

C 1903/132

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

-----  
Report for November 1939.

<u>Contents</u>	<u>Pages</u>
<b>1. <u>Ratifications.-</u></b>	
Draft Convention and Recommendations re. Safety Provisions (Building); Indian Chamber of Commerce, Calcutta, supports Principle of the Convention.	1
<b>2. <u>National Labour Legislation.-</u></b>	
<u>Government of India:</u>	
(a) Draft Amendments to Indian Coal Mines Regulations, 1926.	2
(b) Draft Amendments to Coal Mines Rescue Rules, 1939.	2
<u>Bengal:</u>	
✓ Bengal Maternity Benefit Act to come into force on 1-1-1940	2
<u>Bombay:</u>	
The Bombay Shops and Establishments Act, 1939 (Act XXIV of 1939).	2
<u>Central Provinces and Berar:</u>	
Amendment to C.P. and Berar Payment of Wages Rules, 1936.	3
<u>Punjab:</u>	
Punjab Minimum Wage Bill; Leave for introduction refused.	3
<u>Mysore:</u>	
Draft Rules re. Hazardous Occupations.	4
<b>3. <u>Social and Economic Conditions in War-Time.-</u></b>	
(a) <u>Hours of Work:</u>	
Exemptions from the Factories Act in Bengal, Bihar, Bombay, Central Provinces, Madras and N.W.F.P.	5-7
(b) <u>Wages:</u>	
(i) Increased Wages for Bengal Jute Workers.	7
(ii) Increased Wages for Indian Seamen.	7
(4) <u>Conditions of Labour.-</u>	
(a) Action taken on Whitley Commission's Recommendations in 1938.	8-9
(b) Unsatisfactory Conditions of work in Handloom Factories in Shelapur: Interpellations in Bombay Assembly.	9

	<u>Pages</u>
(c) Charges for Police Assistance to Factories during Strikes; Employers' Protest to Bihar Government.	10
(d) Need for Appointment of Medical Referees in Workmen's Compensation Cases; Bengal Chamber of Commerce Suggests Amendment of Act.	10-11
(e) Profit Sharing Bonus in Tata Iron & Steel Company; Bonus of 3½ Months' Pay for 1938-39	11
(f) Industrial Relations in Punjab; Government contemplating Appointment of Labour Officer.	11
(g) Proposal for Institute of Industrial Fatigue and Psychology for India; Bengal Chamber of Commerce opposes Scheme.	12
(h) Conditions of Service of Motor Drivers employed by Mercantile Firms in Bengal; Bengal Chamber declares Uniformity Impossible.	12-13
(i) Abolition of Forced Labour in Samthar State.	13
(j) Provident Fund Benefits for Inferior Railway Employees; Request turned down by Railway Board.	13-14
<b>(5) <u>Enforcement of Conventions.-</u></b>	
(a) Factory Administration in C.P., 1938.	15
(b) Factory Administration in Orissa, 1938.	15-16
(c) Working of the Regulations excluding Women from Underground Work in Mines.	16
(d) <del>Efficiency of Factory Inspection in Bihar; Interpellations in Legislative Assembly.</del>	<del>17-18</del>
(e) <i>Factory Administration in Punjab, 1938</i>	17-18
<b>(6) <u>Workers' Organisations.-</u></b>	
(a) "Recognition" of M. & S.M. Railway Employees' Union; Terms of Recognition.	19-21
(b) The Hindustan Mazdur Sevak Sangh; A New Gandhian Labour Organisation.	21-22
(c) Half-yearly Meeting of A.I.R. Federation with Railway Board, New Delhi, 30-11-1939.	22-23
<b>(7) <u>Economic Conditions.-</u></b>	
(a) Trade of India in 1938-39.	24-25
(b) Cotton Textile Mills Industry in India during 1938-39.	26-27
(c) 11th Session of Indian Industries Conference (Bangalore, 15 and 16-12-1939).	27
(d) Burma State Aid to Industries Act, 1939 (Act XXIII of 1939).	28
(e) Industrial Planning for the Panjab; Professor K.T. Shah to draw up Scheme.	28
(f) Industrial Survey of N.W.F. Province; Report to be ready in 1940.	28
<b>(8) <u>Employment and Unemployment.-</u></b>	
(a) Middle Class Unemployment in India; Review of State Action.	29-31
(b) Scheme of Commissioner of Labour, Bombay, to establish Employment Exchanges; Millowners' Association, Bombay, Opposes Move.	31-32

	<u>Pages</u>
(9) <u>Social Conditions.</u> - The Punjab Anti-Jewry Bill, 1939.	33
(10) <u>Social Insurance.</u> - Co-operative Insurance Scheme for Bombay Workers: Millowners' Association, Bombay, opposes Scheme.	34-35
(11) <u>Public Health.</u> - Malaria in Bombay Mill Areas: Measures to control Incidence taken by Millowners' Association.	36
(12) <u>Maritime Affairs.</u> - Indian Sailors demand Increased Pay Owing to War Risks; Terms of Settlement.	37-39
(13) <u>Migration.</u> - (a) Indians in Malaya, 1938: Report of the Agent of the Government of India. (b) Enquiry Committee into Labour Conditions in Rangoon and Barmese Oil-fields: Terms of Reference to Committees.	40-42 43-44
(14) <u>General.</u> - Labour Conference of Provincial Governments; Date fixed for 28-1-1940.	45
(15) <u>List of more important publications received in this Office during November 1939.</u>	46-47

/

Ratifications.

Draft Convention and Recommendations re. Safety  
Provisions (Building): Indian Chamber of  
Commerce, Calcutta, supports Prin-  
ciple of the Convention. ✓

On 6-6-1938 the Government of India sent a circular letter to the Provincial Governments to ascertain the views of the interests concerned on the action to be taken on the Draft Convention and Recommendations re. safety provisions (building). The Government of India had pointed out that the Draft Convention and the alternative Recommendation concerning safety provisions in the building industry could be implemented only by legislation, but as regards the two recommendations concerning, respectively, co-operation in accident prevention and vocational education, the Central Government expressed the view that the Provincial Government were competent to take suitable action to implement them. The main question suggested for consideration was whether the extent and character of the hazards involved called for any action, legislative or executive, and whether it was possible to eliminate or reduce risk in construction in the manner proposed in the Draft Convention and Recommendations.

View of Indian Chamber of Commerce, Calcutta. The Committee of the Indian Chamber of Commerce, Calcutta, expressing its views, stated that regulations providing for safety measures in the building industry where large buildings and buildings of more than one storey were concerned, were desirable both on humanitarian and economic grounds. According to the Committee, however, it would be difficult to frame comprehensive regulations which would apply to all building activities without making it too vague to be of much practical use. The Committee further pointed out that any regulations would necessitate a large body of inspectors to enforce them. The Committee, therefore, believed that the Recommendations of the International Labour Conference on this subject though beneficial to workers would be difficult of enforcement in India. In the opinion of the Committee, the best way of minimising the possibility of accidents in building constructions was to place in charge of work of any magnitude an experienced and properly qualified Engineer whose business, amongst other things, should be to see that reasonable precautions against accidents were observed.

(Summarised from the Annual Report for  
1938 of the Committee of the Indian  
Chamber of Commerce, Calcutta.) ✓

2

National Labour Legislation.

Attention is directed to the following:-

Government of India:

Draft Amendments to Indian Coal Mines Regulations, 1926.

The Government of India proposes the adoption of two amendments to the Indian Coal Regulations, 1926; the first amendment has for its object the ensurance of greater safety in Indian mines and the second is necessitated by the exclusion of women from underground work in mines.

(Notifications No. 955 dated 26-10-1939, and No. M.1055 (1) and (2) dated 2-11-1939; The Gazette of India, Part I, dated 4-11-1939, pages 1826 to 1828.)

Government of India:

Draft Amendments to Coal Mines Rescue Rules, 1939.

The proposed amendments to the Coal Mines Rescue Rules, 1939, relate to imposition of <sup>an</sup> excise duty on collieries and to the maintenance and location of rescue stations.

(Notification Nos. M.955 (1) and (2) dated 22-11-1939; The Gazette of India, Part I, dated 25-11-1939, page 1913).

Bengal:

Bengal Maternity Benefit Act to come into force on 1-1-1940.

The Government has notified that the Bengal Maternity Benefit Act, 1939, will come into force on 1-1-1940, and that the Act has been extended to Darjeeling district and to the partially excluded areas of the Mymensingh district.

(Notification Nos. 3248 - Com and 3249 - Com dated 30-10-1939; The Calcutta Gazette, Part I, dated 2-11-1939, page 2784.)

Bombay:

The Bombay Shops and Establishments Act, 1939 (Act XXIV of 1939).

The Bombay Shops and Establishments Bill was passed by the local Legislative Assembly and Legislative Council on 28 and 30-10-1939 respectively. The Act received the assent of the Governor of Bombay

on 1-11-1939 and is now gazetted.

(The Bombay Government Gazette, Part IV,  
dated 2-11-1939, pages 623 to 638.)

Central Provinces and Berar. -

Amendment to C.P. and Berar Payment of Wages Rules, 1936.

The amendment relates to the form for the annual return relating to deductions from wages prescribed in the C.P. and Berar Payment of Wages Rules, 1936.

(Notifications Nos. 5140 and ~~5141~~ 5141-964-VII dated 21-11-1939; The C.P. and Berar Gazette, Part III dated 24-11-1939, page 1612).

Punjab. -

Punjab Minimum Wage Bill;  
Leave for introduction refused.

On 23-11-1939, Chaudhari Kartar Singh, moved in the Punjab Legislative Assembly that leave be granted to introduce the Fixation of Minimum Rates of Wages Bill, 1939 (non-official measure); leave was refused.

In pressing his motion, Chaudhri Kartar Singh said that the low standard of wages prevailing in the Punjab stood in the way of the well-being and health of the working classes. It was the duty of the State to guarantee a minimum living wage to the workers who produced its wealth.

Sir Chota Ram, Development Minister, objected to the introduction of the Bill. He said that while he had great sympathy with the poor and labouring classes, if wages were fixed by law, many industrial concerns that they now saw in the Punjab might be stopped, and if their industries were stopped, the neighbouring provinces would be benefited. Such a measure, he thought, should be an all-India measure.

The motion being put to the House was declared lost. 38 voted for and 70 against the motion.

(The Tribune, 25-11-1939.) -

Mysore.-

Draft Rules re. Hazardous Occupations.

According to an Associated Press message from Bangalore, the Government of Mysore has published in the issue dated 12-11-1939 of the Mysore Gazette certain draft rules under the State Factories Act regarding hazardous operations, and inviting suggestions and objections. The proposed rules declare the carrying or lifting of articles by women in any factory, and also bleaching and dyeing in any textile factory, as hazardous occupations. The Rules prohibit any woman worker from carrying or lifting by herself articles weighing more than a third of her weight, or 50 lbs. whichever is less.

(The Hindustan Times dated 19-11-1939):

Social and Economic Conditions in War-Time. ✓Hours of Work -Bengal. -

1. A Notification of the local Government exempts certain munition factories from the operation of sections 34 (Weekly hours), 35 (weekly holiday) and 36 (daily hours) of the Factories Act during the period of public emergency arising out of the war.

(Notification No. 3282 Com. dated 1-11-1939; The Calcutta Gazette, Part I, dated 9-11-1939, page 2819).

2. A Notification of the local Government exempts all jute mills in the Bengal Province from the operation of Section 34 of the Factories Act during the period of the emergency arising out of the war.

(Notification No. 3297, Com. dated 2-11-1939; The Calcutta Gazette Extra-ordinary, dated 2-11-1939, page 261).

3. A Notification of the local Government exempts all jute mills in Bengal from the operation of sections 36 and 45 (restrictions on the employment of women) of the Factories Act during the period of the emergency arising out of the war.

(Notification No. 3346 Com. dated 7-11-39; The Calcutta Gazette Extraordinary, dated 8-11-1939, page 263).

4. A Notification of the local Government permits all jute mills in the Bengal Province so to arrange the periods of work of adult workers that, along with the intervals for rest, such periods of work do not spread over more than 13½ hours on any one day.

(Notification No. 3354 Com. dated 7-11-1939; The Calcutta Gazette, Part I, dated 9-11-1939, page 2819).

Bihar. -

A Notification of the local Government exempts all jute mills in the province during the period of ~~the~~ the war emergency from the operation of Section 34 of the Factories Act.

(Notification No. 1861-IF-72 Com. dated 15-11-1939; The Bihar Gazette Extraordinary dated 16-11-1939).

Bombay.-

1. The Bombay Government has issued a Notification on 6-11-1939 exempting until further notice from the operation of Sections 34, 35 and 36 of the Factories Act certain factories in the Province which are concerned with the production and supply of war materials.

(Notification No. W.26 dated 6-11-1939;  
The Bombay Government Gazette, Part  
IV-A., dated 9-11-1939, page 2040).

2. A Notification of the local Government proposes to exempt workers in glycerine factories in Bombay Province from the operation of sections 35, 36 and 37 (intervals for rest) of the Factories Act for a period ~~next~~ of two months, subject to the provisions that workers shall be engaged only on 8-hour shifts and that a day of rest should be given at least once in 14 days.

(Notification No. S.129 dated 8-11-1939;  
The Bombay Government Gazette, Part  
IV-A, dated 16-11-1939, pages 2058 to  
2059).

Central Provinces:

A Notification of the local Government exempts during the emergency created by the war a factory and workshop in Jubbulpur engaged in production of war materials from the operation of sections 34, 35 and 36 of the Factories Act.

(Notification No. 4939-2435-VII dated  
4-11-1939; The C.P. and Berar Gazette,  
Part I, dated 10-11-1939, p.992).

Madras.-

1. A Notification of the local Government exempts all jute mills in the Madras Province from the provisions of section 34 of the Factories Act so as to enable them to allow operatives to work 60 hours a week; for hours in excess of the weekly ~~limit~~ of 54, the workers are to get over-time allowance. This exemption is to last as long as the present war emergency continues.

(Notification No.873 dated 1-11-1939;  
G.O. Ms. No.2675, Development; Fort  
St. George Gazette, Part I, dated  
7-11-1939, page 1457.)

Madras. -

2. A Notification of the local Government exempts all jute mills in the Province from the operation of sections 36 and 45 of the Factories Act during the period of public emergency arising out of the war. It is, however, stipulated that no adult worker should be allowed to work for more than 11 hours in any one day.

(Notification No. 889 dated 13-11-1939; G.O. Ms. No.2763, Development; Fort St. George Gazette, Part I, dated 14-11-1939, page 1478).

N.W.F.P. -

A Notification of the local Government exempts <sup>an</sup> ~~all~~ Ordnance Depot and all Military Engineering Services establishments in the Province from the operation of sections 34, 35 and 36 of the Factories Act till further orders, subject to the condition that overtime work should be paid for at the rate prescribed in section 47 of the Factories Act.

(The Tribune dated 4-11-1939).

W A G E S

Increased Wages for Bengal Jute Workers.

Reference was made at page 19 of our October 1939 report to the decision of the Indian Jute Mills Association to increase the working hours of jute mills in Bengal from 45 to 54 per week in order to cope with the enhanced war requirements of sand bags. This extension proving insufficient, the Government of Bengal has now exempted all jute mills from the operation of the hours of employment provisions of the Factories Act (vide page 5 of this report). To compensate jute workers for the increased hours of work, the Committee of the Indian Jute Mills Association decided on 15-11-1939 to increase their wages by 10 per cent. with effect from 6-11-1939.

(The Amrita Bazar Patrika dated 16-11-1939). ✓

Increased Wages for Indian Seamen.

Consequent on the outbreak of war and the increased risks occasioned thereby, Indian seamen claimed increased wages; through the mediation of the Hon'ble Mr. H. S. Suhrawardy, Minister for Labour, Government of Bengal, a settlement, whereby the seamen's claims have been partially met, has been reached on 26-11-1939 with the Indian Seamen's & Federation, Calcutta. (For further details see pages 37-39 (Section - Maritime Affairs) of this report).

8

Conditions of Labour.

Action taken on Whitley Commission's  
Recommendations in 1938.\* ✓

The Government of India has recently published a Report showing the action taken or remarks made by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India during 1938, a brief summary of which is given below:

Central Legislation.- As regards recommendations requiring Central Legislation, a Bill prohibiting the employment of children below 15 in ports was adopted.

Conciliation Machinery for Railways.- The Joint Machinery recommended by the Royal Commission for the settlement of disputes on Railways was considered by the Government of India unduly elaborate and was found unsuitable for adoption. In its place, the Government of India decided, as an experimental measure, to appoint a Special Conciliation Officer and to set up an Industrial Advisory Board for the prevention of disputes on Railways.

Health and Welfare Problems.- Continued attention was paid by the Provincial Governments to the health and welfare of the industrial worker. In Orissa, where in different parts the Bihar and Orissa, Madras and the Central Provinces Acts are in operation, the existing law is being unified and a consolidated bill has been prepared for introduction in the Provincial Legislature. In the United Provinces the amendment of the Adulteration of Foods and Drugs Act is under consideration. A Maternity Benefit Act has also been passed in the United Provinces, whilst in Bengal a bill on the same subject, which was introduced in the Provincial Legislative Assembly, was referred to a Select Committee. (The Bill was passed in April 1939.) Maternity and female wards have been constructed at Silchar, Karimganj, Sunarganj, Tazpur, Mangaldai and Goalpara in Assam.

Housing.- Steps were also taken for improvement of housing conditions. In Bombay, a Bill further to amend the Bombay Town Planning Act so as to open up congested and insanitary areas more freely than hitherto, was introduced and referred to a Select Committee. The Select Committee reported during the year.

---

\* Government of India, Department of Labour. Report showing the further action taken or remarks made by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India. 1938. Published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, New Delhi. 1939. Price annas 5 or 6d. *M-8.*

The question of modernising housing legislation relating to the clearance and improvement of slum areas and the introduction of housing schemes for the poorer classes with financial assistance from the State or from local bodies and model bye-laws of housing from the health point of view were also being considered.

Hours of Work of Motor Drivers: One of the recommendations of the Royal Commission was that, in granting licences for motor buses, the authorities should consider whether in particular cases a limitation on hours is required, and if so, how it could be enforced. On this recommendation, the Madras Government restricted by rules the hours of work of drivers of transport vehicles. The Central Traffic Board has also issued instructions in the matter to District Road Traffic Boards.

Labour and the Franchise: To enable the industrial population to exercise adequate influence over the policy of the local Municipal Committee, it has been proposed in Ajmer-Merwara to extend the franchise by lowering considerably the qualifications of voters.

(A copy of the Report reviewed above was sent to Geneva with this Office's minute D.1/1800/39 dated 21-11-1939.) ✓

Unsatisfactory Conditions of work in Handloom Factories in Sholapur: Interpellations in Bombay Assembly. ✓

Interesting details regarding conditions of work in the handloom factories in Sholapur were elicited by means of interpellations in the Bombay Legislative Assembly on 25-8-1939. It was brought out that conditions in the handloom factories were reported by the Chief Inspector of Factories, Bombay, as very unsatisfactory, that the chapter of the Factories Act relating to sanitation is not applied to these factories, and that the Government is taking steps to make the Sholapur Municipality initiate suitable action in the matter.

(Pages 855 to 858 of the Bombay Legislative Assembly Debates of 25-8-1939: Volume 6, Part 11.) ✓

Charges for Police Assistance to Factories during Strikes:  
Employers' Protest to Bihar Government.

Several managements of mines in Bihar have, through the Indian Mining Association, Calcutta, protested to the Bihar Government against its demand under section 14 of the Police Act for payment of sums representing the cost of additional police forces deputed for duty in the neighbourhood of their collieries during labour strikes.

In doing so, the Committee of the Association points out that section 14 is part of the Police Act of 1961 which was passed at a time when the country was much less industrialised than at present and when regular police forces were considerably smaller than they are now. At that time labour agitators were practically non-existent and ~~any~~ labour disputes which may have then occurred had a direct relation to employment conditions which were within the power of the employer to rectify. Circumstances today have changed out of all recognition and labour strikes have generally gone beyond the control of employers and, in several cases, <sup>are decided</sup> even against the wishes of the majority of the labour force. Under such conditions, it is the duty of the Government ~~of~~ to maintain law and order in industrial areas at the expense of the Province and not of particular units of industry. Section 14 of the Police Act is, therefore, quite unsuited to present day conditions and should be repealed.

(Summarised from the Proceedings of the Committee meeting of the Indian Mining Association, Calcutta, held on 21-9-1939.) ✓

Need for Appointment of Medical Referees in Workmen's Compensation Cases: Bengal Chamber of Commerce Suggests Amendment of Act. ✓

At the instance of the Calcutta Accident Insurance Association, the Bengal Chamber of Commerce, it is understood, recently addressed to the Bengal Government a letter in which the Chamber drew the Government's attention to the fact that, owing to the steady increase in the scope of the Workmen's Compensation Act and in the activity of legal practitioners, many cases now arose, particularly before the Commissioner for Workmen's Compensation, Calcutta, in which one or more of the following points were in dispute between the parties:- (1) the duration of temporary disablement; (2) the extent of permanent disablement; (3) whether incapacity, temporary or permanent, was due

11

to personal injury by accident; and (4) whether death was due to accident or to natural causes.

As most of these contested claims involved considerable expenditure on the part of the employer and of the employee in calling medical practitioners to give verbal evidence on the point~~at~~ issue, the Chamber requested the Local Government to recommend to the Government of India that the Workmen's Compensation Act be amended on the lines of the English Act to empower the Commissioner to appoint an official medical referee to whom the parties could present their respective medical data, and whose decision would be binding upon them where the dispute was a matter of medical opinion. The Chamber considered that this procedure would save the parties to the dispute the inconvenience and expense entailed by formal proceedings in the Court, and thus be of advantage to all concerned, including the Commissioner for Workmen's Compensation.

(Summarised from the Proceedings of the Committee Meeting of the Indian Mining Association held on 21-9-1939). ✓

Profit Sharing Bonus in Tata Iron & Steel Company:

Bonus of 3½ Months' Pay for 1938-39.

The Management of the Tata Iron and Steel Co., Ltd., Jamshedpur, has announced its decision to give to all its employees, who have worked throughout 1938-39 a bonus of 3½ months' pay. In the same announcement, opportunity has<sup>so</sup> been taken to suggest the desirability of each employee putting his bonus amount to the best use. Those in debt are advised to clear off their liabilities and others have been advised to save a major part of the amount. For the latter purpose, facilities are already provided through the Tisco Co-operative Societies, the Post Office Saving Bank and local commercial banks.

(The November 1939 issue of Tiso Review). ✓

Industrial Relations in Punjab: Government contemplating Appointment of Labour Officer.

Apprehending that the increasing organisation of labour on trade union lines may lead to misunderstanding and a conflict between capital and labour in the larger industrial areas in the province, the Punjab Government, it is understood, is contemplating the appointment of a labour officer to secure co-ordination and harmony between the two interests.

(The Statesman, dated 13-11-1939).+

Preposal for Institute of Industrial Fatigue and Psychology for India; Bengal Chamber of Commerce opposes Scheme. ✓+

Reference was made at page 7 of our August 1939 report to the proposal of the Bihar Labour Enquiry Committee to set up an Institute of Industrial Fatigue and Psychology for India.

The Committee of the Bengal Chamber of Commerce, in expressing its views on the subject, stated that it could not support the proposal at present. In its view there were many more practical and useful amenities which had still to be provided in the industrial <sup>and</sup> labour fields in this country before funds could be devoted to questions such as industrial fatigue and psychology. It was also pointed out that many industrial concerns in India, profiting by the researches undertaken elsewhere, were applying modern methods in their organisations and in their treatment of labour. The Committee suggested that at this stage the matter should be left to individual enterprise.

It is understood that the Associated Chambers of Commerce and Industry in India has adopted a substantially similar attitude.

(Summarised from the Abstract of Proceedings of the Committee of Bengal Chamber of Commerce during July, August and September, 1939). ✓+

Conditions of Service of Motor Drivers employed by Mercantile Firms in Bengal; Bengal Chamber declares Uniformity Impossible. ✓+

References were made at pages 13 to 14 of our June 1939 report to the demand of the Bengal Chauffeurs' Union for effecting uniformity in the service conditions of motor drivers employed by mercantile firms and to the undertaking given by the Labour Commissioner, Bengal, to explore the possibilities of effecting such uniformity. In pursuance of this undertaking the Labour Commissioner recently approached the various Chambers of Commerce and individual firms for an expression of their views on the subject.

The Bengal Chamber of Commerce, in expressing its views, stated that having regard to the differing conditions of work, the varying requirements of individual firms and their existing staff arrangements, the length of service and standards of efficiency of individual drivers, any direct

attempt at the present time to bring about a greater degree of uniformity than now exists would be unsuccessful and would merely react to the detriment of those appointed when the level of wages and other benefits were higher than it is today.

(Summarised from the Abstract of Proceedings of the Committee of the Bengal Chamber of Commerce during July, August, and September, 1939). ✓

Abolition of Forced Labour in Samthar State. ✓

The Raja of Samthar State has announced at the Dussera Darbar held in October 1939 a series of reforms in the administration of the State; the more important among them are: (1) the abolition of forced labour, persons accused of exacting such labour becoming liable to judicial punishment; (2) the employment of State subjects only in State service; and (3) offer of facilities for starting industrial factories in the State.

(The Leader, 4-11-1939).

The Samthar State is in Central India and has an area of 178 square miles; the population of the state is 33,000. ✓ +

Provident Fund Benefits for Inferior Railway Employees:  
Request turned down by Railway Board. +

At a special convention of the All India Railwaymen's Federation held at Lahore on 29-11-39 under the presidentship of Mr. Jammadas Mehta, President of the Federation, resolutions were adopted, among others, demanding: (a) ~~that~~ the extension of Provident Fund privileges to inferior Railway servants, (b) that due to the rise in prices of commodities as a result of the war, a War Allowance of at least 25 per cent be given to the workmen who were already poorly paid, (c) that the differential treatment accorded to Indian employees as against the Angle-Indians for whom the minimum pay per month had been fixed at Rs. 55 should be stopped and that the same scale of pay should be sanctioned for Indian employees, <sup>and</sup> (d) ~~and~~ that coolies, semi-skilled and skilled workers, firemen, shunters, cleaners and gangmen should be brought on the monthly rated <sup>pay</sup> list from the daily rated pay list. .

No Extension of Provident Fund.- The extension of Provident Fund benefits to inferior railway servants would affect about 500,000 railway workers and entail an additional expenditure of Rs. 7.5 millions. It is understood that the Railway Board has turned down the request on financial grounds.

Dealing with the plea of lack of funds, Mr. Jammadas Mehta points out, if the Niemeyer Award, under which the Central Government had to give subsidies to the Provinces from the income-tax fund, was carried out, the present practice of utilising the annual railway surplus approximating to Rs. 20 millions for these subsidies could have been obviated and funds released for the extension of Provident Fund benefits to 500,000 poorly paid railway employees.

(The Tribune dated 2-12-39). ✓

15

Enforcement of Conventions.

Factory Administration in C.P., 1938\* ✓

Statistics of Factories and Workers.- According to the annual report on the administration during 1938 of the Factories Act in the Central Provinces and Berar, the total number of factories coming within the purview of the Act rose from 1,058 in 1937 to 1,085 during the year under review. The number of factories actually at work was 737 as against 767 in 1937. Of these, 221 were perennial and 516 seasonal. The number of workers employed increased from an average daily figure of 60,751 to 61,272 owing to improved conditions in the textile industry. Of these, 41,631 were men, 19,641 women, 515 adolescents and 187 children.

Inspections.- The number of factories inspected was 729 (219 perennial and 510 seasonal) as against 767 in 1937. 301 factories were inspected once, 220 twice, 126 thrice and 82 more than thrice. The total number of inspections was 1,562 as against 1,444 in 1937. Departmental inspections were responsible for 1,285 inspections and District Magistrates and Additional Inspectors for 277.

Prosecutions.- 90 cases were instituted during the year under review against occupiers and managers of 45 factories, as against 45 cases in 1937. Of the 90 cases, 31 resulted in conviction with fines ranging from Rs. 10 to Rs. 100. In two cases papers were filed for want of proper evidence. 56 cases were pending in courts. ✓

Factory Administration in Orissa, 1938\*<sup>1</sup> ✓

Statistics of Factories and Workmen.- According to the annual report on the working of the Factories Act in Orissa during 1938, the number of factories on the register at the beginning of the year was 79. 7 factories were registered while no factory was removed from the register. The number of factories at the end of the year was 86. Of these 80 factories (77 perennial and 3 seasonal) were in commission.

The number of workers employed in factories during the year was 4,545 as against 4,122 in the previous year. The increase was

---

\* Annual Report on the administration of the Factories Act, 1934 (XXV of 1934) in the Central Provinces & Berar for the year ending the 31st December 1938. Nagpur: Government Printing. C.P and Berar 1939. pp. 1-8-0.

\*1 Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1938 by H.M. Rai, Chief Inspector of Factories, Orissa; Press Officer, Government Press, Orissa, Cuttack, 1939. pp. 26-27 Rs. 8.

principally in the rice milling industry on account of increased employment as well as the new registrations. The number of women workers in factories during the year under report was 1,368 as against 1,403 in the previous year. There were 53 adolescents *and 16 children* ~~working in factories~~ during the year as against 16 and 48 respectively in 1937.

Inspection.- Of the 80 factories which worked during the year under report, 76 were inspected and 4 remained uninspected. The total number of inspections including visits to unregistered factories was 151 as compared to 106 in the previous year. 31 factories were inspected once, 30 twice, 9 thrice and 6 more than three times.

Prosecutions.- 6 factories were prosecuted during the year. There were 18 charges against 11 persons and 32 convictions were obtained. The total fine imposed was Rs. 155 as against Rs. 95 in the previous year. ✓

#### Working of the Regulations excluding Women from Underground Work in Mines. ✓

Women were excluded from underground work in mines in India in 1929, but an exception was made in favour of coal mines in Bengal, Bihar and the Central Provinces and the Salt Mines in the Punjab in which the numbers were to be gradually reduced. Complete exclusion of women in the exempted mines was enforced from October 1, 1937. The first year's review of the situation in mines consequent on the exclusion of women from underground work shows that such exclusion has had little or no effect on output.

Alternative Employment for Excluded Women: Many of the women excluded from underground workings have been found employment on screening plants, on general surface work in coal mines and in quarries. The Government of India made grants to the Governments of Bengal and Bihar towards schemes for the training of about 200 such women for a year in handloom-weaving, basket-making, etc., to enable them to set up cottage industries in their own homes with Government aid.

Increased wages for Workers: As a result of the exclusion of women from underground work in mines, the rates of wages at most of the coal mines in Bengal and Bihar have gone up by about two to three annas per tub of coal.

(Summarised from a Press Note *dated 4-11-39*  
issued by the Principal Information  
Officer, Government of India.) ✓

Efficiency of Factory Inspection in Bihar:

Interpellations in Legislative Assembly. ✓+

17

Attention is directed to pages 1531 to 1532 and 1913 of the Bihar Legislative Assembly Debates of 17 and 27-3-1939 respectively which contain certain interpellations in the Assembly regarding alleged laxity in the proper administration of the Factories Act by Sub-Divisional Officers who have been appointed ex-officio local inspectors of factories. The Government denied that lower standards were tolerated in factories inspected by Sub-Divisional Officers and pointed out that Sub-Divisional Officers were appointed factory inspectors in order to effect economies in expenditure on the factory inspection service. A statement laid on the table, however, showed that, <sup>as</sup> between regular inspectors and Sub-Divisional Officers, the latter initiated an appreciably smaller number of prosecutions. ✓+

Factory Administration in Punjab, 1938.\* ✓+

Statistics of Factories: The total number of factories in the Punjab coming under the Factories Act increased from 862 in 1937 to 887 in 1938. During 1938, 22 factories were removed from the register and 47 factories were added. The number of factories actually working during the year was 780 as against 798 in 1938. 418 of the 780 factories were perennial and 362 seasonal.

Number of Operatives: The total number of operatives employed in factories increased from 69,473 last year to 72,268, giving an increase of 2,795, which is principally due to extended operations in the textile mills and railway workshops. The number of women workers continued to increase; it was 8,594 during the year under review as against 8,288 in the previous year. This increase is stated to be due to their increased employment on cotton cleaning and in the reeling departments of the textile mills. The number of adolescents decreased from 2,146 in 1937 to 2,453, the decrease being due to the comparatively restricted operations of the cotton ginning factories. There was, however, a slight increase in the number of juvenile workers; 792 boys and 43 girls were employed during the year under report as against 690 boys and 34 girls in 1937. This increase is stated to be due to a large number of boys having found employment as half-timers in metal works and in the additional textile mills. The girls chiefly found employment in cotton ginning factories.

---

\* Annual Report on the working of the Factories Act in the Punjab for the year 1938. Lahore: Printed by the Superintendent, Government Printing, Punjab, 1939. Price. Rs. 2-6-0.  
pp. 23 + XXXVI

Inspection Staff: During the year under report the inspection staff was composed of the Chief Inspector of Factories, 4 superintendents of Industries notified as Additional Factory Inspectors, 43 District and Municipal Health Officers, 1 Director and 3 Assistant Directors of Public Health Department and 12 Sub-Divisional Officers and Revenue Assistants.

Inspection: During the year under review the Chief Inspector made 159 inspections, the Superintendent of industries, 311 inspections, Officers of the Public Health Department 244 inspections and Sub-Divisional Officers and Revenue Assistants 11 inspections. The total number of inspections carried out was 725 as compared with 562 in the previous year. 365 factories were inspected once, 120 twice, 23 thrice and 7 more than three times, while 265 factories remained uninspected during the year.

Prosecutions. 148 cases were instituted against the occupiers and managers of 66 factories during the year under report as compared with 249 against 86 factories in the previous year. 137 of these resulted in conviction, in 3 cases the accused could not be traced and the complaints were filed. In 6 cases the accused were acquitted and 2 cases were pending at the end of the year. Convictions were also gained in respect of 19 cases which were pending at the close of the previous year. The decrease in the number of prosecutions is chiefly under the working hours sections of the Act and is partly due to the fact that seasonal factories generally experienced a dull year, as a result of which the over-employment of labour was not resorted to, to the same extent as during 1937 when factories dealing with agricultural produce enjoyed a particularly busy year.

A total amount of Rs. 3,436 was realized in respect of fines in cases disposed of during the year as compared with Rs. 3,923 in 1937. The average amount of fine per case was Rs. 23 in 1938 as against Rs. 18 in 1937 and Rs. 20 in 1936. Fines fitting to the offences were secured in a number of cases by a representative of the <sup>magistrates</sup> appearing in courts and drawing the magistrates' attention to the gravity of the offences. This, however, was not possible in every instance owing to the lack of staff. As a result, there was little uniformity in the amount of fines awarded. Fines ranging from Rs. 5 to Rs. 200 were levied by different magistrates for the same offence.

The Government review of the Factories Report makes the following comments on the results of prosecutions: "Government are not satisfied that the reduction in the number of prosecutions is due entirely to the dull conditions experienced by cotton ginning factories. In many cases where the Chief Inspector administered only a warning, Government would have desired to see the offenders prosecuted. It must be realised that for each case detected there must be many that escape unnoticed. Instructions have now been issued that all cases in which the Chief Inspector proposes to refrain from prosecution should be submitted for the orders of Government with a full statement of reasons. Although fines inflicted by magistrates are not yet quite satisfactory in all cases, there is a welcome tendency to inflict adequate punishment."

"Recognition" of M. & S. M. Railway Employees'  
Union: Terms of Recognition. ✓

The following is a summary of the terms and conditions under which the administration of the Madras and Southern Mahratta Railway has accorded <sup>recognition</sup> to the M. & S. M. Railway Employees' Union, *Madras*.

Objects of the Union: The primary purpose of the Union shall be to maintain and improve the conditions of service and working conditions of its members and protect their interests. It will seek the sympathy and co-operation of the Administration, as far as circumstances permit, in promoting the well-being and contentment of the workers.

The Union, however, shall recognise the obligations of the staff in the following matters:- (i) the faithful, efficient and punctual discharge of their duties to ensure the safety and convenience of the travelling public; (ii) the maintenance of due standards of conduct and discipline; (iii) the eradication of corruption in the service and the observance of courtesy to the public; and (iv) consideration being shown to the interests of not only the persons immediately concerned but also to the community as a whole.

Extent of Recognition: The Railway has accorded a measure of "recognition" to the Union to the extent of three categories of staff which form 80 per cent of the Union's membership and to the right of discussion of individual cases for all members of the Union to the extent that discussion of individual cases is provided for below.

The three categories of staff entitled to recognition by categories are:- (i) shop staff coming under the Factories Act, excluding shed staff; (ii) gangmen, including batterymen and unskilled staff working on the line, and (iii) shed staff, excluding running staff, but including pump engine drivers and T.X.R. staff.

Case of Non-recognised Categories: As regards the remaining categories, although recognition cannot be granted at present, cases of individuals in these categories may be brought to the notice of the Administration in the same way as in the case of individuals in the categories (i), (ii) and (iii) above, i.e., after a responsible committee of the Union has considered them and the President has personally examined the case and has satisfied himself that special circumstances warrant a reference.

As and when the Union membership in the following categories attains a greater degree of representation of the staff employed

in these categories, the Union shall be at liberty to make representations for extension to these categories of the measure of recognition now being accorded to in three categories noted above: (a) drivers, firemen and traffic shunters; (b) miscellaneous artisan staff working on the line including station machinery fitters, power house staff and train lighting staff; (c) guards, brakemen and brake-porters; (d) station masters, assistant station masters, station clerical staff, van clerks, control operators and ticket collectors; (e) subordinate supervisory staff; and (f) office clerks, draftsmen, etc.,

Representation of Grievances: Representations concerning the interests of a class of employees are at present confined to categories of staff already accorded recognition. The Agent and General Manager is also prepared to consider special cases of individuals of all categories, if the Union brings them to his notice after satisfactory investigations.

The matter for representation and discussion should be limited to subjects mutually agreed upon, and as may be added from time to time as agreed to. To begin with, the following subjects are proposed:- (a) salaries, wages, hours of duty and other standard conditions of service; (b) general conditions of employment of the staff and collective grievances; (c) arrangement of working hours and meal times; (d) safety measures and first-aid; (e) holiday arrangements; and (f) improvements in working methods and organisation.

Returns from Union to Administration: The Union shall supply to the Railway annually an audited statement of accounts of the previous year and also a statement showing the number of members in each of the several categories into which the staff has been divided, who have paid full membership subscriptions for the previous year.

The Union shall supply to the M. & S. M. Railway a copy of its Rules and Bye-Laws and shall inform the Railway in writing immediately of any alterations, additions or amendments which it is proposed to submit to the Registrar. Such alterations, additions and amendments shall not be submitted to the Registrar until they have been approved by the Railway.

Unauthorised Strikes: The Administration reserves its freedom to deal with unauthorised strikers, or with the Union in such manner as it may think fit in so far as unauthorised strikes are concerned.

Withdrawal of Recognition: Recognition may be withdrawn on one month's notice from either side.

Facilities for Union Work: The Union's activities shall be conducted so as not to prejudice the business of the Railway or interfere with the duties of Railway Staff. Members of the Union shall not engage in Union activities in the Company's premises nor in the Company's time except to such extent as may be mutually agreed upon. In cases of differences of opinion, the decision of the Administration, taken after conference with Union representatives, shall be accepted by the Union.

Leave, passes and P.T.Os. admissible under the Pass Rules of the Railway to an employee will be allowed to him for attending meetings or conducting the affairs of the Union, at the convenience of the Administration. Special passes and special casual leave will be allowed to members of any delegation called to interview the Agent and General Manager, the leave and passes in the latter case not counting against the annual leave and privilege passes admissible to the employee under the Rules.

(The Labour Times, Madras, November, 1939 issue).

The Hindustan Mazdur Sevak Sangh:  
A New Gandhian Labour Organisation.

In pursuance of a decision of the Gandhi Seva Sangh (for information about the Sangh vide pages 41-42 of our March 1938 report), a new organisation deriving its inspiration from Mahatma Gandhi, having for its object the welfare of workers and the ensurance of harmonious employer - employee relationships, has been recently set up at Ahmedabad with Sardar Vallabbhai Patel as president and Mr. Shankerlal Banker and Mr. Jairandas Daulatram as secretaries. The Sangh has taken up all the activities of the Labour Committee formed at the Deleng session of the Gandhi Seva Sangh, including the conduct of the training class for labour workers at Ahmedabad and the task of guiding the trained labour workers who have started work in different provinces of the country.

Babu Rajendra Prasad (present Congress president), Mr. Gangadharrao Deshpande, Dr. Prafulla Chandra Ghosh, Acharya J. B. Kripalani and Mr. Shankerrao Deo are the members of the Sangh.

A statement defining the objects of the Sangh points out that there is urgent need of making vigorous and continuous efforts to organise the workers in all industrial centres in the country on right lines for the purpose of establishing just industrial relations, eradicating exploitation in any form, securing speedy improvement of their conditions of work and life, and their status in industry and society; and further that it is of the highest importance, in the interest of labour as well as of the peaceful progress of the country, that the principles of truth and non-violence taught by Mahatma Gandhi are stressed and applied to the utmost extent in the activities for organisation of labour, in the day work of trade unions and in the handling of trade disputes.

The functions of the Sangh are:

- a. To assist in the formation of trade unions and in securing their recognition by employers.
- b. To train workers for the work of organisation and administration of trade unions.

- c. To guide trade unions in matters of policy and administration.
- d. To establish welfare activities in industrial centres for the uplift of the working class and development of its internal strength.
- e. To make efforts to get suitable legislative enactments for ameliorating the conditions of workers.
- f. To prepropagate the principles of truth and non-violence in relation to labour movement and spread enlightenment regarding their value and efficacy.

(The National Herald, dated  
20-10-39). ✓

Half-yearly Meeting of A.I.R. Federation with

Railway Board, New Delhi, 30-11-39. ✓

The half-yearly meeting of the All-India Railwaymen's Federation with the Railway Board was held at New Delhi on 30-11-39; the Federation's representatives including, among others, Mr. Jamnadas Mehta, President, and Mr. S. Guruswami, Secretary, of the Federation. Below is given a summary of the discussions at the meeting.

Need for Revision of New Scales of Pay.- The Federation pointed out that ~~the new scales of pay had not been fixed~~ with ~~the~~ consideration to the cost of living, and urged that the matter should be reexamined in consultation with a committee of the Federation. They cited certain instances in which the scales of pay of the inferior staff had been reduced under the revised scales.

The Chief Commissioner stated that in 1931 the pay of a large number of the lower ~~staff~~ paid staff had been increased at a cost of about Rs. 3.3 millions per annum and that inferior servants generally had not been affected by the revised scales of pay introduced in 1934. It was for the Federation to show that the railway rates were not favourable compared with the market rates.

The Federation urged that the several cases cited by them of the new scales of pay having been applied to inferior servants, leading to the reduction of their existing wages, pointed to the need for a re-examination of the new scales of pay.

The Chief Commissioner stated that if the Federation could point out any anomalies where wages were either unduly low or unjust, the Board would examine them.

The Federation promised to submit a more detailed statement of their grievances in this matter.

Re-employment of Retrenched Staff.- In connection with the question of the re-employment of staff retrenched since 1931, the Federation stated that the waiting list did not exactly indicate the extent of unemployment among men who had been retrenched and the ex-strikers.

The Chief Commissioner said that whenever railways had to fill up vacancies, they invariably considered the men on the waiting list, and it was only when there were no suitable men available that they engaged others.

He gave figures of staff still on the waiting list in each of the categories as compared with the number on the list in 1934, and pointed out that, although in that year there had been about 900 subordinates awaiting re-employment, the number now was only 14. Similarly, the number of 8,807 labourers and workshop employees and 3,108 inferior servants on the waiting list on 30-6-1934 was reduced to 1,644 labourers and workshop employees and 495 inferior servants.

The Federation agreed that the statistics furnished by the Board showed an improvement, but pointed out that no figures had been given of the retrenched staff borne on the waiting list on company managed railways.

The Chief Commissioner stated that as staff employed on company-managed railways were not Government servants, the orders covering re-trenchment of staff and their re-employment were not applicable to such staff.

Demand for Optional Membership of Railway Institutes.- The Federation alleged an infringement of the provisions of the Payment of Wages Act, 1936, with reference, inter alia, to deductions on account of subscriptions to Indian Railway Institutes. The Federation suggested that membership of such institutes should not be compulsory for employees drawing less than Rs. 100 per month and for those stationed at places where there was no institute.

The Chief Commissioner explained that railways had been providing at great expense buildings etc., for these institutes, and if membership was optional many of the institutes would have to close down. He did not think that the Federation was prepared to accept the position that railways should not in future provide such amenities.

The Federation agreed, but urged that membership should be optional for those who for certain reasons were not in a position to make use of such amenities.

The Chief Commissioner was, however, prepared to look into the question of making membership optional for those employees who were posted at stations where there was no institute.

(The Hindustan Times dated  
1-12-39). ✓ +

Trade of India in 1938-39.\* ✓

Indian Agricultural Conditions.- The review of the Trade of India for 1938-39, after a brief survey of ~~the~~ world economic conditions, points out that the depression in agricultural commodities which started in the latter part of 1937 continued during most months of the year under review. In June 1938 conditions in America appeared to have taken a turn for the better. Confidence was returning to the stocks and commodity markets and prices registered some definite gains. This upward swing lasted for a few months. But the European political crisis which gathered force in September arrested this incipient recovery, and uncertainty adversely influenced the business outlook thereafter. As a result, prices of many commodities resumed their downward march. India, as a predominantly agricultural country, suffered from the political development; prices of many of India's staple articles continued on a low level after the sharp fall in the latter part of 1937-38.

Industrial Conditions:- Consequent on the political crisis in Europe in September 1938, the recovery in business conditions, which was in its early stages, was halted especially in Europe. India, in general, followed these world movements though conditions peculiar to her own circumstances modified to some extent the dominant forces at work. The world depression in agricultural commodities meant a shrinkage in the income of the Indian agriculturists and, as these are the main customers of the Indian industries, a reduction in their purchasing power led to a smaller consumption of manufactured articles, and therefore the demand for them was reduced. The effects of these forces can be seen in all Indian industries though modified in each particular case by its own special circumstances.

Money Market:- For the first time after some years money rates hardened in the year under review but the rise was quite moderate and did not materially affect the policy of cheap money inaugurated some years back. The actual rise in money rates took place in November 1938 when the busy season started and the level attained was much lower than in the pre-cheap money era. On the whole, call-money rates ruled at a comparatively higher level, round about 2 per cent from December 1938 to March 1939. During the rest of the year, however, they were as abnormally low as in the previous two years.

---

\* Review of the Trade of India in 1938-39. Published by order of the Governor-General in Council. Published by Manager of Publications, Delhi. Printed by Manager, Government of India Press, Calcutta, 1939. Price Rs. 2-6 or 4s. pp. 303.

Rupee-sterling Exchange:- The average Rupee-sterling rate dropped by nearly one-fifth of a pence in the year under review as compared with the preceding year. The total visible balance of trade of India and Burma together in the year under review amounted to Rs. 559.4 millions in favour of the two countries, as compared with Rs. 583.1 millions in 1937-38, showing a decrease of Rs. 23.7 millions. This was due entirely to a fall in the balance of gold exports of Rs. 41 millions as compared with the preceding year.

Trading Conditions:- Owing to the separation of Burma from India from April 1937 the trade statistics of the last two years are not comparable with those of the earlier years. The total value of India's foreign trade in merchandise amounted to Rs. 3,220 millions in the year under review as compared with Rs. 3,630 millions in the preceding year and Rs. 3,360 millions in 1936-37. Thus, the total trade of the year is the smallest in the last three years though it is greater than the trade in 1935-36 when it amounted only to Rs. 3,040 millions. The recession in business activity and the consequent shrinkage in world trade was largely responsible for this drop of Rs. 410 millions in the total value of India's trade in 1938-39 as compared with the preceding year. Both exports and imports registered declines of almost equal magnitude. The total value of India's exports to all countries including Burma in the year under review amounted to Rs. 1,630 millions as compared with Rs. 1,810 in the preceding year and Rs. 1,850 millions in 1936-37. In 1938-39 the depression in primary markets which started towards the end of 1937 deepened and as a result Indian exports fell off. With the smaller purchasing power in their hands the agriculturists who form the large bulk of Indian consumers reduced their purchases both of imported and indigenous manufactures. As a result the total value of imports into India declined by Rs. 210 millions to Rs. 1,520 millions in the year under review, as compared with the previous year.

Balance of Trade:- The merchandise balance of trade in favour of India in the year under review increased by Rs. 16.8 millions to Rs. 175.6 millions as compared with the preceding year. This figure is, however, much short of the merchandise balance in India's favour in 1936-37, which amounted to Rs. 511.9 millions. If transactions in treasure are included then the total visible balance in favour of India amounted to Rs. 294.4 millions in 1938-39 as against Rs. 302.4 millions in the preceding year. The visible balance of trade in favour of India is the smallest in the year under review as compared with three previous years. This is due to the falling off in the visible exports of gold in 1938-39 to the extent of Rs. 32.9 millions as compared with 1937-38 and to a much larger extent as against the earlier two years.

Quantum of Exports and Imports:- There was a slight decrease in the quantum of India's exports in 1938-39, the index being 102.2 as compared with 103.1 in the previous year. In the case of imports, however, the decrease in quantum has been much greater, the index being 88.7 as compared with 95.7. It will be noticed that the quantum of exports in the year under review is still larger than in the base year 1927-28 but the volume of imports has never reached the 1927-28 level during any of the last four years. ✓ +

Cotton Textile Mills Industry in India during 1938-39. ✓

The Millowners' Association, Bombay, has recently issued its annual statement regarding the progress of the Indian textile industry during the year ending 31-8-1939. The salient features of the statement are summarised below:

Number of mills.- The total number of equipped mills in India (excluding Burma) on 31-8-1939 was 389 (excluding 67 mills in course of erection or recently registered) as against 380 on 31-8-1938. The number of mills in Bombay City decreased from 69 in the previous year to 68 during the year under review. The number of mills in Ahmedabad decreased by one to 77. The number of mills in the Bombay Province exclusive of Ahmedabad and Bombay City and Island increased from 61 to 62, in Bengal from 28 to 30, in Madras from 54 to 58, in Central India from 15 to 16, in the Punjab from 7 to 8, in the United Provinces from 25 to 26 and in Mysore from 7 to 8. There was no change in the number of mills in Rajputana, Berar, the Central Provinces, Bihar and Orissa, Hyderabad (Deccan), Delhi, and Travancore. Of the 389 mills in the country, 22 were partly or completely idle. Of these 22 mills, 4 were located in Bombay City and Island and 3 in Ahmedabad.

Number of Spindles and Looms.- The total number of spindles in the equipped mills of the country stood at 10,059,370 as against 10,020,275 in the previous year. The total number of looms was 202,464 as against 200,286. In Bombay City and Island the number of spindles decreased from 2.91 millions to 2.85 millions and the number of looms from 67,294 to 67,235. In Ahmedabad the number of spindles decreased from 1.942 millions to 1.902 millions and looms from 47,147 to 46,853. In the Bombay Province, <sup>exclusive</sup> ~~exclusive~~ of Bombay City and Island and Ahmedabad, the number of spindles and looms increased from 1.258 ~~xxxxxxxxxxxxxxxx~~ <sup>exclusive</sup> ~~from~~ millions and 26,381 to 1.264 millions and 26,852 respectively. In the United Provinces the number of spindles and looms were respectively 724,688 and 11,532, as against 735,662 and 11,331; in Bengal 444,196 spindles and 9,940 looms as against 415,012 and 9,388 respectively; in Madras 1,368,309 spindles and 6,712 looms as against 1,302,960 and 6,707 respectively; in C.P. 323,502 spindles and 5,759 looms as against 323,118 and 5,739 respectively; in Central India 389,118 spindles and 10,972 looms as against 377,573 and 10,432 respectively; in Hyderabad 124,140 spindles and 2,157 looms as against 124,140 and 2,132 respectively; in Delhi 108,634 spindles and 3,112 looms as against 107,976 and 3,028 respectively; in Punjab 111,264 spindles and 2,647 looms as ~~xx~~ against 94,942 and 2,114 respectively; and in Mysore 165,062 spindles and 2,607 looms as against 151,216 and 2,587 respectively.

Number of Operatives.- The average number of operatives employed daily on day-shift work was approximately 441,949 as against 437,690 in the previous year. Particulars of the numbers employed on night-shift work are not available.

Capital Invested.- The total paid-up capital of the Industry on 31-8-1939 amounted to Rs. 428,129,000 as against 404,948,000, ~~as on~~  
31-8-38.

Activity of Mills.- During the year under review, the industry consumed 1,905,367 candies (of 784 lbs.) of cotton against 1,831,324 candies in the previous year. The average number of spindles working daily during the year was 8,986,371 out of a total of 10,059,370 erected. In the previous year the corresponding figures were 8,901,635 and 10,020,275. Of the 202,464 looms installed, an average of 183,332 were working daily during the year as against 183,368 in the previous year out of 200,286 looms installed. The above quoted figures of spindles and loom activity do not include night-shift working. The figure of cotton consumed, however, includes night and day consumption.

(Summarised from Statement relating to progress of cotton textile mill industry in India for 1938-39 forwarded to the Office by the Millowners' Association, Bombay.) ✓

11th Session of Indian Industries  
Conference (Bangalore, 15 and 16-12-39). ✓ +

The eleventh session of the Indian Industries Conference convened by the Government of India will be held at Bangalore on 15 and 16-12-39, Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, presiding. All the provincial Governments and the leading Indian States have been invited; in view of urgent requests made by various industrial organisations, certain representatives of industry have also been invited.

Items on the Agenda:-

(a) Economic Resources Board.- The first item on the agenda is the constitution and functions of the Economic Resources Board, regarding which the chairman will make a statement.

(b) War and Industrial Situation.- The next item is "war and the industrial situation in India", with particular reference to shortage and minor industries. The specific points to be considered in respect of shortage are: in what directions shortage is manifesting itself; what steps have been taken in the provinces and States to overcome it; what, in the opinion of the Conference, are the matters which require urgent investigation; and what is the best machinery which can be devised for the purpose. As regards minor industries, a statement will be made on behalf of the Government of India.

(c) Industrial Statistics.- Another subject is the compilation of industrial statistics. The Punjab Government's suggestions regarding the utilisation of the services of the Indian Trade Commissioners will be discussed.

(d) Handloom-Weaving Schemes.- The Conference will be asked to review the progress of the provincial schemes of handloom-weaving.

(The Hindu, dated 2-12-39). ✓

Burma State Aid to Industries Act, 1939(Act XXVIII of 1939). ✓

Attention is directed to pages 241 to 246 of Part III of the Burma Gazette dated 25-11-1939 where is published the Burma State Aid to Industries Act, 1939. The Act sets up a Board of Industries and makes provision for the giving of aid to industries.

Industrial Planning for the Punjab:Professor K. T. Shah to draw up Scheme. ✓

According to a special service message emanating from the Associated Press, Lahore, the Punjab Government is understood to have decided to supplement the industrial survey of the province, instituted in 1938, by drawing up a complete industrial planning scheme to provide the necessary guidance to industrialists and primary producers for the industrial and commercial development of the province. Professor K. T. Shah, Secretary of the National Planning Committee, has accepted the invitation of the Punjab Government to draw up the industrial planning scheme for the Punjab. ~~Besides this, the Government proposes to contribute Rs. 2,500 towards the expenses of the National Planning Committee.~~ The whole scheme will cost the Government Rs. 7,500.

(The Hindu dated 21-11-39.) ✓

Industrial Survey of N.W.F. Province:Report to be ready in 1940. ✓

The North West Frontier Province is now having an industrial survey of the province conducted by Mr. J. C. Kumarappa, Organiser and Secretary of the All-India Village Industries' Association, who has been the Chairman of the Industrial Survey Committee of the Central Provinces and Berar.

Mr. Kumarappa is undertaking a rapid tour of the Frontier in the company of the Development Secretary. This will be followed by an intensive survey of the villages and a study of the resources of the Province. The scheme is expected to be submitted by the middle of September 1940. Khan Abdul Ghaffar Khan and Dr. Khan Sahib will also provide Mr. Kumarappa with helpers for the survey work. Students of Economics from the Provincial colleges will also take part in the survey. The scope of the survey will include both the development of the existing industries and introduction of new ones.

(The Hindu dated 21-11-39.) ✓

Employment and Unemployment.

Middle Class Unemployment in India:

Review of State Action. ✓

Details are now available to show what is being done in the various provinces of India to tackle the problem of middle class unemployment.

Educational Institutions collecting Statistics of Unemployment.- Most of the Provincial Governments have, in response to a letter from the Government of India, issued instructions to educational institutions for the collection of statistics relating to unemployment. The Central Advisory Board of Education, at its second annual meeting held in 1936, decided that with a view to ascertaining as accurately as possible the exact extent of unemployment among educated persons, the colleges and universities should endeavour to keep in touch with students after they had left the institutions. Steps are now being taken by these educational institutions, in pursuance of this decision to find out from the students whether they are employed, and if employed, how. It is proposed that after these statistics have been collected for a few years, the Bureau of Education, Government of India, should co-ordinate the results with a view to seeing whether any useful purpose is being served by these records. The Provincial Governments have accordingly been requested by the government of India to furnish to them, every year, these records to enable the Bureau of Education to co-ordinate the results.

Legislation re. Statistics of Unemployment.- With regard to middle-class unemployment in industries, most of the Provinces have agreed to legislation being passed by the Central Legislature for this purpose. Steps have also been taken to obtain statistical information by the provinces of Madras, the Punjab and Sind, the United Provinces and Gwalior State.

Madras Census of Educated Unemployed.- A census of the educated unemployed taken recently in Madras reveals that the average rate of unemployment, calculated on the basis of an estimate of the number of those holding secondary school leaving certificates obtained between 1911 and 1937 was 9.87 per cent. The rate was the highest, generally, in the age group 19.5 to 24.5 years and among those with no higher qualification than that of having secured a secondary school leaving certificate. These latter accounted for as much as 32.78 per cent. of the total number of cases considered.

Proposal for Vocational Education Centres in Madras.- Not long ago the Minister of Labour, Madras, made the announcement that his Government had under consideration a scheme for establishing a centre in each district with facilities for training educated young men for agriculture, cottage industries and other similar occupations. He also stated that under this scheme, which, in the

first instance, would be confined to four districts by way of experiment, it was proposed to allot about 500 acres of land in each district to such centres and provide them with subsidies out of a special fund made up of contributions of a rupee each per year from educated persons in employment (all those employed in Government and other public services or in private employment who are in receipt of a salary of Rs. 20 a month and have put in three years' service) and of a Government grant equal to the total amount of such collections.

U.P. Scheme of Financial Aids for Setting up in Business.- The Government of the United Provinces has set aside Rs. 1,00,000 for grants to educated young men to assist them in setting up or maintaining small industrial undertakings, and in Rampur State a similar sum has been provided by the Durbar for industrial development.

Appointment of Employment Adviser in Bengal.- In Bengal a Special Adviser on problems relating to unemployment has been appointed by the Provincial Government, his duties being to survey the unemployment situation, propose measures for dealing with it, collect systematic information on the possibilities of employment and indicate the technical training required for the occupations concerned. Information, thus collected, is being passed on to the public from time to time. A Handbook on Avenues of Employment is under preparation. The first volume of the Handbook, which has just been published, is intended for the use of students and educated young men in Bengal who want to find for themselves, what chances they have of securing Government and semi-Government jobs after they have finished their school, college or University education. Preparation of another volume giving detailed information on the avenues of employment in the various branches of industry, trade and commerce in Bengal has also been undertaken.

Establishment of Employment Bureaux in Bengal.- Co-operation is also being arranged between the educational institutions and employing concerns. Thus, employment bureaux have been established at the Universities of Dacca and Calcutta in Bengal and also in Bihar. Simultaneously, steps are being taken to develop technical education. Recently, at the request of the Government of Bengal, the Educational Commissioner with the Government of India visited the province to examine the possibilities of the development of technical education and to give advice. The Educational Commissioner has sent his preliminary recommendations to the Government of Bengal which is examining them and has asked the Educational Commissioner to visit Bengal again, before any final decision is taken.

Vocational Training in Bombay.- Training schemes have been adopted in Bombay for leather work and tailoring. The Government of Bombay has also decided that some of the high (secondary) schools should be converted into junior vocational schools and that

instruction in these latter should consist of general education, with a vocational bias up to the 4th standard, and of specialization in vocational subjects with some general education in the 5th, 6th and 7th standards, with probably the addition of an 8th standard. This measure is calculated to enable the pupil, on the completion of the course, either to enter employment or to obtain admission to a vocational institution for further course, or to qualify for the university diplomas in technical subjects which it is proposed to institute.

Re-organisation of Education on a Vocational Basis in Hyderabad.-  
 In Hyderabad a survey has lately been completed of the existing organisation for vocational education. In accordance with the plan recommended, the Osmania Technical Institute has been reorganised as a Polytechnique Institute, called the Osmania Technical College, and new courses in electrical trades and in commerce have been established. The Education Department has also decided to reorganise and enlarge two industrial schools and establish four new ones with the object of providing a sufficient number of skilled craftsmen to meet the requirements of the State. It is, moreover, proposed to institute new vocational high schools, one of which will specialise in training for coal mining and a school of arts and crafts in the capital with branches in districts. It is estimated that the scheme will require an initial outlay of Rs. 2,500,000 and an annual expenditure of Rs. 700,000. There will be close co-operation between the new vocational educational institutions on the one hand, and Government and private concerns on the other, so that the demand for and supply of trained workers may be properly adjusted. An employment bureau has also been set up by the Department of Technical and Vocational Education.

("Indian Information", New Delhi, dated 1-11-1939). ✓+

Scheme of Commissioner of Labour, Bombay, to establish

Employment Exchanges: Millowners' Association, Bombay,

oppose Move. ✓+

Early in September, 1939, the Committee of the Millowners' Association, Bombay, was requested by the Commissioner of Labour, Bombay, to express ~~an~~<sup>its</sup> opinion on a draft scheme, prepared by him, for the establishment of employment exchanges in Bombay City and Ahmedabad. It was proposed, in the first instance, that the scope of these exchanges should be restricted to cotton spinning and weaving mills only and that they would not take over entirely the work of placement, but would operate as a "central control" and be complementary to the system of badli (substitute) control started by the Association in 1935 which had been made almost universal throughout the Province in the cotton mill industry. Without

in any way interfering with the badli control system or diminishing the right of the mills to select their labour, only the work of the preparation of a list of those to whom badli cards should be issued would be taken over by the Exchange. The actual selection of badlis and the issuing of badli cards would be done by the mill itself. It was further indicated that the Exchange would be run in co-operation with the Bombay and Ahmedabad Millowners' Associations and registered and qualified trade unions in these two cities. The objects of the proposed employment exchanges were: (i) to check unduly excessive turnover of labour which led to considerable inefficiency; (ii) to control substitute ~~labour~~ labour with a view to diminishing the power of jobbers, and (iii) to regularise employment.

Views of Millowners' Association.- The Committee of the Association was opposed in principle to the establishment of employment exchanges for textile workers in Bombay City. In their opinion, the badli control system, framed by the Association in 1935, which had since been considerably improved, had already achieved very satisfactory results, and, amongst other things, had enabled member mills (1) to reduce the turnover of substitute labour, (2) to improve efficiency by affording badlis more regular work, (3) to exclude jobbers from engagement of workers, and (4) to provide a means of promoting efficient badlis to the status of permanent workers when vacancies occurred. The power of engagement and dismissal of labour had been taken out of the hands of jobbers and had been placed in the hands of departmental heads and mill managers. Incidentally, the system had gradually reduced bribery and corruption and illegal gratification. Several other important measures, such as jobbers' cards, workmen's service record cards, service certificates, arrangements for securing employment for displaced workers, etc., had been introduced by the Association with the same objects in view. Having regard to these factors, the Committee of the Association maintained that no other centre of the cotton mill industry in the Province of Bombay had done so much as the Bombay mills in the matter of improving methods of recruitment and regularising employment. The steps taken by the Association had also resulted in the effective elimination of the major abuses connected with the recruitment of labour. The Committee were of the opinion that the ~~measures~~ and technique voluntarily evolved by the Association during past years should not be disturbed and that Bombay mills should be allowed to develop the measures they had initiated for recruitment of labour on their own lines.

(Summarised from the excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October, 1939). ✓ +

Social Conditions.

The Punjab Anti-Dowry Bill, 1939. ✓ +

On 26-10-1939 three private Bills were introduced in the Punjab Legislative Assembly to restrict payments made or agreed to be made as a part of the contract of ~~the~~ betrothal or marriage and to restrict future presents on festivals. The statement of objects and reasons of one of them points out that a Bill having the above objects has already been adopted by Sind.

(The Government Gazette, Punjab,  
Part V, dated 3-11-1939, pages  
89 to 90, 92 to 96.) ✓ +

Social Insurance.

Co-operative Insurance Scheme for Bombay Workers:

Milowners' Association, Bombay, opposes Scheme. ✓

Early in October 1939 the Chief Inspector of Factories, Bombay, furnished the <sup>Mil Owners'</sup> Association, <sup>Bombay,</sup> with the outline of a scheme for the co-operative insurance of wage earners, framed by the Manager of the Bombay Co-operative Insurance Society, Ltd., and requested ~~the~~ Committee to consider whether the safeguards provided under the scheme were adequate enough to justify a deduction from wages under the Payment of Wages Act.

Details of Scheme.- The special features of the scheme, known as the "Rupee Policy Scheme" appeared to be as follows:

- (a) The premium rate of Re. 1 per month would be constant for all ages, but, the benefit amounts would vary according to the age of the beneficiary.
- (b) Rs. 6/- would be payable along with the proposal for insurance. In case of acceptance of life by the Society, the amount ~~would be credited towards the premiums for the first six months~~ and a policy would be issued. In case the proposal was declined, the amount so deposited would be refunded in full.
- (c) Premiums were on a monthly basis and were payable on the 5th of each calendar month in advance after the first six months; 15 days of grace were allowed for payment.
- (d) If the premium was not received within the days of grace, the policy would lapse. But the same could be revived in time before the expiry of the term of the policy at the discretion of the Directors on sufficient proof of good health and payment of all arrears with the penalty of one anna per month.
- (e) Medical examination of the proponent was necessary.
- (f) Policies would be entitled, after one year's premia were paid, to paid up and surrender values if applied for within the days of grace. The amount of the paid up policy would bear the same proportion to the amount of the original assurance as the number of annual premiums paid bore to the number of premiums payable on the original policy.

Criticisms of the Association.- The Committee of the Association was of the opinion that the proposed scheme was neither attractive nor sufficiently cheap to justify their recommending it to member mills. The main considerations which guided them in forming this view were:-

- (1) that on a comparison of the Co-operative Insurance Society's rupee scheme with those already in existence, it was found that it offered no special advantage to the workers;
- (2) the condition that if the premium was not received within

the days of grace, the policy would lapse, but that it could be revived at any time before the expiry of the term of the policy at the discretion of the Directors on sufficient proof of good health and payment of all arrears with a penalty of one anna per month, was not in the interests of workers; and

- (3) that the general consideration that Co-operative Societies were not by any means experts in the very complicated matter of life insurance policy militated against the encouragement of this very rough and ready scheme.

For these reasons, the Committee was of the opinion that there were no adequate safeguards for the workers under the scheme, and ~~they were~~, therefore, unable to support the idea of permitting deductions from wages for the payment of premiums on policies taken up with the Bombay Co-operative Insurance Society Ltd.

(Summarised from the Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October, 1939). ✓ +

Public Health.

Malaria in Bombay Mill Areas:

Measures to control incidence taken by Millowners' Association. ✓ +

The excessive number of cases of malaria which had been reported in the Bombay mill area during recent months was discussed at a conference of Mill Doctors, specially convened by the Millowners' Association, Bombay, early in October, 1939. Following this meeting, the Secretary of the Association held consultations with the Executive Health Officer of the Bombay Municipality to ascertain what special measures, if any, were being taken by the Municipality to deal with the situation. It was understood that a number of new dispensaries had been established in the mill area by the Bombay Municipality and that the anti-malarial staff were doing all that was possible in the matter of treating casual water in the localities in which an excessive amount of malaria existed. A suggestion was made that the anti-malarial staff in mills where they existed should be asked to deal with potential breeding places in and around mill buildings and that particular attention should be given by them to roof gutters of shed type buildings and any casual water in mill compounds. All member mills in Bombay were recommended to pay special attention to anti-malaria work of the nature indicated on the mill premises. The question of free or cheap supplies of quinine and quinine compounds to mill dispensaries was further taken up with the Municipal Health Officer, who expressed willingness to supply quinine from the Municipal Depots at half cost on certain conditions.

(Summarised from the Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during October, 1939). ✓ +

Maritime Affairs.

Indian Sailors demand Increased Pay owing to  
War Risks: Terms of Settlement.

Reference was made at pages 28-29 of our September 1939 report to the demands made by Indian seamen for compensation in case of war accidents and for increased rates of pay. During the middle of November 1939, Indian seamen serving in British ships struck work at various ports on the ground that the increased rates of pay promised because of war risks had not been given to them; the strikes were followed by prosecutions, and according to a statement of Mr. Aftab Ali, Secretary, All-India Seamen's Federation, 20 Indian seamen were jailed in Cape Town, 60 to 70 in Durban, eight in Beira, 120 in London and an unspecified number in Glasgow and Liverpool, aggregating over 300. The seamen's demand is that, in the matter of increased pay for war risks, they should be accorded the same treatment as British seamen, who, in several cases, have been given 100 per cent. increase in pay and war risk bonuses ranging from £.5 to £.10. (The Statesman, 15-11-1939).

Mr. Aftab Ali's Review of Situation.- The following facts about the situation are taken from an interview given on 14-11-39 by Mr. Aftab Ali to a representative of Reuter:

War Risks and Board of Trade Compensation Rates.- About 50,000 Indian seamen are now employed in British ships. A fortnight after the outbreak of the war, the Board of Trade had scheduled a scale of compensation in case of death <sup>of</sup> Rs. 3,000 for an Indian seamen earning Rs. 30 to Rs. 39 per month and Rs. 5,000 for an Indian seamen earning Rs. 40 to Rs. 60 per month, and <sup>in</sup> injuries at a percentage based on the degree of incapacitation.

Pre-War and Post-War Demands of Indian Seamen.- This year before the war the All-India Seamen's Federation had demanded for Indian seamen a 50 per cent. increment in pay, the establishment of a recruitment committee, and a basic scale of pay from all Indian ports. Nothing came of it. On the outbreak of war the seamen demanded 100 per cent. increase in pay to average 70 shillings monthly, £.10 war risks per annum, and some seamen demanded an eight-hour day. On October 8, four ships sailed from Glasgow and after representations the Indian seamen received 100 per cent. increase in salary and £.10 war risk bonus, but the crews of other ships received nothing. There was no uniform agreement and rates were determined between ship and ship. In Natal the majority of English seamen received 100 per cent. increase in pay and war risks bonus approximating £.5 to £.10. Indian seamen demanded the same. (The Statesman dated 15-11-1939).

Attitude of the Government of India.- The position is being studied by the Government of India and, through its High Commissioner in London, touch is being maintained with Indian seamen in Great Britain. On 16-11-1939, the Commerce Member and the Commerce Secretary, Government

of India, had a talk at New Delhi with the Principal Shipping Officer, Calcutta, when the situation was considered in the light of the application of Dominion laws against Indian seamen. It will take some time for the Government to give its decision. (The Hindustan Times 15-11-1939 and Tribune 19-11-1939).

Re-statement of Seamen's Demands.- In a press statement dated 19-11-1939, Mr. Aftab Ali re-states Indian sailors' demands; the main points are:

Indian seamen will not press some of their demands, such as the establishment of a recruitment committee, restriction of hours of work, overtime pay, sickness scheme, pension scheme, establishment of a maritime board in India, revision of the present ration scale, and revision of the present scale of manning, during the pendency of the war. At the moment a settlement of two questions is needed: firstly, that of wage increase, and secondly, that pending the establishment of a recruitment committee, the crews should be selected by "open musters" as is done in the case of quarter-masters which will save the men from buying their jobs. The seamen are prepared to submit the whole question to arbitration, or even to the Local Government for decision, if the owners agree,

Calcutta Conference: Terms of Settlement.- The Hon'ble Mr. H. S. Suhrawardy, Minister for Commerce, Labour and Rural Reconstruction, Government of Bengal met on 26-11-39 the representatives of all the shipping interests in Calcutta to discuss with them the points at issue.

On the immediate question of a revision of wages and war bonus, the representatives of all the shipping companies agreed that the 25 per cent increase on pre-war wages already granted by them, will not be considered merely a temporary measure but will be considered as a permanent accretion to the wages. They further agreed that there will be for the duration of the war a further 25 per cent increase on the pre-war wages for seamen who signed on annual articles; as this will be given as war bonus, it will, however, be liable to be withdrawn on the cessation of the war. In the case of those seamen who, while having signed annual articles were required to serve for more than a year, the 25 per cent increase in wages allowed by those articles will be paid on the basis of the wage which they were entitled to receive irrespective of war bonus. The conference agreed to make the terms regarding War Bonus operative with retrospective effect from the 1st November, 1939.

The representatives of the coastal shipping lines, whose seamen do not sign annual articles but usually served on six-monthly articles, desired to have a further conference among themselves and to place their proposals before the Hon'ble Minister at an early date.

The Hon'ble Minister hoped that, the terms would be accepted by Indian seamen in all Indian ports and would lead to the establishment of much better relationship between the seamen and their employers, and would serve to ease the situation which had arisen in various parts of the world and which had led to prosecutions of Indian seamen.

(Press Note dated 29-11-1939 issued by the Director of Public Information, Bengal).

A meeting of the Indian Seamen's Union held at Calcutta on 26-11-39, Mr. Aftab Ali presiding, endorsed the terms reached at the conference convened by the Hon'ble Mr. H. S. Suhrawardy.

(The Hindu dated 28-11-39).

Migration.

Indians in Malaya, 1938: Report of  
the Agent of the Government of India.\* ✓

Indian Population in Malaya: According to the annual report of the Agent of the Government of India in British Malaya for 1938, the estimated Indian population at the end of 1938 was 743,555, being 14.1 per cent of the population of Malaya.

Immigration: 4,580 labourers were assisted to emigrate by the Malayan emigration authorities as against 54,849 in 1937. Owing to the 'recession' in the rubber industry, there was very little demand for labour during the year. The ban on assisted emigration, which came into force from the 15th June 1938, restricted still further the flow of assisted immigration to Malaya. 39,627 came as deck passengers paying their own passages of whom 44 per cent. or 17,307 were labourers, the rest being traders and others. The total immigrants during 1938 were 44,207, of whom the labour immigrants were 21,887.

46,436 persons returned to India paying their own passages of whom 27,798 or 60 per cent. were presumed to be labourers. 29,043 labourers were also repatriated. 36 repatriates and 19 deck passengers died on the voyage to India.

Strength and Distribution of Indian Labour: 470,718 workers were employed in the estates, mines, factories, and Government and public departments of whom 277,502 were Indians. The total labour population in 1938 was 408,772 which included 277,502 labourers and 131,270 dependants as against 434,178 including 127,419 dependants in 1937. While the number of labourers decreased by 29,257, the number of dependants increased by 3,851. There is also a fairly considerable population of indeterminate and general labourers not accounted for by any departmental returns. On the basis of the present estimated total Indian population, their number is about 60,000. In all, the total labour population in 1938 was about 470,000.

Sex-Ratio: It was explained in last year's report that on the available evidence, the sex-ratio among the Indian population on the estates cannot be considered to be altogether satisfactory. The sex-ratio for the Indian population as a whole in the F.M.S is low and in this respect the Indians compare unfavourably with the Chinese in whose case there is a continued and marked improvement in the proportion of the sexes. According to the Registrar-General of Births and Deaths for 1938, the sex-ratio for Indians is 196 for 100 females while the ratios for Chinese,

---

\* Annual Report of the Agent of the Government of India in Malaya for the year 1938. Published by the Manager of Publications, Delhi, Printed by the Manager, Government of India Press, New Delhi. 1939. Price Re. 1 annas 4 or 2s. pp. 35

Eurasians and Malays are 145, 109 and 104 respectively.

Economic Conditions: Throughout the year a state of uncertainty prevailed over the rubber industry. The International Rubber Regulation Committee was obliged to cut down the export of rubber from 90 per cent. to 70 per cent. in the first quarter, to 60 per cent. in the second quarter and to 45 per cent. in the remaining two quarters of the year. Trade conditions were on the whole unfavourable particularly in view of the ~~distributed~~<sup>disturbed</sup> international situation. Fluctuations in the price of rubber and the decrease in the production quota made the problem of regular employment difficult and as the vast majority of the workers are an imported wage-earning class, they have no means of gaining a livelihood outside the industry in which they are engaged. The same phenomenon as in a factory manifested itself on the estates, viz., a large diminution in output resulted in unemployment and under-employment. Consequently, throughout the year, Indian labour on the plantations had to face the situation arising out of the presence of a labour surplus on the estates, of under-employment, reduction in wages, unemployment and of repatriation of the unemployed.

Wages: For the first four months of the year, the wage rates were 50 cents for men and 40 cents for women. Owing to the 'recession' in the industry, wages were reduced to 45 and 35 cents respectively with effect from 1-5-1938. It was again notified on 1-7-1938, that wages would further be reduced to 40 cents for men and 32 cents for women from 1-8-1938. This second notification was, however, withdrawn and the reduction did not come into force. For 8 months of the year, the wage rates were 45 and 35 cents, but they were still the nominal rates. The legal rates were and continued to be 40 and 32 cents.

The main efforts on the estates since the reduction of wages have been directed towards conserving the labour forces and preventing their dissipation either by undue exodus or by any organised system of repatriation. The retention of surplus labour on the estates has undoubtedly resulted in diminished earning for the male workers, less work and even periods of rest for women workers and reduction in the number of working days and other adjustments with a view to spreading over employment so as to employ the maximum number on minimum wages. Various methods were brought into operation with a view to spread over employment. The most important of these was the permission given by an executive order of the Malayan Labour Department to the employers to reduce the number of working days guaranteed by the labour statutes from 24 to 20. Wherever this concession was adopted by the employer, the monthly income dropped by 22 to 25 per cent. though the reduction in wages as officially notified amounted to 10 per cent. On a representation made to the F.M.S. Government that the concession given to the employer was contrary to law, that Government agreed to withdraw the permission previously given. Complaints, however, continued to be made till the end of the year alleging shorter working days in a month. Another method was to decrease progressively the work offered to women and other dependants. Women weeders were given half a day's work on proportionate rates. Separate women's four-hour gangs were noticed on the checkrolls of some of the

estates visited. Children were stopped from working. Any surplus labour which still could not be absorbed on the estates was repatriated.

Medical Relief: The number of hospitals decreased during the year and the number of resident medical practitioners in charge of hospitals progressively fell from 35 in 1936 to 27 in 1937 and still further to 22 in 1938. The problem of employing fully qualified dressers and also of providing adequate medical aid on the smaller estates not served by any group system of hospitals still awaits satisfactory solution. Indian labour drifting to the small-holdings is practically unprotected. The incidence of illness is quite high among them.

Immigration Bill: An Ordinance to regulate the immigration into the Colony of aliens and of British subjects and protected persons and to control their residence therein was introduced in the Strait Settlement Legislative Council in 1937, but was subsequently withdrawn. At the meeting of the Federal Council on 30-6-1938, the question was raised by a non-official member that the F.M.S. Government should not adopt the legislation proposed for the Colony particularly as the measure sought to confer wide powers of banishment upon the immigration officers. It was pointed out on behalf of the Government that all discussions were premature until the Bill actually came before the legislature.

Workmen's Compensation: The Workmen's Compensation Enactments which are in force in the Straits Settlement, F.M.S. and the Unfederated States of Johore, Kedah and Trengganu apply to workmen of all nationalities. In the Malayan enactments, the definition of dependant is less favourable than in the Indian enactment where it places a wife, a minor legitimate son, an unmarried legitimate daughter or a widowed mother in a special category which ipso facto entitles them to compensation and requires no proof that they were actually dependant on the deceased workman at the time of his death, whereas the Malayan enactments require proof of actual dependency and the extent of dependency in each case. In the Indian enactment the schedule of persons coming within the definition of workman and the provisions and schedules relating to the quantum of compensation have been amplified and are more extensive than in the Malayan enactment.

The annual report of the Agent of Government of India in British Malaya for 1937 was reviewed at pages 55 to 58 of our May 1939 report. +

Enquiry Committees into Labour Conditions in  
Rangoon and Burmese Oil-fields: Terms of  
Reference to Committees. ✓ +

Reference was made at page 53 of our July 1939 report to the setting up in Burma of two Enquiry Committees to examine labour problems (1) in and around Rangoon and (2) in the Burmese oil-fields. The terms of reference to the two Committees are reproduced below:

Terms of Reference to Committee re. Labour Conditions in Rangoon.- This Committee is to enquire into and report with recommendations on the following matters:-

1. Methods of Recruitment.- Agreements between maistries and workmen and how far the system of direct relation of employers with their workmen can be extended.
2. Rates of Payment.- Whether these vary according to volume of work available. Possibility of establishing minimum wage boards.
3. Short recruitment of gangs by maistries.
4. Method of posting of labour.
5. Hours of work and how far employment is regular.
6. Payment of Wages.- To what extent payment is subject to delays and deductions.
7. To what extent the principles embodied in the Factory and Payment of Wages Acts can be applied to those classes of labour to which these Acts do not apply at present.
8. Indebtedness.- In particular indebtedness to maistries.
9. Responsibility for housing and connected amenities, medical attendance and welfare work.
10. The extent to which it is desirable and practicable to substitute monthly for daily rates of payment and to extend such benefits as holidays, incremental rates of pay, provident funds, gratuities, etc.

Terms of Reference to Committee re. Labour Conditions in Oil-fields. - This Committee is to enquire into and report with recommendations on the following matters:-

1. The sources of different classes of oil-field labour, including contract labour and labour employed in the hand-dug well industry, and the circumstances relating to the engagement and discharge of labour.
2. Hours of work and their relation to factory and other industrial legislation, and the provision of holidays.
3. Scales of wages.
4. Medical facilities provided in cases of accident and sickness and the pay given during periods of loss of work from accident or sickness. The operation of the Workmen's Compensation Act.
5. The nature of educational facilities and ~~technical~~ <sup>technical</sup> training provided for the children of workmen and the opportunities for advancement of workmen who show special aptitude.
6. The provision by the Companies of housing and amenities connected with it, e.g., water supply, lighting, sanitation and scavenging, and the housing conditions of workers in Yenangyaung and Chauk Towns and the oil-fields villages.

7. The nature and extent of social and welfare activities provided for labourers by the Companies.

8. Any other matter that will bring about harmonious working between employers and employees.

(Extracted from the Supplement to the Burma Gazette dated 30-9-1939, pages 1208 to 1209). ✓

General.

Labour Conference of Provincial Governments :

Date fixed for 22-1-1940. +

Reference was made at page 43 of our October 1939 report to the postponement of the Labour Ministers' Conference consequent on the resignation of Congress Ministries in eight provinces. It is now understood that the Conference is to be held at New Delhi on 22-1-1940. +

46

List of more important publications received  
in this office during November 1939. -

Conditions of Labour.-

Report showing the further action taken or remarks made by the Central and Provincial Governments on the recommendations made by the Royal Commission on Labour in India, 1938. Government of India, Department of Labour. Published by the Manager of Publications, Delhi. Price annas 5 or 6d.

Enforcement of Conventions-

- (1) Annual Report on the administration of the Factories Act, 1934 in the Central Provinces and Berar for the year ending 31-12-1938. Nagpur: Government Printing, C.P., and Berar. 1939. Price Re.1-8-(
- (2) Annual Report on the working of the Factories Act, 1934, in the province of Orissa for the year 1938. By H.M.Rai, Chief Inspector of Factories, Orissa. Press Officer, Government Press, Orissa, Cuttack. 1939. Price Annas -/8/-.
- (3) Annual Report on the working of the Factories Act in the Punjab for the year 1938. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1939. Price Rs. 2-6-0.

Industrial Organisation.-

- (1) Report of the Committee of the Bengal Chamber of Commerce for ~~the year 1938~~. Appendices. Calcutta: Printed at the Criterion Printing Works, 8, Jackson Lane, 1939.
- (2) The Western India Match Factory Workers' Union (Tiruvottiyur - Near Madras). Administration Report for period December 1937 to October 1939. Presented at the First Annual Conference of the Union held at Tiruvottiyur on 29-10-1939, Sri Bharthi Press, Choolai, Madras. (The report is in Tamil.)

Economic Conditions.-

- (1) Department of Commercial Intelligence and Statistics, India. Annual Statement of the Sea-borne Trade of British India with the British Empire and Foreign countries for the fiscal year ending 31st March 1938. Vol. II. Abstract and detailed tables of the trade and shipping with each country and at each port and tables relating to the trade of the French Possessions in India. Published by order of the Governor-General in Council. Delhi: Manager of Publications, 1939. Price Rs. 14-10-0 or 23s. (DGCIS. 4.11.38).  
490
- (2) Statistical Research Branch, India. Review of the Trade of India in 1938-39. Published by order of the Governor-General in Council by the Manager of Publications, Delhi. 1939. Price Rs. 2-6-0 or 4s. (ECA. 2.39)  
1140
- (3) Report of the Department of Industries and Commerce (Madras), for the year ending 31-3-1939. Madras: Printed by the Superintendent, Government Press, 1939. Price 14 annas.

- (4) The Millowners' Association, Bombay, Cotton Spinning and Weaving Mills Working and in course of Erection in India on 31-8-1939. Part I - Mills in the City and Island of Bombay and Mills in course of Erection; Part II - Mills in Ahmedabad and other Mills in Bombay Presidency including Sind; and Part III - Mills outside Bombay Presidency.
- (5) Proceedings of the Meeting of the Standing Finance Committee for Railways. 20th September, 1939. Vol. XVI, No. 3. Published by the Manager of Publications, Delhi, 1939.

Social Conditions.-

Annual Report of the Jail Department in the C.P. and Berar for the year ending 31-12-1938. Nagpur: Government Printing, C.P. and Berar, 1939. Price Re. 1-8-0.

Public Health.-

Annual Report on the administration of the Industrial Housing Scheme, 1938-39. Bombay: Printed at the Government Central Press, Price anna 1 br ld. 1939.

Co-operation.-

Report on the working of Co-operative Societies in the Punjab for the year ending 31-7-1938. Lahore: Printed by the Superintendent, Government Printing, Punjab. 1939. Price Re. 0-6-0.

Education.-

- (1) Annual Report of the Department of Technical and Vocational Education for the year 1347 Fasli (1937-38 A.D) (H.E.H. the Nizam's Government).
- (2) Report on Public Instruction in H.E.H. the Nizam's Dominions for 1347 F. - 1937-38 A.D, with Government Review thereon. Hyderabad-Deccan. Government Central Press, 1348 F.

Agriculture.-

- (1) Report on the Administration of the Department of Agriculture for the year ending 30th June, 1938. Allahabad: Superintendent Printing and Stationery, U.P., 1939. Price 6 annas.
- (2) Seasons and Crop Report of Burma for the year ending 30th June, 1939. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1939. Price Re. 1-4-0 = 1ld.

Migration.-

Annual Report of the Agent of the Government of India in Malaya for the year 1938. Published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, New Delhi. 1939. Price Re, 1-4-0 or 2s. 1