories, Orissa, before their registration. The remaining one was a seasonal factory. 59 factories were inspected once, 23 twice, 6 three times and 3 more than three times.

Prosecutions.- Prosecutions were instituted against the ~~occupiers or the managers of 10 factories~~ during the year as against 12 factories in the previous year. 17 charges were framed against 12 persons and 16 of these in which 11 persons were involved ended in convictions. One charge against the manager of a factory was dropped owing to his dismissal from service and the unavailability of his subsequent address. Fines imposed as the result of convictions totalled Rs. 280. Many more prosecutions could have been launched had it not been for the policy of resorting to prosecutions only in cases where warning, ~~had proved a failure,~~ which had its educative value upon the indifferent managements, *had failed.* ✓

Factory Administration in C.P. and Berar in 1940. ✓<sup>5\*</sup>

Statistics of Factories.- The number of factories borne on the register under the Factories Act increased from 1,119 to 1,150 of which 391 (367) <sup>\*\*\*</sup> were classed as non-seasonal and 759 (752) as seasonal. 47 factories were newly registered and 16 struck off the register having either been dismantled or curtailed employment to below 10 persons. The net increase thus stood at 31 at the close of the year. The number of factories actually at work was 696 (740) out of which 305 (337) were non-seasonal and 391 (403) were seasonal.

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- \* Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1940. Superintendent, Government Press, Cuttack, Orissa. 1941. Price Re. 0-15-6. pp. 29.
- \*\* Annual Report on the administration of the Factories Act, 1934 (XIV of 1934) in the Central Provinces and Berar for the year ending the 31st December, 1940. Nagpur: Government Printing, C.P. and Berar. 1941. Price annas twelve. pp. 26.
- \*\*\* The figures in brackets refer to corresponding statistics for 1939.

Statistics of Workers.- The average number of workers employed increased from 64,494 in 1939 to 68,255 of whom 48,219 (44,414) were men, 19,171 (19,372) women and 865 (708) adolescents. The increase in factories and workers are ascribed directly or indirectly to war activity.

Inspections.- The number of factories inspected was 681 (689), of which 301 (320) were non-seasonal and 380 (369) seasonal. Of these, 222 (175) were inspected once, 200 (250) twice, 130 (146) thrice and 129 (118) more than three times. The total number of inspections was 1,612 (1662). 15 (51) factories remained uninspected, out of which 11 factories were seasonal.

Prosecutions.- 107 (120) cases were instituted against the occupiers and the managers of 39 (51) factories. Of these, 68 (52) resulted in conviction with fines ranging from Rs. 2 to Rs. 100. In 16 (13) cases the accused were acquitted. In two cases the complaints were withdrawn and 21 (35) cases remained pending disposal.

Due to cheaper legal assistance being available everywhere, the tendency of late has been for an increasing number of cases to be contested. The feature of these contests has been for the defence to strike at some technical defect and endeavour to carry the case on a plane which has no reference to the facts observed. The report states that efficient administration of the Act requires that these ~~methods of attack - which may not unfairly be termed "legal quibbling"~~ should be discouraged and that Magistrates should extend all the help they can give to Inspectors in their difficult task.

Hours of Work and Holidays.- Closer control was exercised during the year over the working hours and holidays of employees especially in the seasonal factories where there has always been a great tendency to exploit labour and to evade the restrictions laid down in the Act. In perennial factories, in 22 factories the hours were not above 42, in 39, between 42 and 48, and in 244, above 48 as regards male employees. For women, the hours were not above 42 in 24 factories, between 42 and 48 in 21 factories and above 48 in 154. In seasonal factories, for men, the hours were not above 48 in 45 factories, between 48 and 54 in 23, and above 54 in 323. For women the hours were not above 48 in 47 factories, between 48 and 54 in 26 factories and above 54 in 294 factories.

Working of C.P. Unregulated Factories Act.- The total number of factories subject to the provisions of the Act was 130 (123) in which the average daily number of workers employed was 7045 (6,846) made up of 4,261 (3,979) men, 2,495 (2,485) women and 289 (382) children. The Act continued to be in force in the districts of Nagpur, Jabulpore, Bilaspur, Bhandara, Nimar and Akola. The tendency on the part of Bidi Factory owners to evade registration under the Act by splitting up establishments still continues. It may not be possible to stop this tendency. No special equipment is required for running a Bidi factory and the splitting up process will continue even if establishments employing more than 25 workers are brought under the Act by notification. The Payment of Wages Act applies to these factories also and unauthorised deductions such as Dharmadaga, etc., have been totally stopped, while the practice of rejection of defective bidis without any payment for them has been greatly checked. A policy of gradualness has been adopted in the matter of administration of these Acts and no

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prosecutions were instituted thereunder during the year under report. Some obvious difficulties in the strict enforcement of the provisions have already been brought to notice and have been enquired into by the Bidi Industry Committee appointed by Government.

Employment of Children Act.- Although this Act came into force on 1-10-1939, no notices of occupation were received from owners of establishments coming under the purview of this Act. Efforts have since been made to search out such establishments and get the notices of occupation signed by the occupiers. It is hoped that with the help of the revenue officers in the district a substantial number of them will be brought on the register before the close of the year. The provisions of the Act are explained to the occupiers before obtaining the notices of occupation. Departmental supervision over these premises, it is remarked, will have to be confined to surprise inspection of a few premises selected at random. ✓+

### Factory Administration in Assam in 1940.\* ✓+

Number of Factories.- The number of factories under the operation of the Act at the end of 1940 was 801, an increase of 13 over the figure for 1939. During the year under review 16 factories were brought on the Register and 3 factories were removed therefrom. Of the 801 factories, 124 were perennial and 677 seasonal. Of the 801 factories, 8 remained closed during the year.

Number of Workers.- The average daily number of workers employed in factories increased by 233 to a total of 52,236. Of this 38,513 were adult males against 37,414 for 1939, an increase of 1,099. The adult females increased by 32 to a total of 11,041, whilst the adolescents decreased by 749 to a total of 1,901 and the children decreased by 149 to a total of 881.

Inspection.- There were 624 inspections during the year as against 479 in 1939. 435 factories were inspected once, 147 twice, 35 thrice and 7 over three times. 169 factories remained un-inspected.

Prosecutions.- The previous policy was followed: only to prosecute where it was considered essential to do so. The cases taken were nearly double those taken in the previous year and some others were not heard in Court before the close of the year. 11 cases were taken under the Factories Act and two under the Payment of Wages Act. The maximum fine under either of the Acts was Rupees Fifty only. The report remarks that there is obviously room for far higher penalties. In some cases it pays to evade requirements and submit to the fine. Owing to the methods followed by some Magistrates, Governments have issued two circular letters since the close of the year under review, directing, among other things, that industrial cases should only be taken by experienced Magistrates and, as far as possible, be kept for the file of the

\* Report on the working of the Factories Act in Assam for the year 1940. Shillong: Printed at the Assam Government Press. 1941. Price Re.1-5 or 2s. pp. 37

District Magistrate or the Subdivisional Officer concerned. The quoting of the judgment of the High Court of Bengal in the Annual Report for Bengal for 1939 has been of value as it clearly states that the Factories Act itself lays down the requirements upon the employer, the breaches and the (maximum) penalties for neglect or breach and that the Act must be followed and factory cases not conducted on the lines of ordinary cases.

Employment of Children Act.- Following the new Act's introduction and later amendment, no "Notices of Occupation" of "Workshops" were received by the Inspectorate under Section 3 B of the Act. It is pointed out that with only one full-time Inspector it is obviously impossible to make a house to house search through bazaars. Municipal authorities could give great help and the matter is reported as being pursued. ✓

Labour Conditions in Assam Tea Gardens,  
1939-40: Report of Controller of Emigrant Labour, Assam.\* ✓

Labour Population on Tea Estates.- 605,555 adults, both working and non-working, and 571,950 children, i.e., 1,177,505 souls in all as against 1,170,606 consisting of 606,459 adults and 564,147 children in the previous year, formed the total population of the Tea garden labourers in Assam during the year 1939-40. The total number of new emigrants arriving in Assam during the year was 24,777, as against 30,262 in 1938-39.

Recruitment.- Bombay Presidency continued to be an uncontrolled emigration area. 659 souls, however, were recruited from the Presidency by the Tea Districts Labour Association through their depot at Igatpuri as against 539 souls during the previous year. As in other years recruiting was carried on in the provinces of Bengal, Bihar, Orissa, the Central Provinces, Madras, and the United Provinces, which have been declared controlled emigration areas. Through their depots in these provinces the Tea Districts Labour Association recruited 21,731 souls and the other three Local Forwarding Agencies at Ranchi recruited 1,368 souls during the year under report. During the year 36 Local Forwarding Agents' Licences were granted for recruitment of labourers in the controlled emigration areas. Others were renewed locally by the District Magistrates concerned. No licence was reported to have been cancelled and no application for a licence was refused during the year.

23,758 souls were recruited for Assam as assisted emigrants and members of their families during the year as against 28,871 during the previous year. The bulk were 18,740 recruited from the provinces of Bihar and Orissa. 4,318 non-assisted emigrants (i.e., ex-garden labourers returning to Assam within 2 years) and members of their families were forwarded to Assam during the year as against 4,985 in the previous year.

\* Annual Report on the working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September 1940. Shillong: Printed at the Assam Government Press. 1941. Price Annas 10 or lld. pp. 43.

Cost of Recruitment.- The average cost of recruitment of emigrants through the Tea Districts Labour Association was Rs. 58-9-7 per soul and Rs. 72-1-5 per adult. The average costs include the cost of repatriation, which varies with the number repatriated. After deducting the cost of repatriation the cost of recruiting one adult during the year under report comes to Rs. 57-1-1 as against Rs. 58-0-0 last year. This difference of about Re. 1 is attributed to the greater efficiency of the Sirdars who recruited an average of 6.9 adults each as against 6.7 adults in the previous season.

Wages.- In the Assam Valley, the average monthly cash earnings of men, women and children settled on the gardens were Rs. 7-14-1, Rs. 6-3-8 and Rs. 4-7-9 respectively as against Rs. 7-15-3, Rs. 6-7-5 and Rs. 4-9-2 in the preceding year. In the Surma Valley, the average monthly cash earnings of men, women and children, settled on the gardens were Rs. 6-4-7, Rs. 4-7-3 and Rs. 3-1-8 respectively as against Rs. 6-5-6, ~~and~~ Rs. 4-5-6 and Rs. 3-2-2 in the previous year. The average monthly wages of settled labourers in the Assam Valley gardens were Rs. 9-8-7, Rs. 8-8-4 and Rs. 5-14-6 for men, women and children respectively. In the Surma Valley the corresponding figures were Rs. 8, Rs. 6-4-11 and Rs. 4-6-4.

The average monthly cash earnings of Faltu or Basti labourers on tea gardens of Assam Valley districts were Rs. 4-15-1, Rs. 5-1-9 and Rs. 3-5-7 as against Rs. 5-2-1, Rs. 5-1-10 and Rs. 3-5-1 for men, women and children respectively, for the previous year. In the Surma Valley the average monthly cash earnings of Faltu or Basti labourers on tea gardens for men, women and children were Rs. 4-2-8, Rs. 3-7-3 and Rs. 2-6-5 as against Rs. 4-7-5, 3-7-3 and Rs. 2-5-3 respectively, in the previous year. The average monthly wages of such labourers in the Assam Valley gardens were Rs. 8-4-9, Rs. 8-12-2 and Rs. 5-9-5 respectively, and that of each man, woman and child in the Surma Valley gardens were Rs. 7-5-9, Rs. 5-8-3 and Rs. 4-6-0 respectively.

Housing and Welfare Work.- Houses are usually constructed by the garden for labourers and no rent is charged. They are generally made up of thatch or corrugated sheets. The condition of these houses is generally fair but there are a few gardens in which houses constructed for the labourers are not in keeping with modern conditions. They are being gradually replaced. In the majority of the gardens, the water supply is either from pucca or tube wells. Most gardens have their own visiting medical officers and garden doctors and nearly all have hospitals, but some garden hospitals still require improvement. The sanitary condition of the gardens is gradually improving. Free medical treatment is given in most of the gardens. Maternity leave with allowances is also granted by nearly all the gardens, for a reasonable period, on the advice of the medical officers. In all the gardens free grazing of cattle is also allowed. Firewood is also supplied from the garden jungles in most of the gardens, free of cost.

Education of Children.- The total number of children living on tea estates of Assam during the year was 571,950 against 564,147 in the previous year. The number of schools in the Assam gardens rose to 505 against 491 in 1938-39. The total enrolment also increased from

20,858 to 25,000.

Land-holding.- 103,093 acres of garden land in the Assam Valley districts, and 57,640 acres in the Surma Valley districts were held by the labourers during the year under report. 15,847 acres of Government land were held by tea garden labourers in Assam during the year.

Industrial Relations.- The year is reported to have been a period in which strikes were few. In the Surma Valley, there were symptoms of unrest in South Sylhet during April and May 1940, but these were due to extra-neous reasons and had nothing to do with the conditions in the tea gardens.

Inspection.- Out of a total number of 771 ~~establ~~ estates employing 50 or more labourers each, only 370 estates were inspected during the year by the various inspecting authorities. The estates employing less than 50 labourers are not inspected by Magistrates or by the Controller unless there is reason to suppose that they employ emigrant labourers.

Repatriation.- 18,979 emigrant labourers including members of their families were repatriated during the year; of these 11,472 were emigrants and 7,507 members of their families. 7,058 assisted emigrants together with 5,240 members of their families were reported to have executed agreements extending their terms, as they wished to stay and work in the gardens for further periods, after the expiry of their original terms of 3 years. ✓

Conditions of Work in the Bidi Industry in C.P. and Berar:  
Report of Bidi Industry Committee.\* ✓

Appointment of Committee.- The application of the U.P. Unregulated Factories Act, 1937, to bidi (country cigarette) manufacturing concerns, was objected to by the owners. The objections gradually gathered strength resulting in the big factory owners mobilising their resources with a view to frustrating the objects of the law. Though the administration of the Act was deliberately made lenient at the beginning, it was found that the employers of bidi factories, instead of trying to adapt themselves to changed conditions warranted by law, were acting counter to its purpose in a concerted manner. Efforts at the stricter administration of the law were retaliated by resorting to wage-cuts and other ~~ingenuous~~ deductions from the wages earned by the workers. These led to strikes in some bidi factories and it was therefore found necessary in December 1938 to apply the Payment of Wages Act also to such factories. The reaction of some of the factory owners to this notification found expression in retrenchment, closing down of factories in urban areas, harsh treatment and other harassment of workers so as to make them prefer the existing arrangements and protest against the newly applied legislation with a view to obtaining the repeal of these Acts. Due to complaints about working

Report of the Bidi Industry Committee appointed to examine the conditions of work in the Bidi Industry and investigate complaints in regard to the application of the Unregulated Factories Act and Payment of Wages Act to Bidi and Lac Factories in the Central Provinces and Berar. Nagpur: Government Printing, C.P. and Berar. 1941. pp. 112



conditions in the industry by the workers, the Provincial Government appointed ~~by the~~ in September 1939 a Committee with the Director of Industries as Chairman,

- a) To examine the grievances of workers in the bidi factories, with special reference to wages, deductions of various kinds and security of service, and to suggest remedial measures;
- b) to investigate complaints in regard to the application of the Unregulated Factories Act and the Payment of Wages Act to the bidi and lac factories and to suggest modifications to suit local conditions and special requirements of the industry; and
- c) to study the position of the industry vis-à-vis the All-India bidi industry and to suggest measures designed to enable the Provincial Government to maintain the integrity of the local industry, notwithstanding external competition.

The Committee's report has now been published; a summary of the salient features of the report is given below:-

Position of Industry.- The industry is well established in the province and does not require from the Government any protection as a cottage industry. From insignificant beginnings, the industry so developed in the province within ten years that the Central Provinces became the leading province for bidi manufacture in the whole of India, with Bombay and Madras as second best. It has maintained that position for the last 15 years and there is no indication that it is going to lose its pride of place to any other province or State in the near future. Wage rates, scale of taxation and controlling legislation are higher and stricter both in Bombay and Madras which come second to this province in their output. Replies received from different provinces and State authorities indicate the absence of any special facilities to this industry in their respective jurisdiction. The competition from other provinces is therefore of limited character and there appears to be no immediate danger to the industry being ousted from its secure position. Wage rates are practically the lowest in the whole of India, while the cost of wrapper leaves is the cheapest. Even the cost of tobacco which is to be imported from a long distance is not very much greater than that obtaining in other provinces. The margin, both of the manufacturer and the retailer, is quite satisfactory. With efficient management, the industry can pay very good profits even under the existing conditions in this province, and there appears to be sufficient scope for improvement of the wage position in the industry. The contention of the bidi manufacturers that bidi-making is a cottage industry in the accepted sense of the term is on the other hand not borne out by facts. Neither can it be accepted that their contract of employment with the workers stipulate a wage payment only for good bidis acceptable to the employers.

Statistics of Factories and Workers.- Practically all tobacco used for bidi making is imported. There are about 895 bidi making shops in the Central Provinces and Berar located in 347 villages and towns. Of these 185 are bigger shops employing, on an average, more than 50 workers per day, while the remaining 710 are smaller concerns, which employ less than 50 workers per day. About three-fifths of the total manufacture of bidis in the province are controlled ~~for~~ by four leading bidi making firms from Jubbulpore, Gondia, Nagpur and Kamptee. The average daily output of bidis in the province is estimated at about 50 millions. The number of persons engaged in bidi making is a little over 42,000, of which 31,000 persons work in the Bhandara district alone.

(Report on the Marketing of Tobacco in India and Burma, 1939.) According to another estimate, workers employed at present in bidi-making, are about 70,000 to 80,000, and the average daily output of bidis is estimated at 57.5 millions. Even on a conservative estimate, according to the report, workers employed at present in bidi making will well exceed 50,000 persons, while the daily output of bidis would amount to nearly 5.25 millions. The bidi making establishments by this time must have passed the thousand mark.

Conditions of Work.- As regards the grievances of the workers, there appears to be sufficient justification for their demands for stabilisation of wages and legal control of deductions carried out by the employers or their agents at their sweet will. The working conditions are none too satisfactory in several places and the harassment of workers by petty supervisors appointed by the employers is sometimes unbearable. The protection of the Unregulated Factories must therefore be available to the workers in order to improve their working conditions. Their grievances regarding security of service, health and education, as well as pension and provident fund, are no doubt legitimate, but these are not yet available even in the most developed industries in India. While the Committee is aware of the casual nature of employment in bidi-making, and the fact that the aforesaid privileges could be expected to be introduced only after the highly organised industries have adopted them, it considers that the security of service should be guaranteed to the bidi workers so far as it is commensurate with the fortunes of the industry. As far as possible there should be no scope for arbitrary discharges, dismissals, and victimisation. Whenever any retrenchment is necessitated by the exigencies of the trade, due notice should be given to the workers concerned and Government, so that complaints and disputes alleging victimisation may be avoided.

Application of Labour Laws to the Industry.- As regards the application of the Unregulated Factories Act and the Payment of Wages Act to the bidi and lac factories, the Committee is of opinion that having taken a desirable progressive step in social legislation, there is no necessity to retrace that step. Suitable modifications to the legislation have been suggested. Attempts on the part of the employers to evade these Acts have been proved and the Committee came to the conclusion that the limit of persons employed in bidi factories to bring it within the purview of the legislation should be appreciably lowered so as to cover the bulk of the existing bidi establishments, ~~most of which are outside the~~ ~~place of legislation.~~ For the same purpose, the practice of working by contract system and breaking up of establishments into small groups under petty contractors who have no authority on the labour or over the manufacturers but simply are convenient tools of the manufacturers to carry on the supervision under commission basis, must be stopped by legislation. This can be done if all the establishments of an employer working in a particular locality under different contractors is made to constitute one factory. The contention of the bidi manufacturers that the above-mentioned legislation hampers their business or has worked to the detriment of the trade has not been proved. Their evidence has only stressed that the requirements under the law entails more clerical work and the restrictions imposed are irksome to them. Their main objection apparently is again official interference on behalf of the workers, whom they are habituated to treat as they like.

Recommendations.- The more important recommendations of the Committee are:

1) Minimum Rates of Wages.- The minimum rates of wages for bidi workers should be prescribed as follows:- village factories (small) - Re.0-3-6 per thousand; village steek factories - Re.0-4-0 per thousand; factories in small towns (including stock factories) - Re.0-5-0 per thousand; and factories in bigger towns (including stock factories) - Re.0-6-0 per thousand. A margin to cover rejection of bidis should be provided so that the above rates applicable per thousand would in actual practice refer to 1,025 bidis.

2) Amendment of Labour Acts.- A modified form of the Unregulated Factories Act consolidating the essential requirements under the Payment of Wages Act as appended to the report should be applied to bidi and lac factories. The proposed Unregulated Factories Act should be applicable to all bidi factories employing 20 persons or more. The Provincial Government by a notification in the local Gazette may apply the Act to any bidi factory or factories in a particular area wherein ten or more persons are simultaneously employed. All bidi-making establishments in a particular area as notified by the authority administering the Act and controlled by the factory owners through his contractors would constitute one factory belonging to the said factory owner.

(A copy of the Report was forwarded to Montreal with this Office's minute D.1/1150/41 dated 5-12-1941.) ✓ +

Service Conditions in Government Industrial Concerns in Mysore:  
Uniform Rules Introduced. ✓ +

The several industrial establishments owned by the Mysore Government in the State had till now their own separate sets of rules regulating grant of leave to employees and other conditions of work. The rules in force in the several concerns were divergent and the desirability of introducing a uniform set of rules applicable to all Government industrial establishments has been under the consideration of the Government for some time past. It is now announced that, in consultation with the various Development Departments in the State, and the Board of Industrial Planning and ~~Survey~~ Co-ordination, the Government has issued a uniform set of Rules to regulate conditions in State industrial concerns.

The rules apply not only to the monthly rated employees, but also to the daily rated staff, but do not apply to covenanted employees and to officers lent by other Departments of Government who are governed by provisions of the Mysore Service Regulations.

The rules provide for privilege leave of two weeks for every completed year of service, to employees on daily wages. This leave may be accumulated up to a maximum of six weeks. The grant of leave is subject to the usual conditions of exigencies of work and of good conduct and regular attendance on the part of the employee. If an employee rejects the leave offered by the management, he will forfeit the leave offered. Religious holidays, with full wages, will be given for two days in every calendar year.

(Federal India and Indian States, Bangalore,  
12-11-1941.) ✓ +

Presses  
Conditions of Work in Jute Presses in Bengal:  
Government orders Enquiry. ✓

Labour conditions in jute presses in Bengal are to be investigated by a special officer appointed by the Government of Bengal. As the result of the negotiations that have taken place between the employers and the Government, it has been agreed that the enquiry will be undertaken by an ad hoc Committee consisting of one official with judicial experience. The enquiry will include within its scope working conditions in press houses situated in Calcutta and Howrah and in upcountry districts. Mr. A.D. Khan, I.C.S., has been appointed to constitute the ad hoc Committee of Enquiry with terms of reference as follows:-

(a) that the Committee enquire into the working conditions in jute presses and make recommendations to Government as to the lines on which improvements can be effected;

(b) that the report submitted by the Committee will first be circulated by Government confidentially to the employers' interests for consideration and will form the subject of discussion with them before Government consider what action, if any, they should take thereon; and

(c) that the enquiry will be extended to presshouses in the Howrah District and upcountry as well to those in Cossipore.

(Abstract of Proceedings of the Bengal Chamber of Commerce for July, August and September, 1941.) ✓

Proposed Establishment of Export Organisation:  
Bombay Millowners' Association urges Postponement of Scheme:  
Question engaging attention of Government of India. ✓

Reference was made at page 23 of our September 1941 report to the scheme to set up an Export Organisation, proposed by the Indian Central Cotton Committee, to stimulate Indian export trade during the war period. The question of the development of export markets for the Indian cotton mill industry is being examined by the Government of India and a memorandum on the subject is to be shortly issued for the consideration of industrial and commercial organisations throughout the country. The Millowners' Association, Bombay, after considering the ~~the~~ scheme, has suggested to the Indian Central Cotton Committee that consideration of the scheme framed by that Committee might be postponed pending receipt of Government's memorandum.

(Excerpts from the Proceedings of  
the Committee of the Millowners'  
Association, Bombay, for October, 1941.) ✓

Industrial Research Fund to be Created:  
Government Resolution in Central Assembly. ✓

Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, moved in the Central Assembly on 14-11-1941 a resolution to create a fund called the Industrial Research Fund for the purpose of fostering industrial development in this country and to make provision in the Budget for an annual grant of rupees one million to the Fund for a period of five years.

Position of Research in India.- In moving the resolution, the Commerce Member explained in detail the valuable work done by the Board of Scientific and Industrial Research during the last 18 months and said that the Government considered that it was time that a separate fund was constituted for scientific and industrial research to place it on an independent and permanent footing. Referring to the work of the Board, he said that the results of some researches were being utilised in war production and were also made available to private industrialists who had not been slow to take advantage of them. The Government had already received royalties to the extent of over Rs. 100,000, and ~~more~~ <sup>further</sup> recurring sums would be coming to the Government as production began. He said that a third of the amount so accruing from royalties would be paid as honorarium to the scientists engaged in research.

The proposed fund, he said, should be a separate fund to be administered by a board of trustees, consisting of some officials and prominent scientists and industrialists. Pointing out ~~the~~ wide scope of the research work, he said that recently a sub-committee of the Board had helped to solve the problem of absorbing in the country itself the 600,000 or 700,000 tons of groundnut which could ~~not~~ not be exported.

Amendments to the Resolution.- Two amendments to the resolution were moved. Mr. Jamnadas Mehta wanted to add the words "with special

reference to the establishment of heavy industries" and Dr. Bannerji asked for an increase of the Government's contribution to Rs. 2.5 millions. Mr. Jamnadas Mehta, while he welcomed the efforts made by the Commerce Member for the industrial progress of the country, declared that all industries, big or small, really depended on machinery which at present was being imported from foreign countries. Dr. Bannerji asserted that the sum of Rs. 1 million which was provided for in the resolution was far too inadequate for purposes of all-round research. The amendments were later withdrawn and the resolution passed.

(The Statesman, 15-11-1941.) ✓

Development of Large and Small-scale Industries in Hyderabad State: Review of administration of Industrial Trust Fund. ✓

In 1930 the Hyderabad State Government created an Industrial Trust Fund with a corpus of Rs. 10 millions for the development of cottage as well as large-scale industries in the State. A Board of Trustees of three members of the Executive Council was simultaneously constituted to administer the Fund. At a later stage Government loaned a further Rs. 6.4 millions to the Fund to enable it to meet the growing demand for assistance. As against this outlay, the total of the investments made from the Fund stood at approximately Rs. 22 millions by September, 1941.

Application of the Fund.- The corpus of the Fund has been invested in the form of debentures and shares as State aid to large industries within the State and, after these requirements have been fully satisfied, as State aid to such industries outside the State as are calculated to bring to it any benefit, direct, indirect, immediate or potential. Investments are also made in gilt-edged Securities. The income derived from these investments, in the form of dividend or interest, is being utilised to carry out a five-fold programme of work, namely, the improvement and development of small as well as cottage industries; industrial experiments and the demonstration of industrial and mechanical plants and processes; economic and industrial enquiries within the State; grants to assist industrial and technical research, and the grant of assistance to young men to enable them to obtain training in industrial processes either within or outside the State.

Results of working of Fund.- The results achieved in the past eleven years have been most encouraging in that while the Fund has been able to earn approximately Rs. 5.6 millions by way of dividend and interest on investments made from it, the foundations have been firmly laid of a number of major industries in the State, notably those for the manufacture of sugar, paper, power alcohol, iron and steel, textiles, cement and coal.

Development of Small-scale Industries.- Even greater benefits have accrued to small-scale industries through the creation of the Fund. This will be seen from the fact that altogether approximately 1 million rupees have been advanced from time to time, from the inception of the Fund till the end of September 1941 as loans to such undertakings. This amount comprised 84 loans to 75 different parties. The industries whose growth and development have thus been assisted include those engaged

in the manufacture of buttons, biscuits, flour, dairy products, oil, electro-plating machinery, distilling machinery, boot polish, bangles, leather, glue, furniture, hosiery, hem-stitching machinery, sugar candy, glass cutting, bidri ware, silver and gold thread, desi paper, bookbinding, agricultural machinery, paints and varnishes, spray painting work, printing presses, handloom and power loom weaving factories, ginning factories and marble mining. This list is not exhaustive but serves to illustrate the wide range of undertakings which have been brought into being or developed through the existence of the Industrial Trust Fund.

Technical Training.- In the matter of assisting young men of the State to obtain training in industrial processes, either within or outside the State, the Industrial Trust Fund has hitherto spent Rs. 73,000 in scholarships to thirty-five students of whom thirty have completed their training.

(November 1941 issue of the Hyderabad Information, Hyderabad.) ✓

Working of the U.P. Maternity Benefit Act during 1940\* ✓

The U.P. Maternity Benefit Act, 1938, came into force on 1-9-1939.

121 concerns employing 2,304 women workers were subject to the Act. The number of women workers who claimed maternity benefits was 158 of whom 140 were paid benefits for actual birth; 3 were paid benefits for miscarriage under the Act and 31, bonus under Sec. 5 (3) of the Act. The total amount of benefits paid during the year was Rs. 3,925-6-9.

The report points out that a <sup>number</sup> lot of wrong interpretations were received from most of the employers. They thought that since they employed widows and women of advanced age the provisions of the Act would not apply to them. During the course of inspections it was found that this Act has not been properly understood by most of the employers as well as women workers. Every opportunity was taken to explain the main provisions of the Act to the employers as well as to women workers. Inspections under this Act were made along with the inspections under the Factories Act. 119 inspections were made under the Act.

The Act may be said to have proved a "two-edged weapon" for the women workers, as, though in cases of factories ~~where~~ where women labour was unavoidable, it has done good, the general tendency appears to be to dispense with women workers wherever possible. The result is that the ~~number of women workers have~~ number of women workers have further decreased from 5,119 in 1938 to 4,803 in 1939, and to 4,276 in the year under report.

The number of concerns maintaining crèches were 12. Most of the crèches are maintained at a reasonably good standard and free milk and clothing is also provided. A new ~~circle~~ <sup>circle</sup> built by the Juggilal Kamapat Jute Mills deserves particular mention, but full use is not being made of the facilities provided. ✓

Working of the C.P. Maternity Benefit Act, 1940.\*\* ✓

The statistics regarding payment of maternity benefits in C.P. and Berar show that the number of women who claimed benefit under the Act was 793 (822)<sup>1</sup>, of whom 766 (793) were found to be entitled to it. The employers paid Rs. 12,024 as benefit during the year. ✓

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\* Annual Report on the working of the Factories Act in the United Provinces for the year 1940. Allahabad: Superintendent, Printing and Stationery, U.P., India. 1941. Price 12 annas. pp. 72.

\*\* Annual Report on the administration of the Factories Act, 1934 in the Central Provinces and Berar for the year ending the 31st December 1940. Nagpur: Government Printing, C.P. and Berar, 1941. Price Annas twelve. pp. 26.

1. The figures in brackets refer to corresponding statistics for 1939.



29

Hyderabad Family Pension Fund:

State Life Insurance Fund thrown open to Public. ✓

H.E.H. the Nizam of Hyderabad has sanctioned proposals for the creation of a Family Pension Fund for the benefit of the dependents of all employees of Government and for the extension of the benefits of the State Life Insurance Fund to the members of the general public. The former proposal, which is expected to cost Government approximately Rs. 1.1 million a year in contributions, will take effect immediately, while the public insurance scheme will come into force next year.

Family Pension Fund.- The Family Pension Fund is being instituted to replace the present system of compassionate pensions and, in its individual application, will take the form of a whole life policy with premiums payable until the insured has attained the age of 55. Contributions to the Fund will be obligatory on all Government employees who are in the superior services and whose age does not exceed 45 years. In addition to the 2 per cent. which they ~~are~~ already have to pay to the State Life Insurance Fund, they will now have to contribute a further 6 per cent. of their salary to the Family Pension Fund and Government will add to it another 2 per cent., thus making ~~the total contribution 10 per cent.~~ of the salary of each employee.

This part of the scheme, it is estimated, will cost Government Rs. 487,632 in so far as employees in the superior services are concerned. In the case of Government employees in the inferior ~~xxxx~~ services, who are not at present compelled to contribute to the State Life Insurance Fund, Government will contribute for a life policy at the rate of Re. 1 per head per month. This free gift will cost Government an additional <sup>Rs.</sup> 622,224 per annum. Thus the total cost of the scheme to Government will be Rs. 1,109,856 per annum. Holders of voluntary policies under the State Life Insurance Fund will be allowed to convert their policies to the Family Pension Fund Scheme to make up the total of 6 per cent. It may be pointed out here that Government is paying at present nearly Rs. 800,000 per annum in compassionate pensions. Under the proposed scheme, the charge on Government in respect of such pensions is expected to be wiped off in the course of a generation.

State Life Insurance Fund.- Side by side with this step in the interest of the dependents of its employees, the Hyderabad Government has decided to throw open the State Life Insurance Fund to the general public. This will serve a two-fold purpose, namely, of checking the permanent drain resulting from insurance being effected with foreign concerns and also of ensuring against the possible insecurity of investments in outside insurance concerns by diverting them to the State Life Insurance Fund. At present provision exists for only one type of policy, i.e., an endowment policy, maturing at the age of 55, but under the new scheme four different types of insurance will be permissible, namely, (1) whole life, (2) whole life with limited payments, (3) endowment policies, and (4) children's endowment policies. This expansion in the scope of the State Life Insurance Fund is expected to stimulate investment of public money locally, and also to encourage the development of local enterprise. (November 1941 issue of the Hyderabad Information)

EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING

Labour Exchange set up by Sind Government. ✓

The Commissioner of Labour, Sind, has been appointed as Labour Exchange Officer, Sind, to register unemployed labourers and place them in employment. To effect placements as quickly as possible, the Government has issued instructions to all Departments which normally employ labour, to engage all labour through the Exchange Officer. All trade unions are also directed to furnish the Labour Exchange Officer with necessary information about the types of labour which they may be able to supply & so that satisfactory results may be achieved in solving the unemployment problem. ✓

(The National Call, 22-11-1941.)

Indian Emigrants Abroad:  
Review of Developments during 1940-41.\* ✓

Change in the status of the Agent General for India to that of High Commissioner for India in the Union of South Africa, appointment of the Broome Commission to ascertain the extent of Asiatic penetration in Natal and the Transvaal, extension of the provisions of the Asiatic (Transvaal Land and Trading) Act, 1939, for two more years; failure of the Indo-Ceylon negotiations and proposals for the restriction of Indian immigration into Ceylon; increased wage rates in Malaya; proposals for the strengthening of civil police in the Districts of Burma, appointment of the Baxter Commission on Indian Immigration into Burma; passage of the Land Tenure Bill in Fiji; and constitutional changes in Trinidad and Jamaica are some of the outstanding events mentioned in the annual review of important events affecting Indians in Empire countries during 1940-41 *published by the Government of India.*

A. South Africa.- (1) High High Commissioner for South Africa.- The Government of India decided, with the consent and approval of the Union Government, to designate their representative in the Union as High Commissioner for India in the Union of South Africa.

(2) Asiatic Penetration: Broome Commission.- On 23-5-1940, the Union Government appointed a judicial commission under the chairmanship of the Honourable Justice F.N. Broome, to enquire into and report whether, and if so to what extent, Indians had since 1-1-1927, commenced occupation of, or acquired sites for, trading or for residential purposes in predominantly European areas in the Provinces of Natal and the Transvaal (excluding land proclaimed under the Precious and Base Metals Act, 1908, as amended, for the Transvaal) and the reasons for such occupation or acquisition. An attempt made by the Indian community to get the Commission discharged on account of the critical war situation proved futile and the Commission concluded the recording of evidence in the Transvaal in November. (The Commission has since reported: vide pages 30-31 of our October 1941 report.)

(3) Housing of Indians in Natal.- One of the objects of the Joint Committee of the Natal Indian Association and the Durban City Council, appointed towards the end of 1939, was to draw the attention of the City Council to the housing needs of the Indian community and the necessity for providing proper municipal amenities. The Indian members of the Committee represented that in almost every case of purchase of property investigated by them the motive was purely a desire to live in a decent locality where civil amenities were available and that nothing had been done by the Durban City Council to provide good residential sites for Indians. The City Council is considering the matter and it is expected that areas suitable for Indian occupation and housing schemes will be provided.

(4) Feetham Commission.- The importance of implementing the recommendations of the Feetham Commission regarding areas in Johannesburg and its surroundings, to be set aside for the use and occupation of Asiatics, was brought to the notice of the Union Government. As the

Broome Commission had not yet completed its labours, the Union Government were also contemplating the extension of the provisions of the Asiatic (Transvaal Land and Trading) Act, 1939, for two more years. (The Feetham Resolution has since been passed by the Union Parliament and the Interim Act has also been extended by two years.)

(5) Education of Indian Children.- In April, 1940, the Agent General made representations to the Natal Provincial Executive Committee and suggested a number of proposals for the provision of educational facilities for Indian children in Natal. The proposals were discussed in detail by the Provincial Administrator and the Executive Committee. Provision for a net additional expenditure of £5,300 was made in the Natal Provincial Budget for 1940-41. In the Transvaal, with regard to the question of compulsory education, the Administrator said that the chief difficulty was the lack of suitable sites for schools. Both the Cape Town and Witwatersrand Universities have reached the welcome decision to admit Indians as internal students.

(6) Wages and Employment of Indians.- As a result of the representations made by the Indian Community and the Agent General's Secretary, the monthly rates of wages of Indian railway employees were considerably increased. The Minister of Railways also decided to give greater scope for the employment of Indians in the Railways and Harbours. By October, 1940, the number of Indian employees, which had fallen from 2,844 in 1920 to 478 in 1939, rose to 538.

B. Ceylon. (1) Wages of Indian Workers.- A ten per cent. increase in the wage rates over the previous rates was enforced in Ceylon from 1-2-1941. Since the outbreak of the war, a period of rising cost of living synchronised with a period of unrest among labourers and to meet the labourers' demand, the planters decided to give a war bonus. As the payment of the bonus was entirely at the discretion of the Superintendents without any statutory obligation, the increase in wages was adopted on the recommendation of the Board of Indian Immigrant Labour in place of the war bonus.

(2) Franchise.- Tightening-up of the procedure for the registration of voters was resolved on by the Ceylon State Council in respect of all new voters for the State Council elections. The number of Indian voters for 1940 showed a marked decrease as compared with 1939. One reason for this was the movement of labourers to new estates and electoral constituencies where they were treated as new applicants for registration. The new procedure led to considerable apprehension in the minds of the Indians in Ceylon. The Government of India have taken the matter up with the Secretary of State for India.

(3) Emigration Problems.- In accordance with the promise to the Government of India by the Ceylon Government that any definite proposal for restriction of immigration into Ceylon would be referred to them, the Ceylon Government forwarded in August, 1940, a memorandum containing a summary of the proposals made by the Board of Ministers for the restriction of Indian immigration. The proposals were on the agenda of the Exploratory Conference of representatives of the two Governments held in New Delhi in November, 1940. As no agreement could be reached on the main question of the status of Indians resident in Ceylon, the proposals for the ~~restriction~~ restriction of Indian immigration were not discussed. When the Conference broke down, the Ceylon Ministers prepared Bills for the ~~restriction~~ restriction of Indian immigration and the restriction of non-Ceylonese, ~~containing~~ containing the main features of their August Memorandum. The Government of India, who were pressed for their comments, objected to the first Bill on grounds of principle, viz., that this would interfere

with the freedom of movement of Indians between India and Ceylon, in contravention of the previous understanding between the two Governments and the restrictions were unjustified by statistics of travel. (The talks were resumed in September, 1941, and a tentative agreement reached. A joint report (published on October 16) has been submitted by the delegations to their respective Governments.)

**C. Malaya:** (1) Labour Legislation.-- The Trade Unions and the Industrial Courts Enactments became law in Malaya during the period under review. Some of the major changes, like the right of appeal to a Court of law against the decisions of the Registrar, suggested by the Government of India, were not accepted. The Malayan Government have informed the Government of India that when experience has been gained of the administration of the above legislation any amendments based on the results of the experience of the Indian Trade Union legislation would be fully considered.

(2) Emigration Problem.-- The whole question of emigration to Malaya, the form it should take in future, and the control to be exercised in India and in Malaya was under correspondence between the two Governments. As a result of the reduction of ~~the~~ wages, a ban on assisted emigration to that country was placed in June, 1939. Through the unassisted stream, however, labour sufficient for the needs of Malaya emigrated. It was felt that the war would lead to a large demand for rubber and that labour would share in the prosperity of the industry. This would attract a large number of labourers to Malaya and the additional and surplus labour would not only depress the wages, but also unsettle the conditions of the existing labour force, particularly after the war. The Government of India, in consultation with their Agent in Malaya and the Malayan Governments, considered whether a change should not be made in the system of emigration to Malaya. The Governments of Malaya appreciated the view of the Government of India that the standard of living of workers in Malaya should be preserved and that they should continue to share in the prosperity of the rubber industry. They have agreed to some form of control of emigration to achieve the above objects.

**D. Burma:** (1) Baxter Commission.-- The Baxter Commission on Indian Immigration into Burma concluded its work and the report was published on 22-7-1941. (An Indo-Burma Immigration Agreement was signed at Rangoon on 28-6-1941.)

(2) Legis Legislation affecting Indians.-- The Land Purchase Bill, which provides for state acquisition of agricultural land by purchase from non-agricultural landlords, became law during the year. The Tenancy Bill and the City of Rangoon Municipal (Amendment) Bill were two other measures passed in Burma during the year.

**E. Fiji**.-- In February, 1940, the Native Land Trust Ordinance was passed in Fiji, to secure to them power to administer all native land in the Colony on trust, through the agency of a Board, and to place the system of leasing of native land to non-Fijians on a reasonable and stable basis. In May, 1940, certain regulations were promulgated by the Government under the Ordinance.

(Review of important events relating to or affecting Indians in different parts of the British Empire during the year 1940-41; pp. 21.)

34

Working Conditions in Ceylon:  
Report of the Controller of Labour, 1940.\* ✓

The Administration Report of the Controller of Labour, Ceylon, for 1940, is as usual, divided into two parts: the first contains a general review of working conditions in Ceylon and the second deals with conditions of life and work of Indian immigrant labour. The salient features of the report are briefly noticed below:

Labour Legislation in Ceylon:-

(1) The Maternity Benefits Ordinance.- This Ordinance will be brought into operation as soon as the alternative benefits to be prescribed under section 5 are approved.

(2) The Industrial Disputes (Conciliation) Ordinance.- The draft of the Ordinance is still under consideration.

(3) Wages Boards Bill.- This bill passed its first and second readings in the State Council and has been referred to Standing Committee B.

(4) Separation of Families on Estates: Married Persons living on Estate Lines.- A bill for the non-separation of families and for providing separate accommodation for married couples on estates is before the Executive Committee.

(5) Factories Bill.- A draft bill making provision for the safety and welfare of workers in factories is being considered by the Executive Committee.

In addition to the above, the following Ordinances affecting the Department were passed during the year: (1) Ordinance No. 18 of 1940 to amend the Shops Ordinance (No. 66 of 1938); and (2) Ordinance No. 16 of 1940 giving effect to certain provisions of the International Labour Convention relating to the employment of women during the night.

Labour Legislation Proposals.- Proposals to introduce legislation in regard to the following matters are under discussion: (1) Amendment of the Minimum Wage (Indian Labour) Ordinance, Chapter 114, making provision for free issue of one-eighth bushel of rice to each child under the age of 12 years or alternatively for their free feeding, and free articles of special diet for children under 1 year. (2) Simplification of ejection by civil process of estate labourers who refuse to leave the estate on the termination of their contract of service. (3) Old Age Pensions and Health Insurance. (4) The raising of the age limit of children to be employed from 10 years to 12 years in conformity with the provisions of Ordinance No. 48 of 1939 relating to the employment of children and young persons.

Ceylon and I.L. Conventions.- An annual report is furnished to the Secretary of State for the Colonies on the application in ~~this~~ *Ceylon* country of the International Labour Conventions ratified by Great

Administration Report of the Controller of Labour for 1940. November, 1941. Printed at the Ceylon Government Press, Colombo. 1941. pp.33

Britain. The Convention concerning the employment of women during the night was applied in Ceylon by Ordinance No. 16 of 1940. The question of the application of the Convention concerning the regulation of certain special systems for recruiting workers is still under consideration.

Workmen's Compensation Statistics.- 7,683 accidents were reported during the year as against 6,158 in 1939. Of these 118 were fatal accidents as against 93 in 1939. According to the returns furnished by employers the amount of the claims paid during the year was Rs. 220,444.87 in respect of 6,355 cases. The corresponding figures for the preceding year were Rs. 172,178.34 for 5,279 cases. The report remarks that labour is becoming keenly alive to its rights under the Ordinance. There was one case of lead poisoning of a workman in a newspaper office, in respect of which Rs. 2,800 was paid by the employer.

59 licences to undertake insurance against liability to workmen which may be incurred by employers under the Workmen's Compensation Ordinance were current during the year. There was one licence issued during the year.

Trade Unions.- During 1940, 49 unions applied for registration and 25 were registered. Most of the applications received were from unions formed by employees of some of the leading industrial establishments in Colombo. The total number of active trade unions in Ceylon which were registered was 58.

Safety in Mines and Factories.- According to the reports received for the year 1940, there were at the beginning of the year 1,589 factories in the Island. During the year 34 factories were registered and 60 were closed down, leaving at the end of the year 1,563 factories as duly licensed. Four factories inspected during the year were reported unsafe. 19 accidents were reported in factories during 1940, as against 16 in 1939.

Unemployment. At the beginning of 1940 there were 642 registered mines. 1,317 new mines were registered during the year and 762 mines were closed down. The total number of mines at the end of the year was 1,197. 328 mines were inspected and all were found to be safe. Ten serious accidents were reported in which 2 persons were killed and 8 injured. In the previous year 5 persons were reported as killed and 6 injured as a result of accidents in mines. 199 persons were prosecuted during the year for various offences under the Ordinance and 172 were convicted. A comprehensive Factories Bill modelled on the English Act making provision for the safety and welfare of workers in all types of factories is under consideration and is likely to be introduced in the State Council shortly.

Unemployment.- The number of men engaged on the various relief schemes in Colombo at the end of 1940, was 1,225 and all these were registered in 1931. The provision made in 1939-40 Estimates for the relief of unemployment was Rs. 275,000, but this amount was found inadequate and a supplementary estimate for Rs. 300,000 was obtained in April, 1940. The actual expenditure incurred was Rs. 421,181.03.

Certain business undertakings in Colombo discontinued some of their employees as a measure of economy on account of the war and according to information collected by the Director of Commerce and Industries from 88 establishments, 28,508 persons were in employment on September 1, 1939, and 27,438 on July 1, 1940. This shows a decrease of 1,070 or 3.75 per cent. During this period the number of persons thrown out of employment as a result of the war was 2,074 and 7.18 per cent. and the increase due to the same reason was ~~555~~ 554 which gives a nett

decrease of 1,493 or 5.24 per cent.

Recruitment of Indigenous Workers.- Reference was made in the last Administration Report to a scheme for training indigenous labour in estate work at a Government-leased estate with a view to encouraging large numbers being employed on tea estates (vide pages 20-21 of our October 1940 report). It was neither possible nor expedient to make headway with this scheme as the state of unrest and the conditions on estates showed no immediate demand for labour, whether Indian or indigenous. On the contrary, owing to the lack of fluidity of the labour market in consequence of the ban on emigration, superintendents were for a considerable time faced with a surplus of labour which they were forced to maintain on estates owing to their reluctance to leave the estate. The scheme is being kept in view and will be adopted when the change in the present conditions renders it expedient.

Employment Exchange.- The total of unemployed registered during the year was 6,047 comprising 72 professional and technical men, 1,221 clerical workers, 2,215 skilled workers, 798 semi-skilled workers and 1,741 unskilled workers. The total number of persons who have registered at the Exchange, since its inception in 1938, is 37,306. The number of persons placed in employment during the year was 5,936.

Administration of Shops Ordinance.- The Shops Ordinance came into operation on 1-8-1939, and the Regulations framed thereunder on 1-10-1939. No attempt to enforce the Ordinance, which is presently confined to the three Municipal towns of Colombo, Kandy and Galle, was made until 1-3-1940, when the first Labour Inspector (for Shops) was appointed. This officer first had to educate shop keepers and the public generally to make them familiar with the provisions of the Ordinance. A closing order was brought into force on 5-7-1940. All the provisions of the law except the health provisions ~~which are~~ are now being enforced. Certain amendments were found necessary and they were given effect to by the enactment of the Amending Ordinance No. 18 of 1940 and of the Regulations which came into operation on August 8, 1940, and July 5, 1940, respectively. It cannot be said that the majority of the occupiers of even the public at large have taken kindly to the closing order and various representations are reported to have been received from time to time for its relaxation.

### Indian Immigrant Labour

Migration Statistics.- Throughout the year 1940 the ban on emigration from India to Ceylon continued, the stringency in its application varying from time to time. The number of Indians who arrived in Ceylon in 1940 ~~was~~ was 56,363, (53,045 unassisted immigrants and 3,318 assisted estate labourers) as compared with 112,599 (83,340 unassisted immigrants and 29,259 assisted immigrants) in 1939. 86,624 Indians (12,578 estate labourers) left Ceylon for India.

The mean Indian labour population on estates was 683,000 in 1940, as against £ 679,000 in the previous year. The population at the beginning of 1940 was 678,611 (comprising 209,604 men, 202,755 women, and 266,252 children). It rose, by the middle of the year, to 683,388 (210,473 men, 203,931 women, and 268,984 children), and, by the end of the year, to £ 687,901 (211,149 men, 203,958 women, and



272,794 children). The increase during the year 1940 was therefore 9,290.

Wages.- The following minimum rates which came into force in June, 1939, were in operation during the year 1940.

	<u>Men</u>	<u>Women</u>	<u>Children</u>
	A. P.	A. P.	A. P.
Up-country	7 10	6 3	4 8
Mid-country	7 6	5 11	4 6
Low-country	7 2	5 9	4 4

Only the minimum wages are prescribed by law and cases of industrious and willing workers are known who have earned wages higher than the minimum by even 80 per cent. Labourers have also opportunities to supplement their monthly wages by cattle breeding, poultry farming, vegetable gardening and even by paddy cultivation. ✓

Draft Indo-Ceylon Emigration Agreement:  
Possibilities of changes envisaged.

Reference was made at pages 24 to 29 of our October 1941 report to the terms of the draft Indo-Ceylon Emigration Agreement and public reaction in India to the draft. In November 1941, the draft was discussed by the Central Legislature and was also commented on by Mahatma Gandhi. A brief summary of Mahatma Gandhi's statement and the criticisms in the Legislature is given below:

Mahatma Gandhi's Statement.- In his statement issued on 11-11-1941, Mahatma Gandhi, while admitting that the proposed Indo-Ceylonese Pact is not open to the fatal objections that have been universally raised against the Indo-Burman thing, which was sprung upon an unsuspecting public as an almost settled fact, states that on merits the Indo-Ceylon proposal is open to objection in the same manner as the <sup>Indo</sup>Burman. He suggests to the Ceylon Government that there is no reason whatsoever for hurry. "Adjustment can easily be made about the supply of labour, but wholesale legislation may be left over till after the war. The war is a terrible tragedy, the like of which is unknown to history. But the tragedy will be deeper still if at the end we find ourselves living the old way without radical changes in every walk of life." If postponement of the question is not possible, he suggests alternatively: "I suggest much the same thing I have suggested for Burma. I should have no difficulty in persuading experienced legislators that in legislation affecting men in the street and addressed to the masses the simplest and shortest method is best. I, therefore, suggest that the whole of the Indian population found in Ceylon on a given date (kept secret) should be registered and clothed with full rights of citizenship. Those who may be outside Ceylon but who can unquestionably be proved to be bona fide residents of Ceylon should also be registered on application. This procedure obviates the

intricacies which permeate the proposal under examination. The term domicile should find no place in such legislation. The English law of domicile is the worst possible. Judges have been known to have been confused over the interpretation of the term. Human liberty is a precious thing which must not be trifled with by legal subtleties and interminable wranglings in courts of law. So far as labour is concerned, I have no doubt that Ceylon should have the sole right to import as much as it likes under contracts easy to be understood and mutually agreed to between the two Governments. The suggested quota system should have no place in an honourable understanding."

(The Hindustan Times, 12-11-1941.)

Debate in Central Assembly.- The joint report<sup>of</sup> the delegations from India and Ceylon was discussed in the Central Assembly on 17-11-1941. Mr. M.S. Aney, Overseas Member, moving consideration of the report briefly traced the circumstances in which the negotiations which had broken down in Delhi in February, 1940, were resumed in Ceylon in June, 1941. While inviting the views of the House on the Agreement, Mr. Aney stressed the need for compromise on both sides and for amicable relations between India and Ceylon. During the debate, members dealt with the several aspects in respect of which the Agreement, in their opinion, had to be modified. Mr. Aney, replying to the debate, summarised some of the points in the report to which objection had been voiced, and said these included the clause relating to discriminatory legislation. The provision under which a permanent certificate-holder would lose his rights by 12 months' absence was also objected to. The clause on registration, to which also exception had been taken, was, he said, optional in nature.

To the Government motion; "that the Joint Report by the Delegations from India and Ceylon be taken into consideration", three amendments were moved. One moved by Mr. Jammadas Mehta (Congress Nationalist) declared that the joint report was a violation of the undertakings and promises assuring to Indians full rights of citizenship and urged the Governor-General-in-Council not to implement the proposals, but to carry on, if necessary, ~~for~~ further negotiations in order to remove the discriminatory features in consultation with the interests concerned and to the satisfaction of the Assembly. Dr. P.N. Bannerjea's (Congress Nationalist) amendment expressed the opinion that the report was unsatisfactory in many respects and recommended that the ~~pro~~ proposals should not be given effect to and that further negotiations be conducted in order to arrive at a satisfactory settlement and that the results of these negotiations be placed before the Assembly. The amendment moved by Mr. Hussainbhai Lalji (Independent) stated that Indians in Ceylon on the prescribed date of agreement and those who had been residents in Ceylon within a specified period before the date of the agreement should have freedom of entry into Ceylon and no regional and occupational restrictions should be imposed upon them and that they should be entitled to full rights of citizenship on completion of the prescribed period; that, for the future, provision be made for entry and occupations so that the trade interests of Indians were safeguarded and that unskilled labourers ~~be~~ permitted to emigrate were assured of freedom of movement, choice of employment and opportunity to acquire full citizenship rights.

The first two amendments were rejected by the House, and Mr. Laljee's amendment was adopted without a division.

(The Statesman, 18-11-1941.)

In the debate on the report in the Council of State on 22-11-1941, Mr. Aney declared that the Government would take care to see that in the discussions and negotiations with the Government of Ceylon, the Government of India would make an attempt to stand steadfastly by the essential principles, namely, that the interests of Indians should be duly safeguarded and that the honour of India should not be impaired by anything done in Ceylon.

(The Statesman, 23-11-1941.)

It is understood that the Government of India will shortly be sending new proposals to Ceylon incorporating modifications suggested in the Central Legislature. ✓+

The Reciprocity Bill, 1941. ✓+

Mr. G.V. Deshmukh (non-official) introduced in the Central Assembly on 28-10-1941 a Bill to make provisions in regard to entry, residence, the acquisition, holding or disposal of property, franchise, the holding of public office, or the carrying on of any occupation, trade, business or profession in British India by persons domiciled in the British Possessions on a basis of reciprocity. The Statement of objects and reasons appended to the Bill points out that the treatment meted out to Indians overseas and their disabilities have been matters of deep and ever-growing concern to the Indians since a very long time. The latest instance is the Asiatic (Transval) Land and Trading Act of 1939 passed by the Union Government of South Africa imposing restrictions which are unbearable and strangle trade and other legitimate activities of Indians. The actions of the Ministers of the Government of Ceylon as well as Burma prejudicial to the interests of Indians are too fresh to need any comment. They are following the examples of South Africa and Kenya who feel encouraged because His Majesty's Government ~~rather~~ does not interfere in spite of strong protests from Indians against discriminating legislation. As negotiations have frequently failed to achieve any satisfactory settlement with some of the recalcitrant British Possessions, nothing remains but to put into effect the principles of reciprocity which is the object of this Bill. The Bill, if passed into law will provide a sanction - though not as effective as the economic - to the Government of India whenever negotiations with an offending country in the British Empire fail.

(The Gazette of India, Part V, dated 1-11-1941, pages 162 to 163.) ✓+

Indians in Malaya:  
Pandit Kunzru's Resolution in the Council of State. ✓

On 20-11-1941, Pandit Hriday Nath Kunzru moved a resolution in the Council of State recommending that adequate steps should be taken to protect the legitimate rights of Indian nationals in Malaya and full support should be given, in particular, to the efforts of the Indian workers on the rubber plantations in Malaya to improve their living conditions and to secure higher wages. Pandit Kunzru dwelt on the difference between the wages earned by Chinese and those earned by Indian workers on plantations, and said that after the Controller of Labour and the Under-Secretary to the Government to whom they applied had signified their inability to interfere, the Indian workers took the last step of declaring a strike. When the strike was going on a battallion of Indian soldiers with an armoured car unit was brought into the district on the ground that it was necessary to use force to prevent violence being done by Indian workers. The strikers were fired on by the soldiers. After the "riot", between 200 and 300 Indians were taken into custody and he wanted to know whether they were tried in a court of law and what happened to them. He also wanted to know definitely whether the Government of India had protested against the manner in which the Malayan Government had acted, and also whether they had asked for a judicial inquiry into the circumstances connected with the firing and the causes of the strike. Objection was also raised against the diversion of the Indian Immigration Fund by the Malayan Government.

Mr. G.S. Bozman, Secretary, Department for Indians Overseas, giving a detailed reply, described the circumstances and events connected with the strike and said that five men had been killed and approximately 60 received more or less severe injuries. Explaining the action taken by the Government of India in this connection, Mr. Bozman said that on receipt of reports from the Indian Agent in Malaya, the Government made representations to the Colonial authorities and told them that any action taken by them to deport Indian labourers in large numbers would require a good deal of justification. They had also made requests to the Colonial authorities for holding a judicial inquiry into the circumstances and causes of the strike. He regretted to say that the Colonial authorities had not yet seen their way to accept their suggestion. In their correspondence, the Government had stressed the need for the appointment of such an inquiry urgently so that sufficient evidence might be available. They had also drawn the attention of the Colonial authorities to the extreme resentment felt both in India and Malaya at the use of Indian troops to crush the strike of Indian labourers. Mr. Bozman assured the members that the Government of India had not in any way abandoned the stand they had taken up at the time of the visit of the Malayan Delegation to India in 1938-39, and as soon as circumstances permitted, they would make every endeavour to fix a standard wage and improve the conditions of work. In the meantime, they were not satisfied with the cost of living allowance paid to Indian workers and it was a point to which they had drawn the attention of the Malayan Government.

The Resolution was withdrawn in view of the satisfactory nature of the Government's reply.

(The Statesman, 21-11-1941.) ✓

Colonial Office Rejects Judicial Enquiry.- According to the Special Correspondent of the Statesman, the Government of India's proposal for a judicial inquiry into the firing on Indian labourers in Malaya has not been accepted and that, instead, the Colonial authorities are suggesting a general inquiry by a commission into the conditions of Indians in that country. It is feared that the counter-proposal not only ~~side-tracks~~ side-tracks the main issue which Delhi has raised regarding firing on Indian strikers, but may involve Indians in Malaya in greater difficulties through suggestions for the restrictions of certain rights now enjoyed by them. The Government of India have already refused to permit labourers from India to proceed to Malaya and the India Office is being asked to take a firm stand in the matter of its negotiations with the Colonial Office.

(The Statesman, 10-11-1941.) ✓

Indo-Burma Agreement: Resolution in Central Assembly demanding Modifications Adopted. ✓

On 4-11-1941, Sir Abdul Halim Ghuznavi moved a resolution in the Central Assembly that the Assembly "being of the opinion that the Indo-Burma Immigration Agreement should not have been concluded without consulting the Legislature and public opinion in India and being further of the opinion that the said agreement ignores the fundamental rights of Indians settled in or having connexions with Burma, violates the assurances and pledges given at the time of the passage of the Government of Burma Act in regard to the right of free entry of Indians into Burma and is discriminatory and humiliating in its provisions and detrimental to the interests of India,- recommends to the Governor-General-in-Council not to implement the agreement as it stands, and to revise it satisfactorily in consultation with the interests concerned."

Amendments.- Two amendments were moved, one by Mr. Akhil Chandra Dutta, and the other by Sir Henry Gidney. Mr. Dutta's amendment recommended that in the event of the Government of Burma not agreeing to a revision of the Indo-Burma Immigration Agreement, the Government of India should give immediate notice of termination of the agreement concluded last February with Burma. Sir Henry Gidney's amendment recommended to the Governor-General to request the Secretary of State not to implement the agreement by an Order-in-Council unless and until satisfactory modifications were secured which would carry out to the full the Parliamentary Assurances given with regard to the status of Indians in Burma after separation from India and remove such provisions as are discriminatory and humiliating to the people of India.

Debate.- During the debate, the objectionable clauses of the Agreement were pointed out by several Members. Mr. M.S. Aney, Overseas Member, Government of India, replied on behalf of India. Sir Henry Gidney's amendment to the motion was adopted by the House as the substantive resolution.

(The Statesman, 5-11-1941.) ✓

Rice Production in India:  
Report of the Agricultural Marketing Adviser. ✓

A survey of the rice crop, which in point of acreage as well as total value of production ranks foremost in Indian agriculture, made by the Agricultural Marketing Adviser to the Government of India, has been published. The report reveals that under the present system of marketing of rice the producer gets a poor return, amounting, on an average, only to eight and a quarter annas of the rupee paid by the consumer in India in respect of the major part of the marketable surplus. Since about two-fifths of the total crop is put on the market, its importance as a cash crop is obvious. The main object of the survey is to show how the growers' returns can be enhanced. It is stated that while the report has indicated the scope that exists for improving marketing of rice, the objective cannot be achieved without co-ordination of efforts between the agriculture and co-operative departments, the marketing staff, the Government and the municipal organisations in provinces and States, and above all between the trade and the producers. It is claimed that the Central marketing staff have already covered a good deal of ground especially in regard to standardisation of qualities, and the results achieved so far have been encouraging. A brief summary of the main findings is given below:-

Causes of Growers' Low Return.- The chief factors responsible for the growers' low returns are the use of seed having an admixture of inferior types, inefficient handling at the harvesting stage, wastage in hulling, disproportionate margins earned by intermediaries in the process of assembling and distribution, malpractices and excessive deductions in the markets, non-existence of recognised standards of quality, lack of uniformity in weights and measures and exorbitant interest charges paid on loans incurred for seed and financing the cultivation of the crop and imposition of municipal taxes, such as octroi.

Rice Exporting and Importing Countries.- The chief importers of rice are the densely populated Asiatic countries which grow insufficient quantities of this food-grain. For instance, although India and China account for practically two-thirds of the entire world production of rice, both import on a large scale to supplement their domestic supply. During the last 10 years India has imported from 1,500,000 to over 2,500,000 tons of rice every year. The three principal exporters of rice are Burma, Siam and Indo-China, Of these, Burma comes first with an average annual export amounting to some 3,000,000 tons, equivalent to about 30 per cent. of the total world trade. About two-thirds of Burma's production of rice is shipped abroad and roughly half normally is received in India. The importance of rice trade in the economic life of Burma may be gauged from the fact that the value of Burma's rice exports constitutes some 20 per cent. of the total value of her exports, and the greater part of the population is directly concerned in the cultivation, transport and milling of the cereal.

Indian Rice Production.- In point of area under rice, India holds top position among the chief rice producing countries of the world, but in point of production, China takes the first place, representing 34 per cent. of the world output compared to India's share of 31 per cent. The average total production of rice is placed at 29 million tons annually representing a value of Rs. 2,760 millions. The crop is grown mostly

in Bengal, Madras, Bihar, Orissa, the Central Provinces and Assam. Of the 76,260,000 acres under rice, Bengal has over 21 million acres ranking first among the provinces. Of the total production 88 per cent. is produced in British India and 12 per cent. in Indian States. The yield per acre in India does not compare unfavourably with those of certain other countries in South-east Asia, but falls far short of the yield in the Mediterranean countries, the U.S.A. and Japan. The result is that India, in spite of being the second largest rice producing country in the world, is not self-sufficient in this commodity and has to import annually ~~ix~~ rice valued at about Rs. 140 millions, the corresponding value of exports being only about 27.5 millions.

About 27,250,000 tons of rice is consumed in various cooked preparations in India, the great bulk being in the form of plain boiled rice. The per capita consumption of rice for the whole of India is about 181 lbs. per annum, the highest rate being in Bengal with a per capita consumption of 344 lbs. In Burma the per capita consumption is 231 lbs.

Increasing India's Yield.- The report points out that in order to attain self-sufficiency the average acreage of yield per acre or both will have to be increased and that the ~~yield~~ can be increased greatly by transplanting instead of broadcasting the seed. Agricultural departments are urged to bring about an increase in supplies through increased yield by means of better cultural practices and improved seed. It is estimated that only about six per cent. of the total acreage under rice in India is under improved varieties. Efforts are necessary to ensure that larger quantities of improved seed are made readily available and that the multiplication of such seed is properly organised. Agricultural departments are also asked to see to the control and maintenance of purity of the improved strains. From the marketing point of view it is considered desirable that there should be a reduction rather than an increase in the number of varieties and greater uniformity in the type of rice in each tract. It is also necessary to maintain in each tract the commercial characteristics for which the tract is noted. India, it is pointed out, has something to learn from Burma in connexion with the breeding of new varieties and distribution of seed.

Inaccurate Statistics.- Several recommendations are made for the improvement of marketing. It is pointed out that the rice forecasts omit over 6 1/2 million acres actually seeded with rice and that statistics of area and production are seriously affected by local inaccuracies, and it is suggested that the practice observed in the matter of jute acreage statistics should be followed for rice. The conventional ratio for converting paddy figures into terms of rice results in an under-estimate of about 10 per cent. annually. The supplies of paddy and rice put on the market show a considerable fluctuation in the course of the season, the arrivals of paddy being much heavier than those of rice soon after the harvest. This results in a particularly marked depression in paddy prices at the harvest time. The chief conclusion arrived at from a comparison between the seasonal low prices and high prices ~~ix~~ in different areas and the calculated costs of storage over the respective periods is that there is room for growers to co-operate for storing paddy with a view to bringing about a more even flow of supplies to the markets and minimising harvest depression. There is also scope for earning

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extra profit by storing fine rice for maturity. This is a matter requiring the attention of provincial and State co-operative departments and of banks.

Financing Rice Production.- The report points out that under the present conditions when the distribution of rice is mainly financed by wholesale merchants or commission agents, the Indian rice grower is a loser to the extent of Rs. 200 millions annually at a conservative estimate. Much of this vast sum could be returned to him by a proper system of financing and by a more direct participation in the marketing process by the grower himself. It is stated that the grower, besides having to pay an excessively high rate of interest, has to part with a considerable proportion of his produce soon after the harvest at very low values and that there is favourable scope for co-operative endeavour in this direction. Banks might well consider the provision of more extensive facilities for making advances on the crop at harvest time.

Standardisation of Varieties Needed.- Rice varieties and trade descriptions in India are almost innumerable. No standard scale of allowances or deductions for the various impurities or defects in paddy or rice are recognised in any part of India. Grading by millers and merchants - almost wholly in respect of the more expensive rice - has been done on individualistic lines and there are no fixed standards of quality. Adulteration with inferior types or broken grains and the sale of one type under the name of another similar but more expensive rice is not uncommon. Admixture with inferior types may frequently occur in the field itself. In short the position in regard to quality in the rice trade is chaotic. Standardised classification and grading of rice will not only facilitate dissemination of market information and assist the machinery of distribution at all stages but should also eventually lead to greater uniformity of production types and reduction of the heterogeneous number of varieties and trade descriptions. Grading of rice under the Agricultural Produce (Grading and Marketing) Act, 1937, has definitely proved its usefulness to the producer, the trade and the consumer. Efforts should be made by all interests concerned to promote the expansion of this work.

Information Service.- Speedy ~~is~~ dissemination of reliable market news in an intelligible form is a fundamental necessity and local administrations are urged to take early action in the matter of regulating markets for paddy and rice. It is suggested that an expert committee should examine the reduction or abolition of municipal tolls on agriculturists.

Storing Paddy.- There are different methods of storing paddy and rice in India and a little over one per cent. of the average produce of India's rice crop valued at over Rs. 30 millions is wasted every year through weevil infestation, dampness and vermin attack. The report points out probably the best type of storage for bulk storage of paddy is the ferro-concrete underground bin. Silos of timber on the Kashmir model are also recommended in suitable areas.

Standard Measures.- The adoption of some suitable standard measures, at least in the wholesale rice and paddy trade to begin with, is recommended by the report. In this connexion, it is suggested that the imperial gallon should be made the basis and use of the ordinary kerosene oil tin of four imperial gallons capacity is worth consideration as a standard measure. In Burma the rice



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milling industry has been able to achieve some degree of standardisation of general commercial types of rice. The extension of co-operative marketing on the lines of the Sittang Colonies and Banking Union is recommended, and it is also suggested that action might be taken to extend the use of the standard measuring basket in villages.

Freight Rates.- It is suggested that the local marketing staff, in consultation with local railway authorities, should get railway freight rates readjusted. At present the traffic receives the benefit of the telescopic scale of rates only on the local distance of each railway and not on the total distance. It is stated that over and above the normal expenses at the railhead, customary payments to the railway staff on account of paddy and rice amount to no less than Rs. 10 lakhs annually. The acceptance of such payments is entirely unauthorized.

Other Recommendations.- Recommendations are made for research on harvesting technique, for the improvement of parboiling, the introduction of the self-contained type of milling plant, the development of rice by-products, investigation of the optimum period of storage of paddy compatible with good milling results, and development of cheap mechanical rotary threshers of the type used in Japan. Finally, it is recommended that the Rangoon rice "futures" market should be organised on proper lines, failing which it would be desirable to abolish it as its operations at present instead of being a stabilising factor only tend to accentuate the harvest time depression in prices.

(The Statesman, 9-10-1941). ✓

India's Rice Production:  
3-Year Plan to increase Production. ✓

A 10 per cent. increase in India's total rice production is expected in the next three years, as a result of the efforts made by the Imperial Council of Agricultural Research to increase the acreage under improved varieties. The plan is to bring in the course of the 3-year period a million acres under these improved varieties, each suited to a particular tract. An important effect may be to reduce by one-third the present imports of about 1.5 millions of tons of foreign rice. Increased production in order not only to reduce imports but to improve the export trade is under consideration. A number of methods for this purpose were discussed at the meetings, which concluded in the third week of October 1941, of the relevant Committee of the Advisory Board of the Imperial Council.

Economics of Manure.- For instance, a scheme was approved for extension of research work in order first to find out the economics of manuring and cultural practices, and second, on the basis of the results to prepare a ~~basis~~ schedule showing which manure to apply to which type of land and what will be the cost, and so on. In other words, detailed instructions are to be given to the cultivator on what exactly he is to do in order to get a higher return.

Proposed Questionnaire.- The Rice Committee also decided that a questionnaire should be drawn up regarding the points on which further information is needed in order to enable steps to be taken to increase production. Two schemes for development work put up by the United Provinces and Orissa for the production of improved seeds were approved by the Board on the understanding that at the end of two years each of the provinces should have between 200,000 and 300,000 acres under improved seed.

(The Hindustan Times, 23-10-1941.) ✓+

Co-operative Marketing Scheme under consideration of Bombay Government. ✓

The importance of enabling the producer to take a greater share of the price which the consumer pays for his goods has been exercising the minds of those in authority for some time. In recent years the Government of India appointed marketing officers, secured detailed marketing surveys of a large number of agricultural products all over India, and set up the Agmark system of grading. It was hoped that grading would enable the primary producers to get better prices. This has not proved to be the case, for the reason that, whether his goods are graded or not, he still has to deal with a middleman, and the latter insists on taking as high a profit as possible.

Sales Societies.- The Government of Bombay has now taken steps to secure a better return to the farmer by marketing his products under an efficient system. The plan covers the development of co-operative sale societies, the establishment of regulated markets under the Agricultural Produce (grading and marketing) Act, standardisation of products under the Agmark scheme for ensuring quality supply, and the setting up of a price intelligence service. The ten Marketing Inspectors in the Province who are working in the various districts have been instructed to start at least one society in each district in the province before the end of the year. These societies will be in touch with Bombay, which is the terminal market for all commodities, in regard to the movement of prices, stocks and other trade information.

With a ~~view~~<sup>view</sup> to achieving this objective, Government has accepted the proposal for organising a Provincial Co-operative Marketing Society and has agreed to give financial help for a period of two years. The society will soon be registered in Bombay with a capital of Rs. 100,000 and will start working before the end of December 1941. This will be the first model society for the country and will attract business from other provinces as well.

Regulated Markets.- Proposals for establishing 40 regulated markets under the Act in various districts are now being considered by the authorities. These markets will provide the nucleus for disseminating trade information received from Bombay, so that this important information, including the price movement in the terminal markets, will help the growers in the rural areas to secure a fair return for their produce and reduce the profit of middle men. It is also intended to apprise the traders in taluka towns about the daily prices in Bombay through the mamlatdars.

Export of Primary Products and War.- It is understood that the Marketing Officers' Conference held recently in Delhi considered the changes brought about by the war in regard to the export markets for Indian produce. It was suggested during discussion by the Chief Marketing Officer, Bombay, that the Government of India might set up a special organisation, as an experimental measure, to study the possibilities of adjusting India's export trade in primary produce to the war conditions. The conference approved of the proposal and it is considered likely that the Central Government may accept it. In that case, Bombay and Bengal will have these organisations to examine steps for building up export trade in standard quality agricultural goods.

Grade Specifications.- It is proposed to re-examine the grade specifications laid down under the Agmark scheme in order to ascertain how far they conform to the demand ~~of~~ the consumers. Arrangements have been made to ensure frequent inspection of the authorised packing stations in order to ensure that the goods supplied under Agmark label are in accordance with the specifications. The authorities in Bombay have been vigilant about the quality of goods supplied by authorised packers and a number of lapses on the part of the packers have already resulted in the cancellation of the permits of several of them. The decline in the number of packets of ghee in the province under the Agmark scheme is entirely attributed to the strict supervision. Another improvement in this direction is the policy of the authorities to issue permits under the scheme to co-operative societies in preference to industry so that the chances of circumventing the Agricultural Produce (grading and marking) Act are minimised.

(The Times of India, 22-11-1941) ✓

Economic Survey of Selected Rural Areas in Mysore State. ✓

On the recommendation of the Census Superintendent in Mysore, the Government of Mysore has sanctioned proposals for conducting an economic survey of a few villages on a regional and sampling basis, as such an enquiry may throw useful light on the present economic condition in rural areas, and furnish authoritative data for proceeding with any scheme of rural reconstruction. Under the scheme of economic survey, it is proposed to select about 300 villages at the rate of 30 per district on the basis of their situation, size, proximity to industrial and commercial centres or other urban areas, accessibility by road or rail, nature of crops grown, preponderance of any particular main community in them, existence of educational and medical facilities ~~in them~~ and any other special features in them like the existence of sericulture or hand-spinning. The selection will be confined to places where competent men, who are educated, intelligent and enthusiastic and who wield sufficient influence in the village and command the confidence of the people, are available for conducting the enquiry. Information will be gathered in respect of a village as a unit instead of individual families.

(The Hindu, 27-11-1941.) ✓

Handloom Industry in Sind:  
Government plans for Development. ✓

A fillip to handloom industry in Sind is to be given by the local Government which proposes to implement the recommendations of <sup>the</sup> Industrial Research Board on the subject. The proposals include establishment of 10 weaving centres, ~~distributed all over Sind~~, appointment of weaving instructors and subsidising the industry out of the funds received from Central Government in this connection. The scheme is estimated to cost Rs. 80,000 a year.

(The Indian Express, 29-11-1941.) ✓

Nutrition

Trends of Dietary Habits and Analysis of Food Budgets in Working Class Families of Bihar. ✓

Attention is directed to a paper read at the 28th session of the Indian Science Congress (January 1941) by Dr. K. Mitra on "Trend of Dietary Habits and Analysis of Food Budget in Working Class Families of Bihar". The paper is reproduced at pages 144 to 163 of the October 1941 issue of the Indian Journal of Economics, Allahabad. ✓

Prevention of Slaughter of Milch Cattle in Urban Areas:  
I.C.A.R. appoints committee to suggest preventive  
Measures. ✓

It is found that large number of cows and buffaloes are annually brought ~~in~~ into Indian cities from breeding areas in the villages for purposes of urban milk supply, that many of them are sold to butchers when they go dry and that they are kept in such conditions or subjected to such mal-practices as render them sterile or otherwise unfit for further breeding purposes. As generally only the very best are brought into the city, this continuous process of premature slaughter and destruction of breeding value constitutes a steady depletion of the actual and ~~past~~ potential cattle wealth of India. The subject was discussed by the Council of the Imperial Council of Agricultural Research at several of its meetings, and a committee was appointed to investigate the matter on the spot in the cities of Bombay, Calcutta and Madras, where the problem is most acute.

Terms of Reference.- The terms of reference to the Committee are:  
(i) Is it advisable and feasible, in view of local conditions, to make arrangements for moving gowalas (cowherds) and their cattle outside city limits? (ii) If so, what is the best way of giving effect to this recommendation in each of the three cities and what steps should be taken to make milk of good quality available in cities? (iii) If moving gowalas out of the cities is not feasible, what other action is recommended? (iv) To what extent will ~~be~~ the interest of the cattle-breeders in the breeding tracts be affected by reducing the trade in milch cattle to large cities?

The replies to the questionnaire on the subject framed by the Council are to reach the Secretary, Salvage of City Milch Cattle Committee, Imperial Council of Agricultural Research, New Delhi, by 30 December 1941.

(Press Note dated 19-11-1941, issued by the Director of Information, Bombay.) ✓

Nutrition Museum for Calcutta:  
Calcutta Corporation Proposal. ✓

It is understood that a Nutrition Museum will shortly be opened in Calcutta which will be attached to the Health Museum of the Calcutta Corporation. The idea behind this is to disseminate essential knowledge about food and nutrition to the people through ~~a museum miniature show~~ of charts and exhibits of the various aspects of nutrition. Mr. Niyogi, Publicity Officer, Corporation of Calcutta, has requested the Director of ~~the~~ Nutrition Research Institute, Coonoor, and Prof. A.G. Van Veen of the Medical Laboratory, Batavia, and the Hawaii Territorial Medical Association, Honolulu, to collect posters, literature, ~~charts~~ and exhibits in those countries for the proposed Museum.

(Indian Express, 19-11-1941.) ✓

Workers' Organisations.

All-India Anti-Fascist Trade Union Conference - Lahore 30-11-1941:  
Indian Labour Federation set up. †

Reference was made at pages 29 to 31 of the report of this Office for July 1941 to the rift in the Indian trade union movement over the issue of war efforts and the move for forming an Anti-Fascist Council. An All-India Anti-Fascist Trade Union Conference was held at Lahore on 30-11-1941, Mr. M.N. Roy presiding (As at first arranged, the Conference was to be held at Bombay - vide page 30, July 1941 report). A brief summary of the proceedings of the Conference as reported in the Statesman (apart from this we have no information, as other papers have not given much publicity to the Conference) is given below:

The Conference was attended by about 100 delegates - 25 from the Punjab, 3 from Baluchistan and the remainder from the other provinces. Messages for the success of the conference were received, among others, from Mr. M.S. Aney, Overseas Member, Government of India, Sir Firoz Khan Noon, Labour Member, Government of India.

Mr. M.N. Roy's Presidential Address.- Mr. Roy referred to the economic doctrines of Fascism and its attitude towards labour in order to show why the working class, irrespective of nationality, must be anti-Fascist. In India, however, matters are not generally seen in their proper perspective; actual relations are clouded by emotional obsessions; historical significance of international events is not correctly appreciated. Consequently, Fascism, instead of being regarded as a danger, commands a widespread sympathy in this country. These sentiments may be natural for the nationalist movement. But anti-Imperialism ceases to be revolutionary when it becomes blind to the danger of Fascism. On the other hand, to co-operate in the struggle against the common enemy of human freedom does not necessarily mean helping Imperialism.

A.I.T.U.C.'s Wrong Lead.- In a subject country, it is natural for the workers to be anti-Imperialist. But primarily, they should be conscious of the interests of their class, which will not be necessarily protected, much less promoted, upon the disappearance of Imperialism, particularly if that happens in consequence of Fascist invasion. Moreover, there is no reason for the workers to prefer exploitation by native capitalism. The freedom for such exploitation is not the national freedom which the workers want and should fight for. The A.I.T.U.C. has completely failed to appreciate the great possibilities of the situation. Whatever may be the attitude of the Socialists and Communists are expected to have a sense of international solidarity, and uncompromising concern for working class interest. Nevertheless, they also are supporting a policy which amounted to a betrayal of the fundamental principle of the labour movement.

They would organise active resistance to India's participation in the war, so that British Imperialism might be defeated, even if that would mean victory of Fascism. That was not simply stupidity, it was a criminal folly.

Need for New Labour Organisation.- Apart from the consideration of larger issues, their immediate interest should persuade Indian workers to disown the policy of the A.I.T.U.C. For their sheer physical existence, the workers must remain employed, and by doing so, under the given situation, will be necessarily co-operating with the war efforts of the Government. Therefore, the practical and sensible policy for their organisation is to see that their interests are protected and promoted as far as possible under the given circumstances. It has become necessary to set up a new central organisation of Indian labour to give it the correct lead in these fateful days. Even today, Indian workers are helping the prosecution of the war. But generally, they are not fully compensated for the valuable services rendered. They labour under all sorts of handicaps and are subjected to innumerable harassments and unrestricted exploitation, on the pretext of war emergency. There is no organisation in this country to protect their interest and press for the redress of their grievances effectively. Given its policy, the ~~Trade~~ Trade Union Congress cannot do that. The essence of trade-unionism is collective bargaining, which is incompatible with non-co-operation.

Minimum Demands.- He then enumerated the following minimum demands:

Stabilisation of wages, which is to be supplemented automatically with a sliding scale of dearness allowance.

Creation of representative machinery in each district for supervising the employment of labour and giving protection to the latter against harassment and exploitation on the pretext of war conditions.

Establishment of councils composed of elected delegates from the trade unions to assist and advise provincial labour commissioners, who should be directed to dispense with the present slow bureaucratic method of settling industrial disputes.

Formation of workers' councils in mills, factories, workshops, etc, for co-operating with the management as regards the necessity for increased production, particularly in the war industries, provided that the necessary protection and adequate payment are guaranteed to labour.

Rapid development of modern large-scale industries with State aid for accelerating the process of general militarisation and for creating new employments for labour.

Representation of labour on the Central as well as the provincial Governments, which should be democratized with the co-operation of those who have all along advocated India's voluntary and unconditional participation in the war against Fascism.

Organisation of workers' volunteer defence corps on the model of the English Home Guards.

Resolutions Adopted:-

Indian Labour Federation to be set up.- The Conference resolved to disown the policy of the Trade Union Congress and set up a new central organisation of labour called the Indian Labour Federation. It also resolved to render practical help to the Soviet Union through



through voluntary and purposeful co-operation with the war effort of the British Government.

Labour's Minimum Demands.- By another resolution the Conference, while demonstrating international solidarity by declaring the will to fight Fascism in every possible manner, demanded for Indian labour such facilities as would enable it to discharge their voluntary undertaken responsibility effectively. It formulated five minimum demands of labour on the lines of those contained in Mr. Roy's presidential address. Of the seven suggested by Mr. Roy, two concerning establishment of trade union councils to assist provincial labour commissioners and formation of workers councils in mills and factories were left out.

Creation of an Indo-British Labour Front: Message to British Working Class.- The Conference resolved to send a message to the British working class urging the creation of an Indo-British labour front as an integral part of the international anti-Fascist peoples' front, which will work for the freedom of both the countries and guarantee their future relation on the basis of equality and mutual co-operation.

Recognition from Government of India.- It is understood that the Conference has received an invitation from the Government of India to send six representatives of their organisation to meet the Labour Member in Calcutta in the first week of January to discuss certain legislation regarding labour which is under ~~consideration~~ contemplation.

(The Statesman, 1-12-1941.)+

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SOCIAL CONDITIONS

Opium Consumption in Assam:  
Government Decision to restrict Sale.

The Assam Ministry has decided to stop the sale of opium in the Partially Excluded Areas of Mikir and Khasi Jaintia hills from 1-12-1941 and 1-3-1942, respectively. All opium passes, except a few granted as special cases on medical grounds, will be cancelled and opium shops closed simultaneously with the coming into operation of the prohibition orders.

(The Statesman, 30-11-1941.) +

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SOCIAL POLICY IN WAR TIME

Hours of Work

Hours of Work in Textile Mills in India increased from 54 to 60 to increase Production. +

Largely as a result of the stoppage of import of cotton textiles from Japan and of the reduced import of cotton textiles from England, there has been a large increase in the demand for the output of cotton textiles from Indian mills. There has consequently been a rapid increase in the prices of cloth owing to the disturbance of the balance between the supply of and the demand for cloth. The present production of Indian mills is not sufficient to cope with the increased demand, and there is a serious risk that unless production is increased, the poorer classes in India may find it difficult to obtain their necessary supplies of cloth at reasonable prices. In these conditions, it was the general opinion of those attending the last price conference at Delhi that an increase in production was urgently called for.

The Government of India, after careful consideration of the subject, has come to the conclusion that cloth prices can be kept at reasonable levels only by permitting an increase in the weekly hours of work from 54 to 60 in all cotton spinning and weaving mills throughout India, overtime pay being given for the additional six hours in accordance with the Factories Act. Provincial Governments, consulted on this suggestion, agreed with the views of the Government of India. The Government of India has, therefore, suggested to the Provincial Governments that they should issue notifications under the Indian Factories Act exempting all cotton, spinning and weaving mills in the province from the provisions of Section 34 of the Factories Act which will enable labour in factories and mills to work at a sixty-hour week.

In pursuance of the above direction, several provincial Governments have gazetted on 4-11-1941 a notification exempting textile mills from Section 34 of the Factories Act for a period of 6 months (vide: The Bombay Government Gazette, Extraordinary, Part IV-A, dated 4-11-1941, page 257; The Calcutta Gazette, Extraordinary, Part I, dated 4-11-1941, page 165; the C.P. and Berar Gazette Extraordinary, dated 4-11-1941; the Government Gazette of the U.P., Extraordinary, dated 4-11-1941; the Fort St. George Gazette, Part I, dated 4-11-1941, page 1296; the Sind Government Gazette Extraordinary, Part I, dated 4-11-1941.).

Several Mills in Bombay revert to 9-hour Shift.- All the 20 cotton mills in Bombay, which had started work on the basis of 10-hours-a-shift, following the notification of the Government of Bombay exempting textile mills in the province from the provisions of the Factories Act, soon reverted to the nine-hour-shift system. The changing over to the old system was necessitated by the disinclination of workers to work for longer hours in spite of the fact that they were to be paid overtime for the extra six hours at one and a quarter times the ordinary rates of pay. Several other mills, which had introduced longer hours of work with the consent of the workers prior to the notification of Government have not, however, reverted to the nine-hour-shift.

(The Times of India, 25-11-1941.)-

Is Dear Food Allowance "Wage" or "Amenity"?

The question whether the dear food allowance comes under the definition of "wages" or is to be regarded as an "amenity" is now engaging the attention of the Employers' Association of Northern India. The question has arisen as to whether the allowance is to be considered as forming part of wages, as defined in the Payment of Wages Act, 1936, or to be considered as "other amenity" under Section 2-6A of the Act. The Chief Inspector of Factories and Boilers of the United Provinces, the Association adds, has verbally stated that he is of opinion that, once a dear food allowance is announced, it becomes part of wages, and failure to pay it on any occasion would amount to an illegal reduction.

(The Hindustan Times, 13-11-1941.)

Workers' Wages for time lost during A.R.P. Suspension.

The Government of India has laid down <sup>where</sup> provisions ~~to be made~~ for the payment of wages to workmen in those factories and undertakings which are required by them in furtherance of the war effort to continue production under air raid conditions, in the event of suspension of work owing to air raid precautions. In a communication addressed to various commercial and industrial organisations in the country in this connection, the Government of India points out that there should be an inducement to the workers to carry on work and return to work promptly on easing of the air raid alarm, so as to maintain production at a maximum level. According to the provisions prescribed by the Government which should apply in the case of air raid interruptions under an approved Air Raid Precautions scheme, both actual and experimental, and both by day and by night, the concessions will be on the following lines:

- 1) The workers affected will be treated as on duty.
- 2) Payments will be restricted to workers who have actually recorded their attendance for duty at the usual time, or if owing to air raid conditions attendance cannot be recorded at the usual time, then as early afterwards as possible.
- 3) Payments will be restricted to that portion of the time spent in an air raid shelter or enforced inactivity, which falls entirely within actual working hours for the man affected, provided that no payment shall be made for any period after an air raid is over and the man will not be paid for the normal rest period, but "idle time" enforced by air raid warning before and after will be paid for.
- 4) Payment will be on the general basis of full time for interruptions not exceeding eight hours in any week, and of half time for interruptions beyond this?
- 5) Workers may be required to make up in the same week or in the following week time lost up to a period not exceeding two hours before or after the ordinary shift not exceeding the hours which but for the interruptions would have been worked by the worker in the week, and payment for time so made, up will be on the basis of full time; it would be at ordinary or overtime rates as may be relevant in individual cases.
- 6) If a worker declines without good reason to make up the the time lost when required, no compensatory payments will be payable for time lost which is not made up.

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- 7) Payments to piece workers will be made at the ordinary time rates without any piecework profits; and
  - 8) The payment will be booked as "idle time".

Employers' Liability.- It has also been prescribed by the Government that the liability to pay for lost time will be on the employer. These provisions will cover not merely workers in factories and undertakings in the ordinary sense, but also such workmen, as, for instance, locomotive drivers who are required, under an approved Air Raid Precautions scheme, to carry on work during the air raid conditions.

(The Statesman, 10-11-1941 and the Bombay Chronicle, 11-11-1941). +

Government grants increased Rates of Dearness Allowance from 1-11-1941 for Railway Workers.

On 1 and 4-11-1941, the Railway Board met a delegation from the All-India Railwaymen's Federation led by Mr. Jammadas Mehta to discuss, in view of the continued rise in the cost of living, the question of enhancing the present dearness allowance which was granted to railway servants of the State-managed railways in March, 1941, with retrospective effect from September, 1940. (Vide pages 56 to 58 of our March 1941 report).

At both these meetings the submissions of organised labour were very fully discussed. The Railway Board was unable to accept in their entirety the contentions put forward by the Federation, but as a result of detailed discussion, agreement was reached by both parties as to the extent of the modifications which should be made in the present rules with effect from 1-11-1941. These modifications have since received the sanction of the Government and are as follows:-

Whereas those employees at present working in Bombay and Calcutta, including suburbs, receive Rs. 3 a month, if their pay is Rs. 60, or below, they are ~~now to~~ receive Rs. 4-8 per month, if their pay is Rs. 70 or below. Those in towns of 100,000 inhabitants who at present receive Rs. 2-8 a month if their pay is Rs. 50 or below are now to receive Rs. 3-12-0 if their pay is Rs. 60 or below, and the revised allowance will apply to such towns appearing in the 1941 census. In other areas, those who at present receive Rs. 2 if their pay is Rs. 30 or below will now receive Rs. 3 if their pay is Rs. 35 or below. In addition, the large railway workshops at Kanchrapara, Jamalpur and Kharagpur will be given the same rates as apply for towns with 100,000 inhabitants; and these will also apply to certain areas in the environs of Calcutta and Bombay contiguous to those where the highest rate of allowance applies.

As in the case of the original scale of allowances, the present scale will remain dependent on the railways' financial position and will be subject to revision in the light of any data which may become available from the investigation now being undertaken by the Government with a view to the compilation of more reliable cost of living index figures.

(The Hindustan Times, 8-11-1941). +

Joint Conference of Chairmen of National Service Labour  
Tribunals and Regional Inspectors of Technical Training.

On 24-11-1941, Sir Firoz Khan, Labour Member, Government of India, opened at New Delhi a joint conference of Chairmen of National Service Labour Tribunals and Regional Inspectors of Technical Training which met to review the progress of technical training in the country and devise ways and means to accelerate the training scheme.

Sir Firoz Khan Noon's Address:-

Number of Trainees.- In addressing the Conference, Sir Firoz Khan recalled that the technical training scheme initiated owing to war-needs was started in June 1940 with the aim at that time to run 16 centres and train about 3,000 men; today there were 287 centres and about 18,200 seats ready for trainees. The aim is to train about 48,000 men by the end of March 1943, and for this purpose it is estimated that there should be at least 25,000 seats for trainees at different centres. There are already under training about 12,000 men.

Demand for Instructors.- The total demand for instructors is 1,650 and another 50 more is required at once. Of the hundred instructors which we recruited from England, 61 have already arrived and the rest of them ought to be here in about six weeks' time. These instructors will not be doing actual teaching work. They will be supervisor-instructors but they are going to be a very valuable addition to the teaching staff. Sir Firoz Khan also referred to the Bevin scheme of training selected Indian personnel in Britain and that this scheme will be of great benefit to India.

Future Tasks.- As regards present requirements and future plans, the Labour Member pointed out that there are now 12 regional inspectors, but that more are needed. The system of recruitment needs simplification so as to enable larger number of trainees to join it, and to keep a steady flow of candidates; at present candidates are not coming forward in such large numbers as required.

The business proceedings of the Conference were not open to the press.

(The Statesman, 25-11-1941.)

War Supply and Production

Jail Industries and War Effort in Hyderabad State.

Hyderabad jails have joined in the general war effort of the State, their special contribution being the tailoring of uniforms for the Indian Army. Altogether 456 convicts are engaged in this work and till 11-10-1941 they had tailored 221,296 garments. 100 power machines have been installed, as also a button-holing machine. As there were very few of the convicts trained in tailoring, tailoring classes were started in the jails. There are two shifts and work goes on night and day.

(November 1941 issue of the Hyderabad Information,  
Hyderabad).+

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Increasing Textile Production Concessions to Mills.

The Central Board of Revenue, Government of India, has issued instructions that, in the case of textile mills, the cost of alterations to plant or machinery - required with a view to fulfilling orders placed by the Supply Department - will be allowed as a deduction for the purposes of income-tax and excess profits tax in the years in which it is incurred. The cost of re-alteration of plant or machinery to its original form, when these mills have ceased to fulfil supply orders, will also be allowed as a revenue expense. Mills which have already altered their plant or machinery will also be eligible for the concession.

(The Times of India, 17-11-1941.)

Statistical Data re. Textiles:  
Government demand information.

A "demand for information" order under the Defence of India Rules has, it is learnt, been served by the Government of India and the Governments of several Indian States on all important cotton textile mills in India. The mills, according to the order, will have to furnish promptly and accurately all the information about the productive capacity of each of them to the Government of India who are now engaged in the undertaking of a statistical survey of the cotton textile industry in the country with a view to eliciting data about the actual and potential productive capacity of ~~every~~ <sup>each</sup> individual mill. The information will have to be incorporated in a prescribed form, circulated to the mills along with the order.

(The Times of India, 26-11-1941.)

Meeting War Demand for Textiles:  
Advisory Panel of Textile Manufacturers formed.

An Advisory panel of the cotton textile industry has been formed and is to be associated with the Cotton Textiles Directorate, Bombay. The constitution of the panel is as follows: two representatives from each of the Millowners' Associations of Bombay, Ahmedabad and South India, and two representatives from the Upper India Chamber of Commerce, Cawnpore; one representative from each of the Millowners' Associations of Bengal, Baroda and Indore. The membership of the panel is thus 11. The functions of the panel are to advise the Director-General of Supply on matters concerning the cotton textiles industry, with special reference to the demands placed upon the industry in wartime. The panel will be called upon to advise specifically upon the best methods of stimulating production, the allocation of war supply orders to the various units of the industry, and the principles on which prices should be fixed. The panel will be summoned from time to time by the Director-General of Supply.

(The Statesman, 26-11-1941.)

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Social Insurance.

The Bombay Government Provident Funds (Temporary  
Relaxation) Rules. \*

The Bombay Government has gazetted a notification (Notification No. 1575/34 dated 11-11-1941: The Bombay Gazette, Part IV-A, dated 20-11-1941, pages 267 to 268) relaxing, as a war measure, the provisions of the Government Provident Fund Rules on the same lines as the Sind Government's notification summarised at page 50 to 51 of our September 1941 report. \*

Price Control.

Inflation of Wheat Prices in India:  
Likelihood of Control by Government of India. \*

The Government of India recently made an announcement of the ~~minimum~~ level of wheat prices which it would regard as ~~tolerable~~ tolerable, but quotations in the markets of northern India in November 1941 have gone well above this level. According to a press note issued by the Government of India in this connection, it is becoming increasingly clear that the bullish tendency in these markets is largely due to exaggerated ideas as to the extent to which export of wheat for countries in the Middle East will be required.

The note points out that the British Government agreed to conduct its buying operations in India in consultation with the Government of India and has authorised two important announcements. The first is that it proposes to restrict purchases to immediate requirements and not to include provision for the replenishment of reserve stocks in the countries of destination and the second that India is not the only source of supply that is being tapped.

Should Indian wheat prices continue to go up, the note says that the Government of India may appoint a Wheat Commission to arrange for the acquisition of wheat with a view to supplying at reasonable prices such amounts as can be spared for export and, if necessary, of the amounts required by the internal market. If these steps have to be taken and if compulsory measures become necessary, stockholders who have bought wheat subsequent to the recent announcement of the acceptable maximum price level at higher prices will not be entitled to expect the inclusion of this difference in the amount payable to them.

(Times of India, 22-11-1941.) \*



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List of the more important publications received in this Office  
during November, 1941.

Conditions of Work.-

- (1) Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1940. Superintendent, Government Press, Cuttack, Orissa. 1941. Price Re.0-15-6.
- (2) "Recommendations on Labour Matters". Millowners' Association, Bombay, July 1941.
- (3) Annual Report on the working of the Payment of Wages Act in the United Provinces for the year 1940. Allahabad: Supdt., Government Printing and Stationery, U.P. 1941. Price Re. 0-6-0.
- (4) Report of the Bihar Labour Enquiry Committee. Vol. III:  
Part A - Replies to the questionnaire by the officials.  
Part B - Replies to the Questionnaire issued by the Bihar Labour Enquiry Committee by Employers and their Associations:-

Book 1 - Metallurgical.

Book 2 - Engineering.

Book 3 - Mines and quarries, (a) Coal; (b) Ores and Quarries and Mica.

Book 4 - Sugar, Cement, Textile, Shellac and Miscellaneous.

Part C - Replies to the Questionnaire issued by the Bihar Labour Enquiry Committee by Employees and their organisations.

Superintendent, Govt. Printing, Bihar, Patna. 1941. Price Rs.4-3-0.

- (5) Annual Report on the working of the Factories Act in the United Provinces for the year 1941. Allahabad: Superintendent, Printing and Stationery, U.P., 1941.
- (6) Report of the Bidi Industry Committee appointed to examine the conditions of work in the Bidi Industry and Investigate complaints in regard to the application of the Unregulated Factories Act and Payment of Wages Act to Bidi and Lac Factories in the Central Provinces and Berar. Nagpur: Government Printing, C.P. and Berar. 1941.
- (7) Report on the working of the Factories Act in Assam for the year 1940. Shillong: Printed at Assam Government Press. 1941. Price Re.1-5-0 or 2s.
- (8) Administration Report of the Controller of Labour for 1940. (F. C. Gimson, Esq., C.C.S.) November 1941. Printed at the Ceylon Government Press, Colombo. price 50 cents. 1941.
- (9) Annual Report on the Administration of the Factories Act, 1934 (XXV of 1934) in the Central Provinces and Berar for the year ending the 31st December, 1940. Nagpur: Government Printing, C.P. and Berar. 1941. Price Annas 2.

Economic Conditions.-

- (1) Report on the Maritime Trade of Orissa for the year 1940-41. Superintendent, Government Press, ~~TUNE~~ Cuttack, Orissa. 1941. Price ~~Rs.1/12/-~~  
Rs.1/12/-.

- (2) Department of Development (Industries) Orissa. Annual Report for the year 1939-40. Superintendent, Government Press, Orissa, Cuttack. 1941. Price Annas 11/6.
- (3) Bulletin No. 1 - Thirty-seventh issue. Department of Statistics. Statistical Abstract of the Baroda State from 1930-31 to 1939-40. Baroda: Printed at the Baroda State Press. 1941. Price Re.1-13-0.
- (4) Recent Developments in Monetary Theory and Practice. Sir Kikabhai Premchand Readership Lectures, 1940-41, by P.C. Basu, M.A., Ph.D., LL.D., University of Delhi, Delhi. 1941.

Social Insurance.-

Printed letter No. 3570-Com. dated 22-9-1941 from the Secretary to the Government of Orissa, Law, Commerce and Labour Department, Cuttack, to the Secretary to the Government of India, Department of Labour, embodying Statistical Returns under the Workmen's Compensation Act, 1923, for the year 1940.

Migration.-

- (1) Annual Report on the working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September, 1940. Shillong: Printed at the Assam Government Press. 1941. Price Annas 10 or 11d.
- (2) Memorandum of the Ceylon Indian Congress on the Joint Report of the Delegations from India and Ceylon. October 25th, 1941. (roneoed).
- (3) Review of important events relating to or affecting Indians in different parts of the British Empire during the year 1940-41. *Department of Indian Affairs Overseas, Government of India.*

Co-operation.-

Report on the working of the Co-operative Societies in the Baroda State for the year 1939-40. Baroda State Press, 1941. Price Re.1-4-0.

Organisation, Congress, etc.

Proceedings of the Madras Chamber of Commerce. January-December, 1940. Printed at the Diocesan Press, 1941.

Social Conditions.-

Census of India, 1941. Vol. XVII, Baroda - Some Results of the Census of 1941 with Tables and Subsidiary Tables by Satya Vrata Mukerjee. Baroda State Press. 1941. Price Rs.6/-.

Public Health.-

Public Health and Vaccination Reports of the North-West Frontier Province for the year 1940. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1941. Price Rs. 4-11-0 or £.0-7-0.

Miscellaneous.-

Catalogue of Books and Publications of the Assam Government Book Depot, corrected up to 30th June, 1941. II. Shillong: Printed at the Assam Government Press. 1941.