

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

REPORT FOR OCTOBER 1936.

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

<u>Contents.</u>	<u>Pages.</u>
1. <u>References to the I.L.O.-</u> . . .	1-6
2. <u>National Labour Legislation.</u>	
(a) Code of Civil Procedure (Amendment) Bill (re. Prohibition of Arrest and Imprisonment of Honest Debtors) Passed by the Legislative Assembly.	7
(b) The Trade Disputes (Amendment) Bill, 1936; Motion for Circulation carried in Legislative Assembly.	7-8
(c) Payment of Wages (Railways) Rules, 1936.	9
(d) Labour Legislation in Baroda: Government Appoints Committee to suggest Improvements.	9-10
(e) Fresh Occupational Diseases included in Schedules of Workmen's Compensation Act.	10-11
3. <u>Conditions of Labour.</u>	
(a) Forced Labour Prohibited in Barwani State.	12
(b) Forced Labour in Indian States: Government of India's steps to induce Prohibitory Legislation.	13
(c) Sickness Insurance in India: Views of Indian Merchants' Chamber, Bombay.	14-15
(d) The All India Spinners' Association and Minimum Wage Standards.	16-17
(e) Wage Dispute in Ahmedabad Textile Mills: Arbitration Proceedings delayed.	17-18
4. <u>Industrial Organisation.</u>	
<u>Workers' Organisations.</u>	
(a) 1st Delhi Provincial Labour Conference, Delhi, 15 & 16-10-1936.	19
(b) 2nd Annual Conference of the Bengal Congress Socialist Party, Calcutta, 4 to 6-10-1936.	20-21
(c) Progress of Trade Union Movement in Burma, 1935-36	22-23
5. <u>Economic Conditions.</u>	
(a) State Action in respect of Industries, 1928-35: Report issued by the Government of India.	24-28
(b) Indian Mining Problems: Report of Second Subsidence Committee.	28-30
(c) Conservation of India's Coal Supplies and Safety of Miners: Government of India appoints Enquiry Committee.	31-33
(d) Problems of Indian Sugar Industry: 5th Annual Conference of Indian Sugar Technologists' Association, Cawnpore, 18 & 19-10-1936.	33-35
(e) Railway Enquiry Committee appointed: Improvement of Railway Finances and Co-ordination of Rail and Road Transport.	35-36
(f) Indo-Japanese Trade Agreement to terminate on 31-3-1937: Negotiations for Fresh Agreement.	36

(g) The Company Law Amendment Bill: Assembly passes 3rd Reading on 7-10-1936.	36-38
6. <u>Employment and Unemployment.-</u>	
(a) Action taken on Sapru Report: U.P. Government sets up Unemployment Board.	39-41
(b) Relief of Educated Unemployment in Hyderabad State: Scheme for settling 200 Graduates on Land.	41-42
(c) Combating Middle-class Unemployment in Bengal: Review of Measures taken by the Bengal Government.	43-45
(d) All India Conference of Unemployed to be held in Delhi: Proposal of All-India Unemployed Relief League.	45.
(e) Educated Unemployment in U.P.: Proposal to form an Association of the Unemployed.	46-47
(f) Problem of Educated Unemployed in the Punjab: 60 Graduates settled on Land.	47
7. <u>Public Health.</u>	
Problem of Over-crowding in Bombay Municipal Chawls: Results of Investigation by Labour Sub- Committee of Bombay Presidency Women's Council.	48-50
8. <u>Nutrition.</u>	
(a) Food Adulteration in Bombay City: Municipality tightens Preventive Laws.	51-52
(b) Health of Calcutta University Students: Report of the Students' Welfare Committee.	52-53
9. <u>Women and Children.</u>	
Women Workers in Ahmedabad: Inquiry re. Profes- sions conducted by Jyoti Sangh.	54
10. <u>Agriculture.</u>	
(a) Rural Reconstruction in India: Government's Review of work in villages.	55-57
(b) Meeting of the Peasants' Group of Members of the Legislative Assembly: Resolutions on Agricultural Indebtedness.	58-59
(c) Successful Working of Punjab Debt Conciliation Boards: Cheaper and Speedier Legal Relief.	59-60
(d) Agricultural Indebtedness in Madras: Government Action on Mr. Satyanathan's Report.	60-62
11. <u>Maritime Affairs.</u>	
Uniforms for Indian Seamen: Plea for Free supply by Employers.	63
12. <u>Migration.</u>	
(a) Indians in Malaya, 1935: Report of the Agent of the Government of India.	64-67
(b) Anti-Indian Agitation in Ceylon: Statement issued by 30 Assembly Members.	68-69
13. <u>General.</u>	
Labour and the Coming Elections: Manifesto issued by A.I.T.U.C.	70-72.

References to the I. L. O. +

The Indian Swarajya, Madras, dated 4-10-1936 and the Leader dated 5-10-1936 publish a communique issued by the Government of India on 25-9-1936 announcing the personnel of the Government delegation to the 21st and 22nd (Maritime) sessions of the I.L.Conference.

* * *
The Times of India dated 19-10-1936 publishes a long article under the caption: "Regulating Conditions of Seamen's Service: I.L.O's Special Maritime Session" contributed anonymously. The article reviews the work of the earlier maritime sessions and the programme of work before this year's sessions.

* * *
The Amrita Bazar Patrika dated 18-10-1936 publishes a "Geneva Letter" dated 9-10-1936 sent by the paper's Geneva Correspondent. The letter deals with the work of the 17th session of the League Assembly. Reference is made in the letter to the unduly small number of Indians on the staff of the League, as also to the arrival in Geneva of Sir Firoz Khan Noon to attend the Maritime Sessions of the I.L.Conference.

* * *
The Bombay Chronicle dated 29-10-1936 publishes a special interview granted to some correspondents of Indian papers in London by Mr. Aftab Ali, Indian workers' delegate to the 21st and 22nd I.L.Conference. He expressed satisfaction at the work accomplished at the two sessions and at the sympathetic attitude adopted towards workers' aspirations by the Indian employers' and Government delegates. The report of the interview was sent to the paper on 27-10-1936 by the Special Correspondent of the paper in London.

* * *
The Amrita Bazar Patrika dated 30-10-1936 also publishes the above, sent by the paper's special correspondent in London.
* * *

The Bombay Chronicle dated 30-10-1936 publishes a short editorial note on the above. The note expresses gratification at the successful termination of the Conference.

* * *
A communique re. the agenda of the 23rd session of the I.L. Conference (issued by the Government of India on 18-10-1936) is published by the following: the Hindustan Times dated 18-10-1936, the Bombay Chronicle dated 20-10-1936 and the Indian Labour Journal, Nagpur, dated 1-11-1936.

* * *
A communique re. "I.L.O. Year-Book, 1935-36" (issued by this Office on 20-10-1936) is published by the Hindustan Times dated 21-10-1936, the Indian Labour Journal, Nagpur, dated 1-11-1936 and "Commerce and Industry" dated 3-11-1936.

* * *
The Hindu dated 26-10-1936 publishes a report briefly referring to the I.L.O. Year-Book, 1935-36" sent to the paper from London on 13-10-1936 by Reuters.

* * *
A news item to the effect that Mr. N.M. Joshi left India on 24-10-1936 for attending the 77th session of the Governing Body of the I.L.O. is published by the following: the Hindu and the ~~Statesman~~ Statesman dated 25-10-1936, the Bombay Chronicle, the Times of India and the Leader of 26-10-1936 and the Amrita Bazar Patrika and the National Call dated 28-10-1936.

* * *
The Hindustan Times dated 9-10-1936 publishes the summary of the Legislative Assembly proceedings of 8-10-1936. During question time, Sir Frank Noyce informed Mr. N.M. Joshi that there was no proposal before the Government to increase the number of advisers to the Indian Labour Delegate to the I.L. Conference. The reply of Sir Frank Noyce was published in all papers.

* * *

The Statesman dated 3-10-1936 publishes a news item to the effect that a notice of a resolution advocating the withdrawal of India from the League and discontinuance of the country's financial contribution to the League signed by about 100 Members of the Legislative Assembly has been given to be moved during the Autumn Session of the Assembly.

* * *

The Hindu dated 30-9-1936 publishes the Government reply to an interpellation in the Legislative Assembly on 30-9-1936 on the subject of forced labour. The Government detailed the action taken by the Government of India to implement the I.L.Convention on the subject.

* * *

The Statesman dated 9-10-1936 publishes a summarised report of an interpellation and the Government reply thereto on the subject of the abolition of forced labour made in the Legislative Assembly on 8-10-1936. (The interpellation and reply are published in all papers).

* * *

The National Call dated 2-10-1936 publishes an editorial article on the Council of State debate on Sir Phiroze Sethna's resolution regarding the communist menace in India. Reference is made in the article to the rapid progress in recent years of labour legislation in India; in this connection, it is pointed out that the I.L.O. has been one of the principal agencies lending stimulus to labour legislation in India. The article concludes thus: "Mr. Clow waxed eloquent on the progress with regard to ameliorative Labour Legislation achieved by the Government of India during the last 16 years. We wonder whether, in claiming exclusive credit for this excellent record, he was not really stealing the thunder of the International Labour Office at Geneva. We are sure Mr. Clow himself will admit that for the real stimulus for accelerating the

pace of labour legislation in this country, the Government of India is considerably indebted to the I.L.O."

* * *
The October 1936 issue of the Journal of the Indian Merchants' Chamber, Bombay, publishes an editorial note on the statement regarding the expenditure incurred by the Government of India since 1924-25 in connection with the sending of Indian delegations to the League Assembly and the I.L.Conference laid on the table of the Legislative Assembly on 7-9-1936.

* * *
The October 1936 issue of the Hindustan Review, Patna, publishes a long and appreciative review of "Yes and Albert Thomas" by E.J. Phelan, contributed by the Director of ~~the~~ this Office.

* * *
The National Call dated 17-10-1936 publishes a short editorial article on the late Sir Lalubhai Samaldas. In the course of the article, Sir Lalubhai's views on industrial conditions in Japan are recalled, and a reference is made, in this connection, to M. Fernand Maurette's report on the subject.

* * *
The Times of India dated 8-10-1936 publishes a news item dated 29-9-1936 from London received by air mail giving details of the debate in the meeting of the Committee of the International Cotton Federation over the question of the adoption of a 40-hour week.

* * *
The Annual Report of the Indian Merchants' Chamber, ^{Bombay,} for the year 1935 makes the following references to the I.L.O.:

(a) The views expressed by the Committee of the Chamber on the question of the grant of holidays with pay, are published at pages 87-88 and 523-528 of the Report. The Committee expressed the opinion that the introduction of any system of holidays with pay in India will be impracticable and undesirable.

(b) The views of the Committee of the Chamber on the draft convention concerning workmen's compensation for occupational diseases (revised 1934) are published at pages 84-86 and 512-518 of

the Report. The Committee expressed the view that "the initiative in regard to legislation in India should come from the demand of recognised trade unions and the labour people". It was felt that ratifying the Conventions and the Recommendations of the I.L.O. had placed India in the matter of labour legislation far in advance of her competitors". On these grounds the Committee expressed opposition to the ratification of the revised Convention of 1934.

(c) The recommendations of the Chamber in regard to the nomination of the Indian Employers' Delegate to the 20th I.L.Conference are published at page 107 of the Report.

* * *

The Report of the Bombay Chamber of Commerce for 1935 contains at pages 201-205 the views of the Committee of the Chamber on the question of the grant of holidays with pay. The Chamber expressed the view that the system is not suitable for Indian conditions.

* * *

The National Call dated 29-10-1936 publishes an editorial article under the caption: "Planned Economy for India". The article advocates strongly the adoption of schemes of economic planning for India and, in this connection, makes several references to the latest Director's Report to ^{the} I.L.Conference.

* * *

The Statesman dated 27-10-1936 publishes a long editorial article under the caption: "Unemployment". The article deals with the efforts that are being made in India to fight the unemployment menace, and in this connection reference is made to the world figures of unemployment (I.L.O. statistics) and to the speech of ~~Mr.~~ Mr. Husseinbhoj Laljee, Indian Employers' Delegate at the 19th I.L. Conference, regarding the unemployment situation in India.

* * *

A communique re. the world unemployment figures for the 3rd quarter of 1936 (based on the I.L.O. communique on the subject) sent out by this Office is published by the Hindustan Times dated 28-10-1936, the National Call dated 29-10-1936, the Indian Labour Journal, Nagpur, dated 1-11-1936, and "Commerce and Industry", Delhi,

dated 3-11-1936.

* * *
The Times of India dated 5-10-1936 and the National Call dated 6-10-1936 publish a message to the effect that M. Justin Godart has been deputed by the French Government to tour all French colonies, protectorates and mandated territories to study their labour and social conditions. The message also refers to the long association of M. Godart with the I.L.O. *

No Indian newspaper or periodical received during the month in this Office, published items from the I.L.O. News Bulletin.

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

1. A "Geneva Letter" from the Geneva correspondent of the Amrita Bazar Patrika re. Indian representation on the Staff of the League Secretariat and the arrival of Sir Firoz Khan Noon at Geneva to attend the Maritime Sessions of the Conference.
 2. A news item from London received by the Times of India by air mail re. the debate on the 40-hour week in the meeting of the Committee of the International Cotton Federation.
 3. An interview given in London by Mr. Aftab Ally re. the last two sessions (Maritime) of the I.L.Conference, sent by the London correspondents of the Bombay Chronicle and the Amrita Bazar Patrika.
 4. A Reuters report summarising the salient features of the "I.L.O Year-Book, 1935-36." +
-

National Labour Legislation.

Code of Civil Procedure (Amendment) Bill re.

Prohibition of Arrest and Imprisonment of Honest Debtors

Passed by Legislative Assembly. ✓ +

At pages 32-34 of our February 1935 report was given the text of the Bill introduced in the Legislative Assembly on 13-2-1935 providing for prohibition of arrest and imprisonment of honest debtors of all classes. A motion for the circulation of the Bill to elicit public opinion was carried by the Assembly on 18-2-1935; and it was referred to a Select Committee on 13-9-~~1935~~¹⁹³⁵. The Select Committee's Report on the Bill was published at pages 105-108 of Part V of the Gazette of India of 28-3-1936. On 13-10-1936, Sir Henry Craik, Member in Charge of the Home Department, moved consideration of the Bill as amended by the Select Committee. Several amendments were moved, but all of them were lost. The Bill was passed by the Assembly on the same day.

(The Statesman, 14-10-1936). +

The Trade Disputes (Amendment) Bill, 1936: Motion for

Circulation for eliciting Opinion Carried in Assembly. ✓

Reference was made at pages 14-15 of our August 1936 report to the introduction of the Trade Disputes (Amendment) Bill, 1936, in the Legislative Assembly on 31-8-1936. On 13-10-1936, Sir Frank Noyce, Member in Charge of the Industries and Labour Department of the Government of India, moved the circulation of the Bill to elicit opinion on it. In doing so, ^{he} emphasised the following considerations :-

2.

Firstly, whereas the present section declares certain strikes and lock-outs illegal from the outset, no strike lock-out under the new clause will be illegal until notified; secondly, whereas under the present section an illegal strike is always illegal, it is illegal only for a limited period under the new clause; thirdly, under the existing section there is no guarantee that any genuine grievances behind a strike will be investigated; the new clause gives such guarantee; and, fourthly, public utility service strikes will be placed in exactly the same position as a strike in an ordinary industry in respect of investigation of the grievances, though the men in a public utility service will not be allowed to go on strike without notice. Continuing, Sir Frank Noyce said that the appointment of conciliation officers had proved very successful, and had been introduced in the Bill, though the time was not ripe for making their appointment compulsory.

Mr. Joshi's Criticisms.- Mr. N.M. Joshi sincerely regretted that Sir Frank Noyce should, towards the end of his term of office, be associated with legislation so hostile to labour interests. The only main provision of the Bill which had the speaker's approval was that relating to conciliation officers. When he had reconciled himself to the original Act, he thought the advantages of the machinery for settlement would outweigh the disadvantages penalizing employees of public services. The past seven years' experience had entirely changed his attitude. The Act had been applied only three times, and provincial Governments had instead used Section 144 and other repressive laws to break strikes. He had come to the conclusion that it was not in the interests of the working classes that there should be any Act for settling trade disputes until provincial Governments were friendly to the working classes. He opposed the inclusion of inland steamer services and power plants in the definition of public utility services, mainly for the reason that these were run by private enterprise. None of the safeguards in the English Act was found in the Indian Act, and the Government had copied the Canadian Act only partly. He favoured the entire adoption of the Canadian proposals, which, in that Dominion, had meant that two-thirds of the applications for investigation of disputes were admitted, and prevented strikes. The Government's revised clause made it possible for them to declare every strike illegal, whereas the original clauses had confined such declaration to a general strike like that which occurred only once in a generation, and was not likely to occur in the speaker's lifetime.

Mr. Morgan. - Mr. Morgan offered a few criticisms on the various clauses, and hoped that on another occasion ample opportunity would be afforded to discuss the various aspects of the Bill.

Mr. Giri.- Mr. Giri said that the workers doubted the bona fides of the Government, as they had never seriously attempted to use the 1929 Act for the benefit of the workers. The weapon of the strike, he said, was an inherent right of the workers.

Sir Frank Noyce's Reply.- Sir Frank Noyce answered the various points raised in the debate and repudiated the suggestion that local Governments used their administrative power in breaking up strikes. He promised to give sympathetic consideration to the views which would come as a result of the consideration of the Bill.

(The Statesman, 14-10-1936). +

Payment of Wages(Railways) Rules, 1936. ✓

The draft of certain rules which the Governor General in Council proposes to make under the Payment of Wages Act, 1936, (IV of 1936), and the General Clauses Act of 1897 is published at pages 1367 to 1373 of Part I of the Gazette of India dated 17-10-1936. The rules apply in respect of payment of wages to persons employed upon any railway (including factories) under ~~the~~ a Railway Administration. The principal provisions relate to the maintenance of registers needed for the application of the Payment of Wages Act, 1936: register of fines, register for recording deductions for damage or loss, register of wages, etc. The rules also define the persons who are authorised to impose fines, and the procedure to be followed in imposing fines and deductions. +

Labour Legislation in Baroda: Government Appoints
Committee to Suggest Improvements. ✓

The Bombay Chronicle dated 15-10-1936 publishes the following news item regarding a Committee appointed in Baroda State to make recommendations regarding measures to afford statutory protection to workers in the State:

"The Baroda Government appointed a Committee to investigate into European nations' labour legislation and to suggest methods of legislation for the State suitable to local conditions".

Information received in this Office goes to show that the Committee is presided over by the Minister in Charge of the

K.2

Judicial Department of the State, and that the particular aspects of labour legislation that the Committee has been asked to examine are : (1) industrial insurance, (2) hours of work and minimum wage, and (3) social insurance for workers. The Committee has been further asked to adapt such provisions ^{of European legislation} on the above subject, with suitable modifications, as can profitably be introduced in the State. +

Fresh Occupational Diseases included in Schedules
of Workmen's Compensation Act. ✓ +

According to a notification (No.L-1821 dated 28-9-1936) published by the Department of Industries and Labour of the Government of India in the Gazette of India (page 1302 of Part I dated 3-10-1936), the Government proposes to add to the list of occupational diseases specified in Schedule III of the ^{Workmen's Compensation} Act the following:

<u>Occupational disease.</u>	<u>Employment.</u>
Arsenical poisoning or its sequelae.	Any process involving the production, liberation or utilisation of arsenic or its compounds.
Pathological manifestations due to:- (a) radium and other radio-active substances; (b) X-rays.	Any process involving exposure to the action of radium, radio-active substances, or X-rays.
Primary epitheliomatous cancer of the skin.	Any process involving the handling or use of tar, pitch, bitumen, mineral oil, paraffin or the compounds, products or residues of these substances.

Addition to Schedule II. - By the same notification, the Government of India has signified its intention to add to Schedule II

of the Workmen's Compensation Act, 1923, persons employed in any occupation involving the handling and manipulation of radium or X-rays apparatus, or contact with radio-active substances.

Any suggestions or objections with regard to these, it has been notified, should reach the Government of India by 3-1-1937. +

12

Conditions of Labour.

Forced Labour Prohibited in Barwani State. +

The Council of Administration of the Barwani State has recently prohibited by a resolution the resort to "begar" (Forced labour) within the State. According to the resolution, the use of impressed bullock-carts has been forbidden. Carts required for State use ^{should} ~~should~~, ^{hereafter,} be hired by the department concerned by private arrangement with owners of carts or with private contractors. The existing rates for the use of bullock-carts supplied to touring officers and to officers on transfer ~~have~~ been raised by 50 per cent. For the use of a pair of bullocks (joti) for dragging beams of timber from the interior of the forest to the place of storage, the rate has been fixed at nine pies per mile per joti. The wages of workers, for transport of State stores or for luggage of State officers on duty, have been fixed at six pies per mile per labourer. Every person employed on the occasion of a 'beat', ^(in shooting parties) ~~should~~ be given two annas per day or part of a day. The labourers ^{should} ~~should~~ be paid for the full period they have been kept out of their homes whether they ~~were~~ actually employed for beat or not. For other miscellaneous labourers employed by the Forest Department, the wages have been fixed at three annas a day.

(The Statesman, 14-10-1936)

Note.- Barwani is an Indian State in Central India; ~~in the~~ ~~Satpura mountains;~~ Area, 1,035 sq. miles; population, 141,110 (Census of 1931). +

Forced Labour in Indian States; Government of India's steps to induce Prohibitory Legislation.

On 8-10-1936, Sir Henry Craik, Member in Charge of the Home Department of the Government of India, in reply to certain interpellations by Mr. V.V.Giri, informed the Legislative Assembly that steps have been taken to induce all Indian States, which have not already taken action, to enact legislation in regard to forced labour on the lines of legislation now prevailing in British India, and ^{that} the Political Officers concerned have been requested to ask the States to ensure that the laws so enacted are duly enforced.

Mr. Giri referred to the recent order of the Government of Bombay prohibiting the exaction of certain forms of forced labour (vide page 9 of our August 1936 report), and asked the Government whether it will consider the advisability of asking other Provincial Governments to follow the example of the Bombay Government. Sir Henry said that such a course has already been taken.

Mr. N.M.Joshi asked whether the Government would publish the Local Governments' reports on the subject, to which the Home Member replied that the Government hoped to publish a summary of them.

(The Hindustan Times, 9-10-1936) †

Sickness Insurance in India: Views of Indian
Merchants' Chamber, Bombay. ✓ +

Reference was made at pages 12-14 of our May 1935 report to the views of the Government of India on the recommendations of the Royal Commission on Labour in India regarding the provision of sickness insurance ~~schemes~~ schemes for industrial workers. The Government of India sent a circular letter on 30-4-1935 to all Provincial Governments to elicit the views of industrial interests on the subject, ~~and~~ the views of the Bombay Chamber of Commerce, the Indian Mining Association, the Ahmedabad Textile Labour Union and the Bengal Chamber of Commerce were summarised in our Reports (vide pages 34-36 of July 1935, 38-39 of August 1935, 18-19 of October 1935 and 10-12 of November 1935 reports). The views expressed by the Committee of the Indian Merchants' Chamber on the subject ~~is~~ ^{are} published in the Annual Report of the Chamber for 1935 and ~~is~~ ^{are} summarised below:

Workers' Unwillingness to Contribute: The Committee feel that it will not be possible to ask workmen to make their contributions towards this insurance. The workmen in India ~~is~~ ^{are} still unorganised and have not realised the benefits of trade union organisation by making regular contributions. Until the trade union organisation grows, there seems to be no hope of securing any voluntary contributions from the workmen; and if it is imposed by law, it might lead to reduction of his real wages.

Employers Unable to Contribute.- With regard to contribution by employers, it is very doubtful whether ^{Indian} industries in ^{their} ~~its~~ present condition can bear additional charges. The provision of schemes

to which employers are compelled to contribute will invariably result in a general reduction of wages.

Scheme Unsuitable for India.- Workers are not concentrated in India in the same manner as ^{in other countries} ~~elsewhere~~ abroad. Sickness Insurance is not yet adopted ~~in~~ ^{by} all industrial ^{advanced} countries. It is more important that if such a scheme is instituted, its administration should be efficient and its operation should be beneficial to the class of workers for whom it is intended.

It seems more important in India to strengthen the machinery for medical relief ⁱⁿ ~~at~~ the hands of Municipalities and in urban areas generally where ~~the~~ industry is located. Such medical relief is at present financed partly by voluntary contributions but largely from municipal taxation to which employers and employees are indirectly contributing. It is not yet demonstrated that this method could not be more suitable for Indians, if its volume and scope are extended, so that relief can reach all those who are in need of it.

The illiteracy of the workman and his inability to grasp the idea of insurance contribution whose benefit he can derive only if and when he needs it, are going to be the rocks on which every proposal which might be put forward with the very best motives, might break to pieces.

The Qualified Support to Experimental Measures.-The Committee fully sympathise with the object of the proposal of the Government and states that if workable schemes are forthcoming they would be glad to support them; but difficulties mentioned above seem to be insuperable. If any scheme is at all adopted, the Committee are of opinion that it would have to be for selected industries and for selected districts as an experiment.

The All India Spinners' Association and
Minimum Wage. +

Reference was made at page 26 of our October 1935 report to the resolution adopted by the All India Spinners' Association prescribing the payment of a minimum scale of wages to spinners whose earnings have hitherto been wholly inadequate for their maintenance. The resolution was one mode of expression of Mahatma Gandhiji's insistence that the welfare of the producers of khadi should be made the chief objective of the khadi movement. The following information regarding the working of the minimum wage scale is taken from the annual report of the All India Spinners' Association for 1935.

Reasons for Standard Payment.- It is mentioned in the report that ~~what~~ the spinners received in payment for their labour so far was by itself piteously low, but having regard to the fact that agriculture is the main occupation of the mass of the people and spinning is treated as an auxillary source of income, as also the fact that the average earning of an agriculturist did not very much exceed the full time income of a spinner, spinning was looked upon as rendering substantial help to the poor. But the point of view which has now emerged is that spinning should not serve the poor merely as a supplementary work, but it should be made capable of serving wherever necessary as an independent occupation also. It was also perceived that the welfare of the artisans depended not merely on the scale of money wages, but on the benefit in terms of nourishment, health and efficiency which they derive from the expenditure. It is well known that a considerable portion of the meagre resources of the villagers is wasted owing to ignorance, and if earnest endeavour is made to remove it, it would lead to an improvement in their standard of living and securing for them the necessities of life on a considerably lower money wage than would otherwise be possible.

Basis of Wage-Fixing.- Whatever doubts the proposal may have raised in the beginning, the principal workers of the different branches earnestly set about to make plans for introducing the increased wages in their provinces as soon as the programme was adopted. Investigations were immediately started at the centres of production to ascertain the diet suited to the habits of the people residing in the spinning areas, and with the data obtained a proper scale of minimum food requirements was prepared in consultation with medical experts. The money value of the scale was

7.2

17

calculated on the basis of the food prices prevalent in the locality, and this together with the cost of the khadi clothing required, was fixed as the minimum wage for eight hours' efficient work. Although there is considerable variation in the staple food required by the people in different parts of the country, the minimum wage has worked out on the above basis from two to three annas per day. The spinning rates calculated on this scale gave an increase from 25 per cent to 75 per cent in the different provinces on the old rates.

Results of Working.- These increased rates were adopted in the various provinces in the beginning of the current year, though some of the branches introduced them very much earlier. The report states that it is difficult at this stage to say definitely ~~as to~~ how the new scheme will work out, but it is stated that the fears entertained have been dispelled to a considerable extent and a feeling of optimism has come to prevail amongst those who are working out the scheme. It is true that in some of the centres difficulty was experienced at first in inducing the spinners to agree to adopt khadi for their wear, but the reports recently received show that the higher wages offered have helped to overcome the difficulty, and a considerable number of spinners have been registered to work under the new scheme.

(The Bombay Chronicle, 14-10-1936). +

Wage Dispute in Ahmedabad Textile Mills:

Arbitration Proceedings Delayed. +

1936

References were made at pages 33-35 of our August/and pages 23-24 of the September 1936 Reports of this Office to the wage dispute in Ahmedabad Textile industry. It was mentioned there that the Millowners' Association and the Labour Association agreed to submit the question to arbitration by Mahatma Gandhi and Seth Chimanlal Parikh, representing the workers' and employers' interests respectively. According to the newspaper reports of the month, by 15-10-1936, both sides had prepared their cases and consulted Mahatma Gandhi's convenience in respect of suitable date for hearing the case. No suitable date to suit all the parties could be fixed in October; moreover, Seth Chimanlal Parikh, one of the

14
arbitrators expressed inability to serve on the Board of Arbitration on the ground that arbitration proceedings on the proposed wage cut would necessarily be protracted and that he could not spare time for the purpose. On 26-10-36, soon after submitting his resignation, ~~the~~ Seth Chimanlal Parikh started working one of his mills with a ~~new~~ new complement of workers on the reduced wages scales. On this the Textile Association declared a strike in the other four mills of Seth Parikh. The situation has not registered any improvement by the close of the month.

(The Times of India, 26-10-1936)
and the Hindu, 23-10-36) +

Strikes in Baroda and Indore.- Due to reductions in wages ranging from 15 to 25 per cent in the textile industry of Baroda and Indore, the workers in several of the mills in the two States are now on strike.

(The Times of India, 26 &
27-10-1936) +

Workers' Organisations.

1st Delhi Provincial Labour Conference, Delhi, 15th 16-10-1936.

The First Delhi Provincial Labour Conference was held at Delhi on 15 & 16-10-1936 with Mr. Sorabji Batliwala, Barrister-at-law, Bombay, as President. The Congress was well attended by local workers. In the course of his presidential address, Mr. Batliwala criticised the attitude of the Indian National Congress towards the working classes. He said that the Congress merely extended lip sympathy and was not exerting itself actively in the cause of the workers and peasants. In labour strikes, ^{he said,} it seldom happened that rightwing Congress men espoused the workers' cause. Mr. Batliwala defined India's political goal as complete independence and exhorted the workers and peasants to organise themselves. He also referred to the growing menace of unemployment in the country.

The Conference passed a number of resolutions, the more important of which are summarised below:

1. Sympathy with Strikers.- A resolution was passed expressing sympathy with the workers of the Ambernath Match Factory and with the textile workers of Ahmedabad, Baroda, Cawnpore and Beawar who are on strike, and condemning the repressive measures adopted by the authorities against the strikers.

2. Greetings to Russian Workers.- "This Conference sends its greetings to the workers and peasants of Russia for their heroic and remarkable success of building up a new society free from exploitation in the ~~midst~~ midst of other societies ~~in~~ in the world based on all forms of bondage and exploitation".

3. Other Resolutions.- Resolutions were also passed (1) condemning the Government of India Act as "~~leading to~~" "strengthens the economic and political domination of India by British imperialism"; (2) demanding the repeal of the Trade Dispute's Act and other anti-labour legislation; (3) condemning the race in armaments; (4) viewing with alarm the increasing incidence of unemployment among the working classes; and (5) demanding that collective affiliation should be accorded by the Indian National Congress to the workers' and peasants' unions in order to make the Congress a genuine mass organisation.

(the National Call and the Hindustan Times of 17-10-1936).

2nd Annual Conference of the Bengal Congress

Socialist Party, Calcutta, 4 to 6-10-1936. ✓

The second annual conference of the Bengal Congress Socialist Party was held at Calcutta from 4 to 6-10-1936 under the presidency of Mr. Yusuf Meher Ally of Bombay. In the course of his presidential address Mr. Meher Ally condemned the new Indian constitution and expressed the opinion that Congressmen who enter legislatures should not accept office. He pointed out that Ministers under the reformed constitution will be powerless to take effective action in respect of problems connected with unemployment, agricultural debts, nationalisation of industry, etc.

As regards the relations between the Party and the Congress, Mr. Meher Ally said that the task of the socialist was not to make the Congress a big Socialist Party, but to make it an organisation which should fight for complete national independence and to make it a genuinely anti-Imperialist organisation. They did not want to raise the issue of Socialism in the Congress at the present time nor did they want to divide the Congress at the present moment into Socialist and anti-Socialist camps. In the meantime they should preach the gospel of Socialism and look forward to the time when their ideals would be accepted by the country.

A summary of the more important resolutions passed by the Conference are given below:-

1. Anti-labour Laws Condemned.- The conference adopted a resolution condemning the measures taken by the Government to suppress civil liberties, and registered its emphatic protest against

the promulgation of the Public Security Act in predominantly labour areas like Calcutta, 24-Parganas, Howrah, etc., as it was calculated to suppress the workers' basic right of assembly, organisation and expression and, thereby, to prevent them from active participation in the electoral campaign at a time when labour had been enfranchised for the first time.

The conference demanded the immediate repeal of all acts calculated to suppress civil liberties, such as, ^{the} Bengal Criminal Law Amendment Act, Regulation III of 1818, ^{the} Public Security Act, ^{and} ~~the~~ Trade Disputes Act, and radical revision of the Indian Trade Unions Act, Wage Payment Act, Press Act, etc.

2. Indian Constitutional Reforms.— The conference declared that the only constitution that would be acceptable to the Indian people is one drawn up by a national Constituent Assembly elected on universal adult suffrage and composed of the representatives of the exploited and oppressed masses of people, provided that those who have opposed and betrayed the struggle for independence shall have no place *in it*.

(The Amrita Bazar Patrika, 6 & 7-10-1936)

(The first session of the Bengal Congress Socialist Party's Conference was held at Calcutta in September 1935; a reference to it is made at pages 38-40 of our September 1935 report).*

K.

Progress of Trade Union Movement in Burma, 1935-36. +

The following is a brief review of the Working of the Indian Trade Unions Act, 1926, in Burma for the year ending 31-3-1936.

Legal Changes.- No legal changes by way of amendment of the Indian Trade Unions Act, 1926, or of the Burma Trade Union Regulations, 1927, were made during the year under report.

Registered Trade Unions.- There were five registered trade unions in Burma at the beginning of the year. Three trade unions were registered during the year, namely, the Burma Master Plumbers' Union on the 11th July 1935, the Race Horse Syces' Samiti, Burma, on the 28th October 1935 and the Burma Compounders' Association on the 29th October 1935. There were thus eight registered trade unions at the end of the year. Returns were received from 6 of the 8 unions. The remaining two unions—the Seamen's Union of Burma and the Burma Master Plumbers' Union—ceased to function during the year and hence reports were not received from them. The year opened with 2,562 members in all the 8 unions, and closed with 4,689 members.

No Federation of trade unions in Burma has applied for registration yet.

Applications for Registration.- Applications for registration were received during the year from five trade unions, three of which were registered. The remaining two applications which were pending at the end of the year were from the Anglo-Burman Seamen's Union and the Burma Labour Union.

Political Fund.- No political fund has been constituted by any of the registered trade unions.

Trade Unions of Government Servants.- No rules similar to the rules for the recognition of associations of their industrial employees (including railway employees) issued by the Government of India in February 1934 have yet been framed by the Government of Burma in respect of their industrial employees. The Local Government does not propose to take up the framing of such rules till associations of its industrial employees are formed and a need for the rules arises.

Unregistered Trade Unions.- The difficulty of preparing a complete list of unregistered trade unions, mentioned in the previous reports, is still reported to continue and no list of unregistered trade unions is attached to the report.

General.- Although there has been some increase in the number of registered trade unions during the last two years, there is still a hesitation on the part of unregistered trade unions in Burma to take advantage of the provisions for registration afforded by the Act. The membership of the registered trade unions, except the Burma Railways Employees' Union and the Rickshaw Owners' and Pullers' Association, is inconsiderable, and the bulk of the workers employed in large industrial establishments still remain unorganised. The progress of the trade-union movement, it is pointed out, depends largely on the raising of the standards of literacy and intelligence among industrial workers. Under the Government of Burma Act, 1935, membership of a recognised trade union is a qualification for the labour franchise, and this may prove an additional stimulus to the growth of trade-unionism in Burma.

(Summarised from a Cyclostyled copy of the annual Report on the working of the Indian Trade Unions Act, 1926, in Burma for the year ending 31-3-1936, forwarded to this Office by the Labour Commissioner, Burma.)

(The Progress of the Trade Union Movement in Burma in 1934-35 was reviewed at pages 34-35 of our November 1935 report). +

24

Economic Conditions.

State Action in Respect of Industries, 1928-35*

Report issued by the Industries and Labour Department
of the Government of India.

The Industries and Labour Department of the Government of India has recently issued a bulletin reviewing the action taken by the State (including the Central and Provincial Legislatures) in regard to the various matters affecting industrial development in India during the seven years, 1928-35. This review was undertaken as the result of a resolution adopted at the Fifth Industries Conference held in Simla in July 1933 that it was desirable to have an All-India review from time to time of industrial development and State action in respect of industries. The only review of this kind hitherto published by the Government of India is "The State and Industry" by Mr. A.G. Clow, which surveyed the relations between Government and Industry in India from the introduction of the Montagu-Chelmsford Reforms up to the autumn of 1928. A brief summary of the salient features of the report is given below:

General Policy.— In dealing with general industrial policy, the review points out that at the beginning of the period under report the Central Government though deprived of the responsibility for industrial development under the reformed constitution, had, broadly speaking, obtained through tariffs extensive powers for assisting the economic position of industries. The provinces, on the other hand, had in theory almost unlimited powers to assist industries, but their financial resources, their technical equipment, and the difficulty of dealing with industries of all-India importance on a provincial scale contributed to confine their activities largely to the less organised forms of industries. Despite the growth of provincial self-consciousness, there was a swing back to the desire for activity at the Centre and for co-ordination. This led in 1933 to the resumption—at the request of provincial Governments—of the Industries Conference. In addition,

* Bulletins of Indian Industries and Labour. -No.57 - State Action in Respect of Industries 1928-35 - September 1936.—Published by order of the Government of India - Delhi: Manager of Publications. 1936. Price Rs. 1-12-0 or 3s. -pp.92

12.

industries themselves tended more and more to look to Government for assistance. During the period under review every industry of any importance, and a great number of minor industries, approached the Government (and generally the Central Government) for legislative measures of one kind or another, and in most cases assistance was given.

Economic Depression.- The period under review has included the greatest economic depression in modern times, but although its effects in India were serious enough, India suffered on the whole much less than western countries. The following figures of employment in factories, mines and railways afford an indication of the curtailment of activity:

Year.	Factories.	Mines.	Railways.*	Total.
1927	1,553,382	269,290	655,777	2,478,449
1928	1,520,315	267,671	670,969	2,458,955
1929	1,553,169	269,701	682,169	2,505,039
1930	1,528,302	261,667	651,159	2,441,128
1931	1,431,487	230,782	612,892	2,275,161
1932	1,419,711	204,658	591,696	2,216,065
1933	1,405,402	206,507	595,584	2,207,493
1934	1,487,231	229,381	600,877	2,317,489

* Figures are for financial year and exclude the number of operatives in "Railway Workshops" which are included in the figures under "Factories".

The depression severely affected profits and created difficulties for many industries, but, as the figures show, the contraction of actual industrial activity was much smaller than in western countries. Several industries continued to advance, and in many others the numbers employed at the depth of the depression were comparable with those of the prosperous period of 7 or 8 years before. The depression was accompanied in the official sphere by another wave of retrenchment. The Central Department of Industries and Labour, as a result of the retrenchment campaign of 1922-23, had been compelled to abandon much of its industrial activity, and presented little scope for further contraction in this field. But on the Provincial Departments, the effects were, in many directions, scarcely less severe than those of the earlier retrenchments.

Technical Education.- The importance of the advancement of technical and industrial education has long been appreciated both by the educated public and the Government, but progress in this direction was for some time slow. This was due partly to the hereditary aversion on the part of young men from the manual exertion which industrial or technical courses frequently demand and partly to the limited field of employment which industry offered. But conditions have been slowly changing. The stress of unemployment among the middle-classes has brought home to parents and sons alike the increasingly small value from the pecuniary point of view of the purely literary type of education imparted in schools and colleges and the imperative necessity of seeking new fields of employment in industrial fields. The gradual development of

industry has steadily widened the effective demand for the services of those who have received industrial training and has thus stimulated the expansion of schools and colleges to meet the need. There are indications indeed that in some areas and spheres of employment the provision of technical education has outstripped the demand for trained men with the result that the unemployment which has for some time been marked among students who were trained for academic courses is now apparent among those who have received technical training. State encouragement of technical education found expression in the award of scholarships for technical studies abroad as well as in the country, establishment of institutions for imparting vocational training, encouragement of apprenticeship and other forms of training, and in the award of ~~the~~ stipends.

Development of Cottage Industries.- Regarding the development of cottage industries, the review says: "The extent and importance of the handloom industry in India are not generally appreciated. The following figures taken from the Report of the Cotton Textile Tariff Board published in 1932 and the Census Tables of 1931 respectively give approximate estimates:

	No.
Handlooms ...	1,984,950
Workers engaged in cotton and silk weaving and spinning.	2,575,000

The consumption of cotton yarns by handloom weavers in the Presidency of Madras from April to October 1933, was about 42.7 million pounds, while the value of the annual production of the Benares weavers alone is estimated at Rs. 11.25 millions. Even in a smaller and less developed province, like Assam, handlooms consume about 12 million pounds of yarn every year, which is woven into cloth valued at about Rs. 20 millions and aggregating in length about 27,000 miles."

Brief indications are given of the way in which training and demonstration parties have succeeded in various provinces in assisting this industry. But, as the review points out, the handloom industry is not confined to the class of hereditary weavers. It provides a subsidiary occupation to the agriculturist at the season when agricultural work is slack and thereby enables him to use time profitably which would otherwise be wasted. Institutes for the encouragement of weaving are now established in all the major provinces. Following the conclusion of the Indian Tariff Board in 1932 that the position of the handloom weaver had deteriorated because of the removal of the cotton excise duty and the imposition of a protective duty, the Government of India decided to spend about Rs. 500,000 every year for five years in developing the industry. Schemes were formulated and discussed at the Sixth Industries Conference in July, 1934. Commenting on these schemes, which provide for improvements in marketing, appointment of technical experts and supply of materials on cheap rates, the review states:-

"The progress achieved in these schemes during the short period since their inception is encouraging. The necessary staff has been appointed in most of the provinces. The organisations through which it is proposed to carry on work have also been set up."

Similar action was taken by the Government of India with a view to assisting the silk industry in India, a grant of Rs. 100,000 a year for five years from 1935-1940 being made. An Imperial Sericultural Committee was set up, and met in New Delhi in 1935, when schemes submitted by local Governments were scrutinized. All the approved schemes are now in operation and allotments have been made to Madras, Bengal, Bihar, Orissa, Assam and Burma. More recently, the Government has taken an important step to aid the cottage and small scale woollen industries by making a special grant of Rs. 500,000 to be spread over five years, and a Woollen Industry Committee has been set up to advise the Government of India on the question of allotments.

Intelligence and Technical Assistance.- The evolution of services giving information about industry and trade generally, and the provision of technical assistance has progressed rapidly and is becoming more and more valuable. Publications for the dissemination of commercial intelligence have become numerous, while useful surveys of different industries are being increasingly undertaken. The period under review is remarkable for the successful efforts made by the Governments of Madras, the Punjab, and the United Provinces to develop the hydro-electric resources of the country. This has resulted in factories being set up to utilise local materials and the provision of cheap power to industrial consumers.

Financial Assistance.- One chapter in the review surveys the financial assistance to industries granted by the Central and Provincial Governments by means of legislative measures regarding State-aid, Provision of loans and grants, etc.

Research and Investigation.- One of the recent developments has been the establishment of the Industrial Research Bureau by the Government of India, which has already undertaken a heavy programme of work and is contributing valuable observations on industrial methods. Valuable work is also being done by the Dehra Dun Forest Research Institute in the study of Indian woods for all kinds of purposes. The metallurgical Inspectorate at Tatanagar has been making numerous tests of various materials of value to numerous Indian industries. The Geological Survey has added to the knowledge of the vast stores of India's mineral resources. In addition, provincial institutions and laboratories have been conducting experiments of great benefit to industry throughout the country.

Development and Restriction.- Another aspect of the relation between the State and industries has been the necessity for the development and restriction of certain industries. The Indian Cotton Cess Act and the Indian Lac Cess Act are important examples. Numerous miscellaneous measures are detailed in this connexion.

Other Features.- Two chapters are devoted to a picture of

the various fiscal measures for the assistance of Indian industry. In this section of the review the most important items dealt with are iron and steel, cotton and other textiles, and sugar, each of which is fully treated. Among other articles receiving protection are:- paper, salt, matches, wheat, silver thread and wire, silver plate and like manufactures, magnesium chloride. The removal of certain tariff anomalies on the recommendation of the Tariff Board also proved of great assistance to industry. The review closes with a chapter on the general policy followed by Government of affording all possible encouragement to the development of industries in India by showing a definite preference in making purchases for articles of indigenous manufacture.

(A copy of the Bulletin "State Action in respect of Industries, 1928-35" was forwarded to Geneva with this Office's Minute D.1/1111/36 dated 8-10-1936). +

Indian Mining Problems: Report of Second

Subsidence Committee. +

An authoritative survey of the question of conserving existing coal reserves of India has been made by a special committee of experts of the Mining and Geological Institute of India. This committee known as the Second Subsidence Committee, has recently submitted its report to a meeting of the Mining Institute at the Indian School of Mines, Dhanbad. The report refers to the extraction of Indian coal seams, mainly of the Jharia field, and supplements the work of a previous committee whose findings were published in 1922.

Indian Conditions.- Except in a few rare instances, the Indian miner has yet to be trained to the more difficult and arduous task of working seams of coal of less than four to five feet thick. In most instances the seams worked are of considerably greater thicknesses. Thus, on extracting the pillars of a relatively

thick seam, which are often over 20 feet thick, the resulting subsidence of the roof-rocks is comparatively great, possibly from five to 12 feet or more, and fracturing and subsidence is likely to continue within the higher rocks for several hundreds of feet above the mine and, in many instances, may eventually continue to the surface strata resulting in the irregular fracture and depression of the ground surface to the extent of several feet. Such surface subsidence is naturally liable to result in changes in the direction of important drainage lines, the collapse of buildings resting on the subsided area and in the dislocation of railway tracks and damage to water pipe mains within its limits. Surface subsidences of this nature have also in the case of the Jharia field, unfortunately in some instances, been responsible for the loss of life both of the occupants of the buildings in the area and in the mines below.

Control of Subsidence Essential.- One of the main problems in connexion with coal mining in India is, therefore, to control this subsidence during the process of extraction of the coal pillars so that the results at the surface can be foreseen and their damaging effects reduced to a minimum. Unless such collapse is controlled it is also liable to set up such severe stresses on the coal pillars which may remain in the mine that the latter may be crushed and further extraction of coal may be an extremely dangerous procedure or even quite impossible. In this way a large proportion of a seam may be entirely lost.

During the rains, or where the workings are under rivers, there is danger that uncontrolled collapse may result in the flooding of the mine by water draining in along the fissures from the overlying strata. Or, again, in crushing, sufficient heat may be generated in coal pillars as to result in the ignition of the crushed coal by so-called spontaneous combustion and in the end a "district" or perhaps the whole mine may have to be abandoned as a result of fire.

Conditions in Jharia.- One of the principal causes of anxiety is the fact that the coals of the Jharia field comprise a very large proportion of the "coking coal" reserves of India. These valuable Jharia coals have, in the past, and are still being used for many purposes other than the Indian iron and steel

xx

7.
industry,—for railway locomotives, general steam-raising purposes, etc. A very large proportion of the seams of the field has already been developed in the "first working" and the question of the extraction of the pillars—representing 50 to 70 per cent of the seam—is now acute.

In the Report it is shown that such extraction has in a number of cases been carried out successfully, usually by the partial stowing of the void with stone or sand. But such stowing has often added to the cost of working by more than one rupee per ton of coal won and, with best quality coal selling at a price of about Rs. 3 to Rs. 3-8 per ton at the pit's mouth, such methods obviously could not be continued economically except under very abnormally favourable conditions. Sand-stowing has, in fact, been brought almost to a standstill in the "Jharia field".

Prevention of Waste.— The Report shows that in other instances attempts have been made to extract the pillars with inadequate stowing, with the result that mine workings have collapsed or caught fire, important reserves of good quality fuel have been lost and, in some cases, these disasters have unfortunately been attended with the loss of the lives of a number of the miners. To allow coal to remain standing in pillars for long periods, also means that it weathers and deteriorates, the pillars weaken and eventually the task of extracting these pillars becomes much more hazardous and perhaps economically impossible,

It is quite obvious that, without some form of stowing, large quantities of India's reserves of good quality fuel will be lost entirely, and the report hopes that, in the not distant future, the conditions of the industry will be such as to permit the successful extraction of these reserves, which India can ill afford to lose.

(The Statesman, 15-10-1936). †

Conservation of India's Coal Supplies and
Safety of Miners: Government of India Appoints Enquiry
Committee. †

A resolution by the Government of India in the Industries and Labour Department announces Government's decision to appoint an expert Coal Enquiry Committee with Mr. L.B. Burrows as Chairman to ^{enquire into} the methods of extracting coal with a view to secure the safety of those employed in this work and to prevent avoidable waste of coal. The enquiry of the Committee will be limited to coal fields in Bengal, Bihar and Central Provinces, and its headquarters will be in Calcutta. The Committee is expected to assemble about the end of November 1936 and make a report by the end of February 1937. When the report is received, it is understood, it will be referred to the coal interests concerned, and if legislation is found necessary, it will be undertaken in the Simla session of the Assembly in August 1937.

Government Communique.- The Government resolution in this connection runs as follows:-

The Government of India have for some time, had under consideration the question of devising measures for conserving the coal assets of this country by improving the methods of extraction and preventing avoidable waste. The serious extension of fires in the main coalfields has added urgency to this problem and by increasing the danger to life brought into prominence the necessity of affording greater protection to persons employed in mines.

Emergency Measures.- Certain emergency steps have been taken with the concurrence of the Legislature for the protection of the miners, but the Government of India have reasons to think that these are not likely to prove adequate in future years. A very large amount of coal is now standing in pillars and its extraction must necessarily involve a larger degree of danger than is ordinarily attendant on the driving of galleries by which the bulk of the coal has been extracted in the past. It is also probable that losses of coal due to fires and collapses will in the future be more extensive than they have been in the past unless **proper** steps are taken.

2

The Scope of Work of Committee.- The Government of India have accordingly decided, as already announced in the Legislative Assembly, to appoint a Committee of experts to inquire into the methods of extracting coal underground and to report on the measures which should be taken (i) to secure the safety of those employed on this work, and (ii) to prevent avoidable waste of coal.

Safety in Mines.- In connection with part ~~ix~~ (i) the Committee are asked to consider specially

- (a) the dangers arising from underground fires;
- (b) the dangers arising from collapses of workings; and
- (c) the suitability of the explosives in use, and of the methods of using and storing them.

Conservation of Coal.- In connection with part (ii) the Committee ~~asked~~ ^{are} asked to consider specially:

- (a) the control that should be exercised over mining methods to ensure that a substantial proportion of the coal is not rendered incapable of extraction;
- (b) the extent to which it is desirable and practicable to enforce the partial or complete filling of the space from which coal is removed by incombustible material; and
- (c) the manner in which the cost of any action that may be recommended should be met.

(The Hindustan Times, 29-10-1936)

(The text of the Government Resolution is published at pages 239-240 of the Gazette of India Extra-Ordinary dated 29-10-1936)

The following views on the Coal Inquiry Committee expressed by Mr. Amritlal Ojha, ex-chairman of the Indian Mining Federation, Calcutta, in the course of an interview given by him to the Associated Press in the second week of October are indicative of the point of view of Indian coal interests:

"The alleged bad methods of mining which are considered as the causes of wastage of coal and for the improvement of which the Government are so anxious, are due to the plight of the industry for which both Government and public inaction to improve the economic condition of the industry ^{are} ~~is~~ more or less responsible. The Government and the public, no doubt, want to see the

existence of the coal industry. But, at the same time, both want to have fuel cheap, and that by taking advantage of the most unfortunate position in which one finds the industry placed in this country, Compared with the position of the coal industry in other countries and the action taken by the Governments of the different countries for its well-being, or even compared with the action taken by the Government of this country to help other major industries, one can say without any exaggeration or any fear of contradiction that the coal industry has been entirely ignored and many a time made subservient to other industries.

In these circumstances, in my opinion, it is essential that any attempt to introduce better mining methods with a view to preventing the wastage of coal resources of the country must be preceded by an attempt to put the coal industry, which is on the verge of collapse, on a sound footing. To force the industry to introduce improved mining methods which are bound to add to the cost of production, when it finds difficult to make the two ends meet, not to speak of any profit, is like placing the cart before the horse. I would, therefore, suggest that the Committee should not only enquire into the present mining methods for their improvement, but should also consider the question in its commercial aspects and to do this the terms of reference should be widened and the personnel be made a representative one."

(The Amrita Bazar Patrika, 10-10-1936) +

Problems of Indian Sugar Industry: 5th Annual
Conference of Indian Sugar Technologists' Association,
Cawnpore, 18 & 19-10-1936. +

The 5th annual convention of the ^{Indian} Sugar Technologists'

Association was held in the ceremonial hall of the Imperial Institute of Sugar Technology, Cawnpore, on 18 & 19-10-1936. Sugar technologists from all over India attended the meetings. Mr. V.P.Iyer, the Vice-President of the Association, presided.

Presidential Address.- The president, in his address, reviewed the progress made by the Association during recent years, the effect of the protective duty on sugar, the equipment and manufacturing conditions in factories and the problems of employment in sugar factories. A number of technical papers dealing with various branches of the sugar industry, namely, agriculture, engineering, manufacture and utilization of by-products were discussed at the convention. Important suggestions for the improvement of the industry in several directions were also made.

Annual Report for 1935-36.- The following are extracts from the annual report for 1935-36 presented at the session:

Production Statistics.- Surveying the development of the sugar industry during 1935-36, Mr. R.C.Srivastava, the Secretary of the Association, during the course of his annual report said that the most outstanding feature was the large increase in production of sugar directly from cane, which attained the record figure of about, 900,000 tons as against 578,115 tons and 453,965 tons in 1934-35 and 1933-34, respectively. This was due to an excellent crop and well distributed winter rains in Northern India which allowed the crop to remain in the fields without deterioration much longer, thus giving the factories a long working season. Taken along with the sugar refined from gur and that produced by the indigenous open pan process, the total output of sugar in India was approximately 1,050,000 tons and was almost sufficient for the entire home consumption.

Factory Improvements.- The operating efficiency of factories showed improvement during the last season, but this was due to some extent to the better quality of cane harvested. There was still considerable room for improvement in efficiency of operation. Another matter calling for attention was the quality of sugar manufactured by Indian factories. An official review dealing with this subject which was published for the first time this year disclosed the fact that with the exception of a few factories, the quality of sugar generally produced by Indian sugar factories was not high.

Need for Increased Efficiency.- With the large increase in production which was taking place, combined with the recent devaluation of Dutch currency, sugar prices were likely to decline. Improvement in efficiency and in quality of sugar would then become matters of much greater importance. It was hoped, that factory owners would now devote more attention to improving the efficiency of their

plants and the quality of their product than merely to increasing their output. Plants would have to be brought up to date and none but the best technical staff would be required to operate these, if the desired results were to be obtained. The practice of engaging technical staff for the crushing season only was also a serious contributory cause of inefficiency in operation.

Progress of Association.- Dealing with the problems of the association itself, Mr. Srivastava said that it was gratifying to record that the progress which the association had shown last year had been maintained during the year under report. The heavy work connected with the collection and compilation of technical returns from factories had been disposed of without delay. During the year 71 factories supplied monthly manufacturing returns, as against 64 during the previous year. A new form was introduced this year for obtaining principal machinery data from factories. This had provided, for the first time, information relating to mechanical equipment of a large number of Indian factories. This was of value not only for correlating the operating results of different factories, but also for laying out new factories and making improvements in the existing ones.

(The Statesman, 23-10-1936) +

Railway Enquiry Committee Appointed: Improvement
of Railway Finances and Co-ordination of
Rail-Road Transport. +

A communique issued on 19-10-1936 by the Government of India announces that, in view of Sir Otto Niemeyer's Report (paragraph 31(2)) and the recommendation of the Public Accounts Committee, the Government of India have appointed a Railway Enquiry Committee, consisting of Sir Ralph L. Wedgwood, Chief General Manager, London and North-Eastern Railway, and Mr. W.A. Stanier, Chief Mechanical Engineer, London, Midland and Scottish Railway.

The Committee will be assisted by Mr. A. Forbes, Chief General Manager's Assistant for Rates and Statistics in the London and North-Eastern Railway. Mr. L. H. Kirkness, Secretary Railway Board, and Mr. B.M. Strouts will act as Joint Secretaries.

The terms of reference of the Committee are as follows: "To examine the position of Indian State-owned railways and to suggest such measures as may otherwise than at the expense of the general budget (1) secure improvement in the net earnings, due regard being paid to the question of establishing such effective co-ordination

IK.
between road and rail transport as will safeguard public investment in railways, while providing adequate services by both means of transport, and (2) at a reasonably early date, place railway finances on a sound and remunerative basis.

(The Hindustan Times, 20-10-1936). +

Indo-Japanese Trade Agreement to Terminate on 31-3-37:

Negotiations for Fresh Agreement . +

The Government of Great Britain communicated on 22-10-1936 to the Japanese Government ^{its decision} to terminate on 31-3-1937 the Indo-Japanese ~~Trade~~ Trade Agreement. At the same time, an assurance was given to the Japanese Government of India's desire for the continuance of the negotiations for a fresh agreement proceeding at Simla, and expressed the hope that they would end successfully.

(The Statesman, 23-10-1936). +

The Company Law Amendment Bill: Assembly

Passes Third Reading on 7-10-1936. +

After a debate extending over eighteen days in the course of which a record number of amendments were tabled and considered, the Legislative Assembly passed on 7-10-1936 the Companies Law Amendment Bill.

Mr. N.M. Joshi withdrew his amendment which sought to protect Provident Fund and other funds constituted by a company for the benefit of ~~x~~ employees, on receiving an undertaking from Sir N.^N. Sircar that an amendment to the Bill would be moved in the Council

of State to the effect that the Provident Fund money, consisting of employers' and employees' contributions, would be invested in trust securities, that in the case of funds which had accrued up to the time of ^{the} passing of the Act, companies would be allowed 10 years' time within which to invest the funds in trust securities, that the amounts to be invested should consist of equal annual instalments spread over 10 years and that ^{the} interest accruing would be invested without taking into account the period of 10 years. The amendment of Mr. N.G.Ranga, proposing that each company shall ~~be~~ distribute part of the profit among the workers and also provide benefit schemes for workers was objected to by Sir H.P.Mody and disallowed by the President.

(The Hindustan Times and the Hindu,
dated 8-10-1936)

Indian Opinion on the Bill. - The following extracts from an editorial comment of the Hindu on the Bill express the Indian point of view on the subject:-

An Advance on Existing System.- The Companies Bill has been universally acclaimed in India and for the excellent reason that half a loaf is better than no bread. In the first place, the Bill tightens up the company law in one important direction. The provisions embodied in the new Bill in such clauses as 41 and 60 make it difficult for people whose only activity is to promote bogus companies and make money at the expense of the unwary sections of the investing public to ply their trade.

Safeguards for Efficiency.- The State could not however be content with discouraging the growth of bogus concerns. Joint stock companies must not only be bona fide undertakings; it is essential that they must also be efficient, that those who seek to manage them are not only honest, but apply their minds actively to the fulfilment of the trust reposed in them. A number of changes which the Bill makes are meant to tighten up the law regarding the duties and responsibilities of directors. Dummy directors are as much a source of danger to joint stock concerns as dishonest directors and few will seriously complain of the obligations which the Bill lays on those who accept such an important and fiduciary position as that of a director of a joint stock company.

5.

Managing Agents Curbed.- Another reform which this Bill brings about is that relating to that unique institution in Indian industrial organisation—the managing agents. The managing agency system today has fallen on ~~dark~~ evil days. Nevertheless the general consensus of opinion is in favour of the retention of the system; and the Bill, in accordance with this view, has sought to mend it and not end it. In future, managing agency contracts placing the managed company at the mercy of the managing agents for all time and on their terms will be virtually null and void. The tenure of office of managing agents will be subject to periodical revision at the desire generally of the shareholders; and provisions have been inserted in the Bill with a view to bringing home to the managing agents the fact that their office is in the nature of a trust and they are ultimately accountable to the shareholders in regard to matters on which the soundness and prosperity of the company they manage depend.

Control by Shareholders. - The debates in the Assembly have shown how in regard to many points there is a feeling that the safeguards provided in the Bill against chicanery, fraud and unfair dealing on the part of promoters and the management of companies provided in the Bill are not adequate. But defective as the Bill is, there will, we think, be general agreement that the broad principles underlying it are sound. The insistence on the giving of the widest possible publicity to the exact state of affairs of a company as ascertained by independent audit, the vesting in the shareholders of the right to call for information and accounts and otherwise to control the action of the directors and their policy, the minimising of the opportunities available to the management to act against the interests of the company, the emphasis laid on the accountability of the directors and the managers to the shareholders—these are well understood and recognised principles of sound control over corporate organisations; and if the Bill has met with general support it is because of the feeling that on the whole these principles find recognition in the Bill.

(The Hindu, 8-10-1936) +

Employment and Unemployment. +

Action taken on Sapru Report: U. P. Government

Sets up Unemployment Board. +

References were made at pages 43-47 of the January 1936 and page 62 of the June 1936 reports of this Office to the Report of the Sapru Committee on unemployment in U.P., and the action taken by the U. P. Government on some of the recommendations of the Committee. The U. P. Government has announced further action on the Report; ~~from which~~ it is understood that the Governor of the Province has sanctioned the establishment of an Unemployment Board, for a period of three years in the first instance, consisting of 25 members.

Composition of the Board.- The constitution of the Board will be as follows:- The Hon'ble Minister for Education or his nominee, (Chairman); the Director of ~~the~~ Public Instruction, U.P.(Vice-Chairman); the Vice-Chancellors of Allahabad, Lucknow, Agra, Benares and Aligarh Universities, (the Vice-Chancellors may nominate suitable persons to represent them on the Board generally or at any particular meeting); One member elected by the Provincial Legislative Council; one member elected by the Provincial Legislative Assembly; one nominee each of the United Provinces Chamber of Commerce, Upper India Chamber of Commerce and the Merchants' Chamber of Commerce; the Director of Industries, U. P.; the Director of Agriculture, U.P.; the Chief Engineer, Hydro-Electric Branch, U.P.; a nominee of the Board of High School and Intermediate Education, U.P.; the Principal of one of the vocational institutions in the United Provinces, nominated by the Government; a nominee of the Industrial Credit Company (when formed); the chairman of a Municipal Board nominated by the Government; the chairman of a District Board, nominated by Government; a member of the Provincial Public Service Commission (nominated by the Commission when it is established); two other nominees of the Government, and two members to be co-opted by the Board to ~~and~~ secure other interests.

Functions of the Board.- The functions of the Board will be as follows:

1. To collect, compile and supply to educational institutions and individual institutions information regarding openings for educated men in service, professions and business, and generally speaking, act as a clearing house for information regarding employment:
2. To register the names of candidates for various appointments and bring their names to the notice of employers.

2. 40

3. To act as an accredited channel for inquiry and communication between individual candidates, their institutions and their committees, on the one hand, and intending employers on the other;

4. To keep ~~the~~ educational institutions in touch with matters of interest, from the point of view of their bearing on suitability for employment;

5. To indicate to educational authorities the amount of employment available, present and probable; and also the lines along which the various classes of students should be educated for purposes of employment;

6. To review and co-ordinate the work of all agencies for employment in the province and collect and supply statistics;

7. To advise the Government on all questions relating to unemployment; and

8. To set up committees and make rules for the disposal of business.

~~Appointment Committees~~- The Provincial Board will begin work shortly through two or more small executive committees. The Board and the meetings of its committees will be held at Allahabad or Lucknow.

Appointment Committees.- It is being suggested by the Government to the five universities in the province that they should create appointment committees, and to all recognised intermediate colleges and high schools that the management should appoint advisory committees for employment. In the case of Government Intermediate Colleges and high schools, the functions of an advisory committee for employment will be included amongst the functions of the school committee. In any Government high school or intermediate college in which no school committee exists arrangements for the creation of an advisory committee for employment will be made. The departments of the Government controlling vocational and professional institutions are being instructed to take steps to attach advisory committees to such institutions, where committees are already in existence, ^{and} to include the functions of an advisory committee for employment ~~amongst~~ ^{along with} the functions of the committee.

Appointment committees of the Universities and the advisory committees for employment referred to above will be primarily responsible for advice to students regarding their prospects of employment and for endeavouring to place in employment ^{the} students of the institutions to which they are attached. For this purpose they are to include influential persons of the locality, in particular persons connected with industry and business, who may be helpful in finding employment for the students of the institutions. The appointment committees and advisory committees for employment will bring to the notice of the Employment Board cases of students whom they have been unable to place in employment, and will assist the provincial Unemployment Board with such information as may be

required. The appointment committees and the advisory committees will doubtless find it convenient to take the assistance of the staff of the institutions to which the Committees belong.

Registration Fees.- Fees for (a) the registration of candidates for appointments, and (b) such other specific services as it may be requested to render, will be prescribed by the Board, subject to a minimum of Re. 1 for the registration of a student who has passed the High School or any Intermediate Examination of the Board of High School and Intermediate Education or any equivalent examination, and of Rs. 2 for graduates or those who have passed an examination equivalent to a degree examination.

(The Leader 10-10-1936.) + ✓

Relief of Educated Unemployment in Hyderabad State:

Scheme for Settling 200 Graduates on Land. +

A five-year plan for Hyderabad at an expenditure of Rs. 116,000 and a Government investment of Rs. 500,000 for undertaking an experiment in rural reconstruction with 200 educated young men to start with, was formulated at a meeting of the Hyderabad Economic Association held on 22-9-1936 with Mr. S.M.Azam, M.A., Principal, City College, in the chair. The scheme was outlined by Mr. Narsing Rao, Editor, "Rayat", an authority on matters relating to rural development.

Unemployment Conditions in Hyderabad.- Mr. Narasing Rao, in the course of his speech, said that the unemployed figures in India were roughly estimated at fifty millions, of which one and a half millions were educated. While unemployment was a universal evil, unemployment among the educated classes is a special problem in India. No figures were available with regard to Hyderabad, and the speaker suggested that the State Government should conduct an enquiry and, once in five years, collect statistics of unemployment, its duration, the qualifications of the unemployed, etc. He pointed out that recently the Excise Department of the State received 750 applications for a handful of lower-grade posts, and felt that appalling revelations would be found if the actual state of affairs prevalent in the State was ascertained.

Size of Economic Holdings.- Hyderabad has a total area of 52.9 million acres, of which, according to the 1934-35 Government reports, only 30 millions were under cultivation. Prof. S.K.Iyengar, Special Officer for Economic Investigations, had pointed out in his reports, that a 25-acre holding could be worked on an economic basis; the educated agriculturist would require a minimum of 75 acres. If 1.2 million acres were to be treated as cultivable waste, they would give employment to 16,000 educated persons. Land was also available under the Nizam Sagar, Wyra and Palar Projects, as the ryots, who held extensive tracts of dry lands there were incapable of converting them into wet lands and were willing to ~~resign~~ them.

Details of the Scheme.- Pointing out the agricultural potentialities of the State, Mr. Narasing Rao said that those who were to be recruited to rural life should be given a year's training at Government expense in farm management, animal husbandry, poultry and dairy farming, rural economics, and horticulture, along with practical training in agriculture. The course should aim at creating not agricultural scientists but scientific agriculturists. The students should be given stipends of Rs. 20 per mensem for the year, and the land should be leased out to them free of cost for ten years and at half rates for a further period of ten years. The Government should grant a Taccavi loan of Rs. 2,000 to each trained youth for equipping himself with a well, cattle, implements, etc., and the rate of interest should be low. To safeguard the social interest, they might be grouped into batches of three persons for each village and provided with model houses at a low cost of Rs. 500 at some nominal rent. A library and reading room, with arrangements for indoor games and a tennis court, should be provided, and there should be co-operative unions, credit unions and sales unions for at least a group of villages.

Financial Arrangements.- To inaugurate such a programme, Mr. Narasing Rao suggested that an Unemployment Bureau should be started, not only to collect statistics but to chalk out a five-year plan and work it. The scheme should be experimented with only 200 persons at the beginning, either Intermediates or graduates. The Government should spend Rs. 116,000 in this connection Rs. 48,000, on training the educated and Rs. 66,000 for sixty-six villages. A further investment of Rs. 500,000, Rs. 400,000 for Taccavi loan and Rs. 100,000 for building model houses, should be made. He hoped that H.E.H. the Nizam's Government, which had spent freely on progressive plans and had an Industrial Trust Fund of Rs. 10 million, would consider his plan, by which villagers would ultimately benefit in every way.

(The Hindu, 28-9-1936)†

Combating Middle-Class Unemployment in Bengal:

Review of Measures taken by Bengal Government. +

References have been made in the earlier reports of ~~our~~ ^{this} Office to the various measures adopted by the Government of Bengal from time to time to alleviate middle-class unemployment. The Industries Department of the local government has recently issued a press note reviewing the various measures so far adopted. The main features of the measures adopted by the Department of Industries of the Government of Bengal to grapple with the problem of middle class unemployment are: (1) Training young men in useful industries. (2) Research work for introducing new and improved methods of manufacture, particularly to help the small industrialists who cannot afford to ~~make~~ ^{conduct} experiments of their own. (3) Provision for industrial intelligence and marketing organisation. A summary of the work done under each of these heads is given below:

Industrial Training.- Under the Unemployment Relief Scheme which was first put in operation in 1932-33, 28 demonstration parties were established on the more important cottage industries likely to afford remunerative occupation to a large number of workers, viz., soap-making, leather goods, pottery, brass and bell-metal ware, cutlery, jute and wool weaving and umbrella making. Four more demonstration parties have since been established to popularise and introduce coir manufacture as a cottage industry in the deltaic districts of the province. Regular training in tanning leather, and in boot and shoe and leather goods manufacture is being given in the Tanning Institute at Tangra and in the Boot and Shoe making depot in Calcutta. Theoretical and practical training in the advanced arts of hand-loom weaving and dyeing is given in the Government Weaving Institute at Serampore. Students are also given training in silk-weaving, dyeing and printing on cottage industry lines in the Government Silk Weaving and Dyeing Institute, Berhampore. There are, besides, various technical and industrial institutions in the province where technical and industrial education is imparted.

As a result of this training in schools as well as by demonstration parties, a large number of small factories have been established by the trained apprentices in Calcutta, and ^{at} Muffussil and more than 11,000 students are known to have been provided with

122. 44
improved opportunities of employment - some of whom have started business of their own in the respective industries.

Industrial Research.- The results of researches in many industries proved useful not only to small workers but also to factories. Researches in soap making and soft soap were carried on with satisfactory results. Researches were also carried on into other technical problems such as varnishes, gloy paste, lesser known oil seeds, etc., Minor technical problems requiring ~~mere~~ ~~or~~ ~~less~~ practical experiments were also solved in the Industrial Research Laboratory for the benefit of small industrialists. In the brass and bell-metal industry, the manufacture of brass and German silver tea spoons by a process of sand moulding, and of brass dolls and images by a process of clay moulding has been standardised. The introduction of a new kiln designed by the department and the evolution of new processes of glazing for ornamental pottery have proved beneficial to the pottery industry. Experiments were carried out in the laboratory on "Majolica" ware glazes, earthenware bodies for manufacturing "chota hazri" sets and "Parian" bodies for manufacturing figures, etc., and the results obtained are expected to advance the development of the industry in fruitful channels. The manufacture of parasols, fancy umbrella handles and walking-sticks has been standardised. It is gratifying to note that the improved methods of manufacture evolved as a result of these researches and experiments have been greatly appreciated by small industrialists.

Industrial Intelligence.- Prospective industrialists are assisted by the department on matters relating to the lay out of factories, selection of raw materials and machinery, as also in the selection of site, recruitment of labour, etc. All enquiries are sympathetically treated and any proposal, which on examination, appears to possess elements of success is encouraged. The ~~in~~ two Industrial Surveyors employed under the unemployment ~~relief~~ relief scheme were fully engaged in exploring avenues of marketing and assisting small industrialists in the difficult task of finding a market for their products. The survey of the cottage industries in the Noakhali district was completed during last year and that relating to the Nadia district ~~is~~ is in progress.

Financial Assistance.- The scheme for the general extension of credit facilities from persons intending to establish small industries in Bengal which was announced recently when fully implemented is expected to further relieve the problem of unemployment.

Main Features of Work Accomplished.- The Unemployment Relief Scheme was ~~is~~ inaugurated, as an experimental measure to relieve unemployment among the bhadralok (middle) classes. The experiment has been eminently successful, and the experience of this province is being taken advantage of not only by some of the other provinces, but also by some of the Indian States as well. The value of the scheme has been found to lie in providing honest and honourable employment for the unemployed educated young men. It has also been instrumental in providing trained or skilled labour for the industries. The following are in brief, the achievements of the scheme:-

(1) It has created an industrial atmosphere in the province, which was almost wholly agricultural ^{and had only} with moribund indigenous industries;

(2) It has encouraged the establishment of new factories for the manufacture of various articles of utility and everyday use;

(3) It has provided facilities for the supply of trained labour for the industries; and

(4) It has reduced unemployment.

(The Amrita Bazar Patrika, 19-10-36) +

All India Conference of Unemployed to be held
in Delhi: Proposal of All India Unemployed
Relief League. +

Under the auspices of the All India Unemployed Relief League, an All India Unemployed Conference is being convened in Delhi during the Christmas holidays. All the Indian universities are being requested to send their respective economic^s experts to take part in it. Prominent men of India like Sir T.B.Sapru, Sir Pheroz Sethna, Sir P.C.Ray, and leading capitalists and philanthropists are also being approached to participate in the conference. The conference will discuss, among other matters, ^{the questions} what speedy and practical measures can be adopted to carry out the objects of the League, and under what circumstances ~~the~~ capitalists will support the League in opening mills, factories and other commercial enterprises.

(The Statesman, 23-10-1936) +

Educated Unemployment in U.P.: Proposal to
Form an Association of Unemployed.

A proposal to set up an Association of Educated Unemployed Persons in the United Provinces is made in a circular letter issued by a group of persons from all the principal cities of the United Provinces. The circular states that it is the earnest desire of the organisers to engender a corporate spirit among educated unemployed persons and, by a collective effort, to find a solution for the unemployment problem.

The organisers' objects are to establish an employment bureau which will maintain a register of unemployed persons with their qualifications and abilities, collect information regarding avenues of employment and bring employers into close touch with unemployed persons. Within the proposed Association, it is intended to set up an Assembly of Guides consisting of heads of Government departments and eminent non-officials and representatives of the public. This Assembly will assist in formulating the policy of the Association and in achieving its objectives. In addition to setting up the employment bureau, the Association aims at making a thorough study of the situation to ascertain new sources of employment, and to establish institutions, business centres and colonies which will absorb unemployed educated persons within them. It proposes further to train technical experts who will be needed for the creation of these new business concerns.

Among its subsidiary objects are the supply of industrial and commercial information to business men, the holding of meetings

.2. 47

and arranging of lectures, publishing of magazines, journals and leaflets, and representing the cause of educated unemployed persons on public bodies. The Association proposes to hold a meeting of representatives of the various districts in the United Provinces in the near future. The convener of this meeting is Mr. G.M.Sinha, Allahabad.

(the Statesman, 15-10-1936) +

Problem of Educated Unemployed in the Punjab:

60 Graduates Settled on Land. +

On 16-10-1936 the Revenue Member with the Punjab Government awarded, on behalf of the Government, to 60 university graduates lands under the Government's plan to encourage educated young men to take to agricultural life and farming. All the selected recipients were present and appeared thoroughly happy at commencing their career as farmers.

In the course of his speech on the occasion, the Revenue Member said that it was the beginning of an experiment which if successfully worked, might very likely be extended further and help in solving the problem of unemployment among the educated young men. Under the scheme, lands are given to agricultural graduates who are being intentionally scattered in different chaks (villages), and in different colonies, so that they may be able to impart to their fellow villagers, by practical example, the gains that are to be derived from modern methods of farming. As at present arranged there ~~will~~ will be at least two agricultural graduates in one chak, so that they may be company for each other.

(The Hindustan Times, 18-10-1936) +

Public Health.

Problem of Over-crowding in Bombay Municipal
Chawls: Results of Investigation by Labour Sub-
Committee of B. P. W. C. +

The Labour Sub-Committee of the Bombay Presidency Women's Council has been devoting of late great attention to the problem of over-crowding in the municipal chawls (tenements) in Bombay City. It recently undertook an enquiry on the subject by making house to house visits in the chawls. It was decided to concentrate for the present, on the chawls occupied by Mahars (scavengers), since it was alleged that these are the chawls in which overcrowding is most rife, the Gujerati and Kathiawari families being less tolerant of housing two families in one room. Those chawls occupied by workers from U.P. were also included, since they presented certain problems of their own.

The report points ^{out} at the outset that, owing to a certain amount of suspicion about the object of the enquiry and to other practical difficulties, the information gathered is not very accurate, but maintains that it gives a fair indication of the situation regarding overcrowding in the chawls. The results of the investigation are summarised below:-

Number of Conservancy Staff and Accommodation Available:- The Conservancy Branch of the Bombay Municipality employes a total of 2718 Mahars and 412 U.P. workers, most of whom work as scavengers. Of these 2171 Mahars and 341 U.P. workers are accommodated in various types of chawls scattered over the city from Mahim to Colaba. The total number of rooms available for their use at present is 1294. It is understood that about 618 labourers in the scavenging department of the Municipality live elsewhere in the city, either because they can stay with friends, or because there is no room available for them in the Municipal chawls. For instance, a number of Mahars live (rent free) in huts of tin and Zavli leaves, which they themselves have erected on Municipal ground. As chawl rooms become available, it is intended to transfer these families to them, but the fact remains that at present the necessary rooms are not

available. As far as rents are concerned for those who live in the chawls, men employees pay As.8 per month, and women employees pay As. 5 per month. Men and women who live in the Municipal chawls, and are classed as "outsiders", not being in Municipal employment, pay a monthly rent of Rs. 2/- and Re.1/- respectively.

Classification of Chawl Rooms.- A certain amount of difficulty was experienced in the classification of the rooms. In the enumeration of the number of rooms occupied by one married couple employed in the Municipality and their children, it was found necessary to include in this category also rooms where such couples had taken an "outsider" adult not employed by the Municipality. For purposes of calculating the number of rooms required for the housing of Municipal workers, difficulty arises when a room is occupied by more than two adults all closely related to each other and all or most of whom are Municipal employees. Looking to the size of rooms, the residence in them of more than one couple and their children should be prohibited, but this principle could not be enforced in all cases since the custom of joint family life is prevalent to a great extent. The investigators found that in about 227 rooms out of the total of 1138 rooms visited, there were housed together in each room more than 3 adults and the children who belonged to them. In some cases as many as six adults in one room were found.

The Problem of the 'Outsider'.- The problem of the "outsider" (i.e., the tenant who is not in Municipal employment), is one of the chief difficulties in the way of estimating the extent to which the present accommodation is inadequate. In a city where the housing problem is so acute, tenants are very prone to take in relatives or village connections, whether they work in the Municipality or not. It is not easy to check this, even when the point of overcrowding has been reached. A certain amount of freedom and consideration has to be given, and in the case of relatives, it is inevitable that the desire of members of the same family to live more economically by living together will be very strong. In view of the size of the rooms however, it is very desirable that the number of adult occupants should not exceed three, and that those actually employed by the Municipality should always have preference over 'outsiders'. For purposes of assessing rent, labourers' wives who are not employed under the Municipality, are counted as "outsiders". For the purpose of estimating housing needs of Municipal labourers, the Committee has on the other hand, not regarded the unemployed wife of the Municipal labourer as an "outsider".

In a large number of cases, the wives of Municipal employees are temporarily or permanently in their villages. An attempt was made to get some idea of the number of these. The uncertainty of their presence in the chawl made it difficult to estimate the extent of overcrowding at all accurately.

Conditions of Life of U.P. Tenants.- At Bapty Street, Dadar, Phalton Road and Colaba are quarters where workers from U.P. are housed. Most of these workers have their wives in U.P., and visit them once in a year or two. There is no home life for them in

Bombay, and many of them complained that they would like to bring their wives to Bombay if only there were rooms for them to live in. In some rooms in Bapty Street, there are 5,6,7 and 8 men living in each room. The actual floor space, if entirely covered with beds, holds at most five, and a number of men take their charpoys (beds) out into the lorry shed near by. In a semi-permanent shed in Phalton Road about 26 men were housed. The shed was found to be in an extremely dilapidated condition, and the men complained that the rain beats in. The Municipal stables are in much better repair. Sanitary conveniences were inadequate, and as the shed was built very near the refuse loading depot, the smell was most foul. Privacy and home life, are, of course, non-existent. No lights are provided, ~~here~~ there were only two taps in the open yard for water supply and bathing, and the nearest lavatories at their disposal were the public latrines across the road from the entrance to the chawl compound. The conditions under which these U.P. labourers are housed are stated to require immediate improvement.

Health of Tenants. - In the course of the enquiry, sidelights have been thrown on a number of interesting points. Among these are the extent of polygamy, and a number of cases in which widows frequently found shelter and protection by staying with a man (it may be a distant relative), who is either unattached, or who may have a family of his own. The need for compulsory primary education is insistent. The Committee has been struck by the comparatively small number of children per family. Many couples are childless and it is unusual to find one with more than one, two or three children. It has to be remembered that infant mortality is high, and large numbers of children died in infancy. Blindness was perhaps the most common permanent defect, though other defects were also occasionally met with. Where cases of sickness came to notice, such as tuberculosis and dysentery, the grave dangers of overcrowding were very apparent.

Estimate of Fresh Requirements. - The Committee have estimated that at least 370 additional rooms are required and have recommended to the Municipality either to build new chawls or to take over additional accommodation in the Improvement Trust Chawls as has been done in the past.

(Summarised from the Report of the Sub-Committee, copies of which were supplied to this Office. A copy of the Report has been forwarded to Geneva with this Office's minute D.1/ 1248 /36 dated 29-10-1936) +

Nutrition.Food Adulteration in Bombay City:
Municipality Tightens Preventive Laws. ✓ +

Various aspects of the problem of adulteration of food have in recent years been engaging the attention of the Bombay Municipality, and as a result efforts are being made to tighten the application of the laws on the subject. Legislation providing more deterrent punishment for food adulterators in the City has already been passed, and the rules for enforcing it are under the consideration of the Bombay Municipal Corporation. It is expected that as soon as they are approved by the Corporation, Government sanction will follow without delay, and the amended Act may almost immediately be put into operation. The defects and drawbacks in the law have now been remedied and infringers of the law will not only have to pay higher fines, but the repetition of an offence might lead them to jail.

In 1935, the Health Department of the Bombay Municipality took 1,660 samples of ghee and 1,097 samples of butter. Of these, 104 and 16 respectively were found to be adulterated, giving a percentage of 6.3 and 1.4. In 1934, 2,317 samples of ghee and 1,752 samples of butter were taken, of which 136 and 19 were not genuine, ~~the percentage being 5.8 and 1.~~ The slightly higher percentage of adulteration in 1935 does not necessarily mean a set-back in the campaign against the fakers. More probably it is the result of better methods of detecting offences. Prosecutions were launched against all persons found to offer for sale adulterated ghee or butter. As many as 102 persons were convicted in 1935 for ghee and 24 for butter

adulteration. The fines ranged from Rs.5 to Rs. 75, depending on the proportion of the adulteration. The total amount of fines in 1935 for both ghee and butter adulteration amounted to over Rs. 5,000. The campaign of "sampling" and prosecutions is being vigorously pursued this year also. It is, however, felt that not until the provisions of the new legislation are fully enforced can an effective blow be struck against the food adulterator.

(The Times of India, 8-10-1936) +

Health of Calcutta University Students: Report
of the Students' Welfare Committee. +

The 16th Annual Report, referring to the year 1935, on the medical examination of the healths of the students of the Calcutta University conducted by the Students' Welfare Committee of the University shows that the health of students of the University deteriorated during 1935. The Committee observe: "During the year the proportion of students found to be suffering from defects was 63 per cent, as compared with 56 per cent for 1934 and 62 per cent for 1933.

Analysis of Medical Inspection Results. - The following table gives an analysis of the findings of medical inspection of a limited number of students and shows the incidence of various defects:

Names of diseases.	Figures for college students given in percentage - No. of students- 925.	Figures for school students given in percentage - No. of students -875,
defective Vision. ..	29.40	20.43
malnutrition. ..	28.54	33.90
enlarged Tonsils. ..	12.43	19.75
caries(dental) ..	12.43	25.68
Skin Diseases. ..	11.78	15.98
Lung Diseases. ..	6.32	3.54
enlarged Liver. ..	3.46	8.67
enlarged Spleen. ..	3.13	2.4
diarrhoea. ..	2.16	0.57
Heart Disease. ..	1.27	2.72
tuberculosis. ..	0.11	0.17

There has been a slight decline in the incidence of malnutrition, defective vision and enlarged tonsils among both the college and school students. Among school students there has been an increase in the incidence of caries (dental), skin diseases, lung diseases, ~~and~~ enlarged spleen, enlarged liver and heart disease. The increase is due to the fact that (1) a large number of students from maffasil schools was examined for the first time during the year and (2) many students were found to be suffering from the effects of epidemic dropsy.

Defect Cards Issued.- The Medical Board attached to the Students' Welfare Department examined the health of 1,933 students. This brings the total number of students examined till 31st December, 1935, to 32,061. The number of defect cards issued by the Department during the year was about 1,300 as against 1,100 for 1934. 241 students were recalled for special examination of health. From these, 178 students were kept under observation for various periods as against 50 for 1934. The majority of these cases improved considerably under treatment and were subsequently referred to the University Organiser of Physical Education.

(The Amrita Bazar Patrika, 18-10-1936) †

Women and Children.Women Workers in Ahmedabad: Inquiry re. ProfessionsConducted by Jyoti Sangh. †

Jyoti Sangh, an institution run by Miss Mrudula Sarabhai, daughter of the Ahmedabad mill magnate, Mr. Ambalal Sarabhai, with the object of ~~enlightening~~ ^{helping} women to achieve their economic independence, is conducting an inquiry into the professions and trades followed by women in and around Ahmedabad. It has so far inquired into about 70 professions and trades in which women are engaged, ranging from sweepers' work to work in telephone and telegraph offices. Women's trades and professions have been divided into two sections, intellectual and industrial. The first consists of professions like nursing, teaching and private tuition. Such professions yield an average income of about Rs. 30 per month. The second division consists of ^{physical} ~~simple~~ labour, in which are included embroidery and knitting and manual labour, which includes all work done by women of the labouring classes. Some women make ropes, brooms, baskets and carpets and sell them in the market. They earn ~~about~~ eight annas per day. Some women make country ~~the~~ bidis (cigarettes), but they are paid less than men and do their work at home. In some factories men and women work together, the women at less wages, though machinery is fast displacing both sexes.

At the conclusion of the investigation, it is understood, a report will be published.

(The Times of India, 9-10-1936) †

Agriculture.

Rural Reconstruction in India: Government's Review
of work in villages. +

The progress of rural reconstruction in India was the subject of a report laid on the table of the Legislative Assembly on 15-10-36. The report showed in detail how new life was being brought to India's hundreds of thousands of villages, by the efforts of the Government of India and the provincial governments. The data from which the report was compiled is derived from statistics supplied by the Provincial Governments, ^{which} who have been responsible for the administration of a vast scheme of rural improvement sanctioned by the Government of India 18 months ago. A substantial sum of money was set aside for the campaign (vide pages 66-68 of our report for February 1935) and the report details the multifarious ways in which this has been spent and the results ~~it has~~ produced. Some of the novel features of the programme are: (1) Organisation of shows for horses, goats, poultry etc., (2) Organisation of Better Living Societies; (3) Distribution of communal village medicine chests; (4) Organisation of baby shows; (5) Lectures on health, agriculture, etc., (6) Setting up of communal loud-speakers for villages and (7) anti-malaria campaigns.

General Apathy Overcome. - According to the various provincial reports, as a result of the reconstruction measures, local apathy and fatalistic resignation have given place in many areas to active interest, and there is a stir and a new note of hope. Agricultural improvements have received fresh impetus, demand for improved seeds is growing, demonstration plots are being opened in village centres, seed unions are being formed, better agricultural methods and practices are being adopted and cattle breeding is being taken up with earnestness.

Health and Sanitation. - In Bombay the health schemes comprised purchase of medicine chests, campaign against guinea-worm, baby shows, nurseries, improvement of the conditions of midwifery and propaganda of knowledge of first-aid. In the U.P., ~~the~~ Health Units have been established, for groups of villages. Besides carrying on the general items of health work, which include soakage pits, manure pits, ventilators, improvement of water supply, etc., the special features of the health units are the provision of medical relief by means of mobile dispensaries under the charge of medical officers, maternity and child welfare work under the care of health visitors assisted by trained midwives, and general anti-epidemic work such as inoculation, vaccination, etc. Intensive health propaganda has been carried out. In Burma the anti-malarial measures comprised the free distribution of quinine and the breeding of larvivorous fish (which feed on the larvae of malarial mosquitoes).

In Madras, House surveys ^{are} were being carried out with the object of getting as much information as possible about the houses and their occupants. The health inspectors surveyed all the 8,017 houses in the Health Unit area. They are now going over the same houses advising the people to carry out improvements, especially in the matter of removal of rubbish accumulated in the backyards.

Roads, Bridges and Water Supplies. - In many provinces roads and bridges have been constructed to connect important villages with each other and with railway stations and trunk roads. Particular attention was paid to the supply of irrigation water by digging tanks, ~~spring~~, masonry or tube wells.

Education. - The Government of India's grant has been mainly utilised for opening night schools and constructing school buildings. Touring libraries have been started in some provinces and grants made in deserving cases for literacy schemes, for boy scouts and girls guides and training colleges. Propaganda work has been mainly concentrated on training classes for rural workers, magic lanterns and slides, gramophones, and leaflets and posters on various subjects such as tree and mango planting, trench, latrines, advantages of clubs, and cattle diseases. In Bombay, for example, a few publicity vans have been purchased to facilitate the dissemination of instructive matter pertaining to rural hygiene.

Agricultural Improvements. - In Bombay, schemes were formulated by the district authorities to suit local conditions. They cover a large number of useful objects, such as improvement of the quality of cotton paddy and bajri seeds and of sugar-cane, introduction of upto-date agricultural implements, ^{and the} construction of manure pits. In certain centres, attention has been concentrated on ^{cattle} ~~cattle~~ breeding and improvement in the breed of goats. Among the miscellaneous objects on which the grant is expended may be mentioned plant-pullers grafts, bunding, pig-killing and egg-sale societies. In the United Provinces, to provide facilities for marketing, the products of village cottage industries, 27 subsidised shops have been opened. In twelve selected districts of the province fruit culture has been organised on an extensive scale.

Fruit plants and seeds have been supplied to 720 villages; the work of planting is nearing completion. A special scheme for the improvement of goats and poultry is in force. Fifteen stud bucks for breeding of village goats have been placed at five different centres. Several successful goat shows have been held, at which 214 goats were exhibited, there being 189 exhibitors from 36 villages. Two poultry farms have been opened. In the Punjab, in addition to work on fruit nurseries, a canning hall has been constructed and machinery worth Rs. 5,000 for the canning of fruits and vegetables has been purchased. Experiments have already been made with the manufacture of lemon squash, lime juice cordial and tomato ketchup with very promising results in regard to both taste and cost. A farm has been opened in the Central Provinces to supply seeds, a long-felt want. Large quantities of seeds are at present imported from outside the district. Ten temporary veterinary officers were appointed in Bengal and were posted to several districts, where they are carrying out propaganda for the improvement of live-stock and making arrangements for the transport of approved bulls.

Land Tenure.— One of the worst obstacles in the improvement of agriculture has been the traditional custom in most areas of splitting up land between descendants. This is one of the many problems that has been tackled, as well as the equally difficult one of the wholesale system of borrowing money at extortionate rates of interest. A great advance has been made in the Punjab during the last two years in the method of consolidation of land. In 1934-35, 100,000 fields were reduced to less than 17,000. But the process goes further than mere consolidation of fields. Village roads were straightened and new connecting roads were made, which sometimes included a circular road round the village, on the outside of which each landowner is given a small plot for keeping his manure. If possible, ~~tee~~ spaces were left for a school playground and for a tree nursery. New wells were sunk, waste lands were brought under cultivation; litigation about boundaries virtually ceased and production increased. The outstanding feature of the work in North Orissa according to the reports was the insistence of the villagers themselves contributing substantially to the schemes by supplying labour free and arranging themselves to take work on contract at low rates.

(The Statesman, 16-10-1936) +

58

Meeting of the Peasants' Group of the Members of

the Legislative Assembly: Resolutions on

Agricultural Indebtedness, etc. ✓+

A meeting of the Peasants' Group of the Members of the Legislative Assembly ^{was held} ~~met~~ at Simla on 15-10-1936 under the presidentship of Dr. Khan Saheb. The more important of the resolutions passed by the Group are given below:

1. Indian Currency Valuation. - This Peasants' Group of M.L.A's

protests against the refusal of the Government of India to devalue the rupee by an expansion of the currency in circulation, by de-linking the rupee from pound sterling, and thus leaving the rupee to find its own level in relation to purchasing power parity and by undertaking a suitable campaign of industrial and economic reconstruction, and thus place India in a better position to withstand competition from the rest of the world.

2. Famines and Floods in Certain Provinces.- This Group views with great concern the daily increasing sufferings of the peasants and workers of the United Provinces, Bihar, the Central Provinces and Berar, Bengal, Bombay, and Assam owing to the ravages of floods and famines, and protests against the half-hearted attempts of the provincial Governments to offer adequate relief to the sufferers.

3. Central Rural Reconstruction Board.- This Group requests the Government of India to make the rural development grant an annual feature of the central budget and to constitute a Central Rural Reconstruction Board, on the lines of the Road Development Committee of the Central Legislature, to supervise the allocation and utilisation of the rural development grant, and to advise and co-ordinate the attempts of Provincial Governments to effect rural reconstruction.

4. Representation in Committee.- This Group is glad that the Central Railway Advisory Committee has recommended that one seat at least ought to be provided for the peasants' representative on every local Railway Advisory Committee, and that the Commerce Member has agreed to take a representative of the Indian Planters' Association on to the Indian Tea Cess Committee as soon as the Indian planters organise themselves, and appeals to all those interested in the welfare of peasants to develop their regional organisations as soon as possible, and urges upon Government the need for giving representation to peasants' organisations on all quasi-Government committees which deal with peasants' problems.

5. Government's Apathy about Rural Indebtedness.- This Group expresses its deep disappointment at the Government's attitude of not taking action on the Legislative Assembly's Resolution on agricultural indebtedness, and urges upon Government the immediate necessity to declare a triennial moratorium for all rural indebtedness, to suitably amend the Usurious Loans Act, to penalize rates of interest higher than 12 per cent, to exempt at least agriculturists from imprisonment for civil decrees, to exempt a prescribed minimum holdings of peasants and a minimum quantity of grain from attachment for civil decrees, and to establish debt settlement committees all over India to scale down rural debts in proportion to the fall in prices.

(The Hindustan Times, 17-10-1936)+

Successful Working of Punjab Debt Conciliation Boards:
Cheaper and Speedier Legal Relief. +

The Amritsar correspondent of the Statesman has contributed a brief review on the working of the Debt Conciliation Boards appointed by the Punjab Government pursuant to the provisions of the Punjab Indebtedness Relief Act. These courts which have been set up as an experimental measure have been reconstituted for another year by a notification of the Punjab Government. There is one board in each division and the five boards are ^{Situated} at Amritsar, Jhang, Panipat, Garhashanker in the Hoshiarpur district and Kahuta in the Rawalpindi district. There are three members ⁱⁿ of each board, usually with a retired Extra Assistant Commissioner as chairman.

Cheaper and Speedier Justice.- The boards are reported to have administered justice in the presence of both parties, giving their verdict forthwith, without going into the intricacies of law and without hearing any arguments from lawyers. The procedure is simpler and the litigation is cheaper. In many cases liabilities

60

have been promptly paid; and in other cases instalments have been arranged. Both debtors and ~~the~~ creditors have realised the great facilities available through these boards, and have sought their help. In Amritsar there are nearly 80 cases filed in a month and the disposal is quick, since no arrears are allowed to be left. The board has also to travel a good deal, since most of the evidence is examined on the spot.

These boards, it is reported, have affected the Government's revenue from civil justice, since there are fewer suits in the places where Boards exist. Civil litigation is affected for another reason too. There remains no imprisonment for a civil liability, and thus the average creditor is reluctant to go to the courts. Money-lending business in the rural areas is considerably reduced.

(The Statesman, 24-10-1936) †

Agricultural Indebtedness in Madras: Government

Action on Mr. Sathianathan's Report.

Reference was made at pages 55 to 61 of our September 1935 report to the salient features of the Report on Agricultural Indebtedness in the Madras Presidency submitted by Mr. W. R. S. Sathianathan, I. C. S., Special Officer appointed by the Government of Madras to enquire into the question. (A copy of Mr. Sathianathan's Report was sent to Geneva with out minute D.1/1820/35 dated 17-10-35). In consultation with the High Court and the Board of Revenue, orders have been passed by the Government of Madras on the recommendations of the Special Officer contained in paragraphs 61 to 68 of his report.

61

Protection of Debtors.- The Special Officer suggested in para 61 that (1) the Madras Debtors Protection Act, 1934 should be brought prominently to the notice of the public and that the attention of all civil judges should be drawn to its provisions; (2) that the creditor should be made to render a full and complete statement of accounts to each of his debtors once in six months showing the total interest and principal due separately and all the transactions relating to the loan which transpired in the previous six months; (3) that section 6(1) of the Madras Debtors' Protection Act, 1934 should be amended so as to provide that if the Court finds that a creditor has failed to maintain proper accounts he will not only be refused his costs, but will also be disallowed interest from the date on which accounts ceased to be correctly maintained, and (4) that section 6(2) of the Act should be so amended as to provide that a penalty for not giving a receipt or not furnishing a statement of accounts to the debtor should be loss not only of interest, but also of costs.

The Government have accepted suggestion (1) and have taken necessary action thereon; they are unable to accept the other suggestions.

Registration of Money-Lenders.- The Special Officer recommended (para 62) that money-lenders should be compelled to register themselves and that no money-lender who has failed to register himself can claim costs or interest above 6 per cent in a court of law. The question is engaging the attention of Government.

Speeding-up Law Processes.- The Special Officer suggested that (para 63) the work of the civil courts should be speeded up and that the law relating to debts could be improved with advantage. The Government do not consider that any special instructions are necessary in regard to the work of civil courts, which is being supervised by the Hon'ble the Judges.

Improvement of Debt Laws.- As regards the recommendations of the Special Officer (para 64) for improvement of the law relating to debts, the Government state that the question of amending the Usurious Loans Act, 1918 is under the consideration of the Government. The Hon'ble the Judges have issued a circular directing all civil courts to apply the Usurious Loans Act, with greater regularity and precision in all proper cases, including those in which the defendant is ex parte. The Government do not consider it desirable to give instructions to courts regarding the maximum rates of interest to be allowed under the Usurious Loans Act. The provisions of section 6-A of the Madras Debtors' Protection Act, 1934, as amended by Madras Act IV of 1936, are considered adequate.

Principle of 'Damdupat'.- The Special Officer suggested (para 65) the introduction of the principle of damdupat. The principle is already embodied in section 16 of the Madras Debt Conciliation Act 1936 which provides that in any scheme of debt conciliation under the Act, no creditor shall be allowed a greater amount in satisfaction of both principal and interest than twice

62

the amount of the principal of the debt, and if the debt was incurred before the 1st June 1933, twice the amount due on that date. The Government do not consider that any further legislation is necessary on the subject.

Malpractices of Moneylenders.- In para 66 of his report the Special Officer recommended that provision should be made to penalise the common practice of money-lenders of taking promissory notes or other document for larger sums than the amount actually lent. The Government do not consider that the suggestion is feasible.

Repayment of Agricultural Loans.- The Special Officer recommended (para 67) that the attention of civil judges may be drawn to rule 11 of Order XX of the Code of Civil Procedure advising them to apply the rule with greater frequency and sympathy to agriculturist debtors. He also suggested that, if the circumstances of the case permit, an agriculturist may be ordered to repay his loans in small instalments of not less than Rs. 20. The Judges have issued a circular as suggested by the Special Officer but the Government state that they are unable to accept the Special Officer's suggestion that a minimum for the instalments by which the agriculturist debtor should be permitted to repay his loans should be fixed. They consider that the amount of the instalments should be left to the discretion of the court.

Right of Mortgages.- As for the suggestion that in no case should a mortgagee be entitled to more than the mortgaged property in full satisfaction of his entire dues except costs, the Government consider that the suggestion, if given effect to, is likely to affect the credit of the agriculturist, and are at present unable to accept it.

Position of Sureties.- The Special Officer recommended that specific provision should be made to the effect that the properties of the sureties ought to be sold only after the properties of the principal debtor are exhausted. The Government consider that such provision will involve a protracted enquiry as to who is surety and who is principal and will introduce complications and state that they cannot, therefore, accept the recommendation. The Special Officer suggested that a decree-holder should not be permitted to purchase the property of the judgment-debtor except for a reasonable value to be fixed by the court after due enquiry. The suggestion is under the consideration of Government.

Abolition of Imprisonment for Debt.- The abolition of civil imprisonment the Government Order states is a matter for central legislation.

(The Hindu, 26-10-1936)

Maritime Affairs.

Uniforms for Indian Seamen: Plea for
Free Supply by Employers. +

A press statement issued by the Office of the All India Congress Committee in the last week of September 1936 states that one Mr. Ananda Mohan Sahay has written from Japan to the Foreign department of the Government of India drawing their attention to the poor and shabby attire of Indian crew of ships going to China and Japan. Some shipping companies it is reported, provide uniforms and clothings to some sections of the crew, but no Indian crew is supplied with such uniforms. *If* The Companies employing Indian crew are asked by the Government of India to see to it that Indian seamen are properly dressed when ships are in foreign ports and that they are supplied with a couple of suits at the expense of the companies, the present state of affairs would end.

(The Amrita Bazar Patrika,
2-10-1936). +

Migration.

Indians in Malaya, 1935: 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 the year 1935, the total population of Malaya at the end of 1935 is estimated at 4,611,450. Of these, the number of Indians is estimated at 638,714 against 624,009 at the census taken on 1st April 1931. The influx and efflux of Northern and Southern Indians by sea, land and air from 1-4-1931 to 31-12-1935 shows a post census gain of 17,181 Northern Indians and loss of 33,882 Southern Indians to Malaya, the net loss being 16,701. This, however, is more than compensated for by the excess of births over deaths during the period, the net result being a slight increase in the total population. The Indian population in Malaya can be classified under two main heads, permanent, i.e., those who have made Malaya their permanent home, and non-permanent, i.e., those who are in this country only to earn their living and will eventually go back to India. The permanent population is roughly about one-fifth of the total. Another main classification is, labourers and non-labourers. These two classes are found under both permanent and non-permanent population. About 70 per cent of the total will be labourers and the rest non-labourers.

Immigrants.- Indian immigrants to Malaya fall under two classes:- (1) assisted from the Indian Immigration Fund, and (2) unassisted or paying their own passages across. The assisted immigrants are either (a) recruited or (b) non-recruited or voluntary.

(i) By Recruitment.- Recruitment is now practically suspended, a limited number of licences only being issued to tea and oil-palm estates which are of recent growth and have no proper labour connections with India, and also to employers whose labour connections were with remote parts of the Madras Presidency. In 1935 only 50 licences were issued for three oil palm estates and one tea estate. The number of persons recruited was 1,862 (1,318 adults, 276 minors and 268 infants).

(ii) By Voluntary Assisted Emigration.- The Government of India allowed voluntary assisted emigration to continue during 1935 subject to a maximum quota of 35,000 adults up to September 1935 (including the excess arrivals of 13,000 adults in round figures during 1934 over the quota of 20,000 fixed for that year), and an additional quota of 6,000 for the period, October 1935 to January 1936, pending further examination of the question of wages etc. The immigration quota system adopted in 1934, whereby the Controller of Labour, Malaya, fixed the number of additional labourers required

* Annual Report of the Agent of the Government of India in British Malaya for the year 1935.- Published by Manager of Publications, Delhi. 1936.- Price Re. 1-4 or 2s. -pp.43.

by estates which offered satisfactory rates of wages and other conditions of employment, and forwarded lists of such estates with the necessary particulars to the Agent of the Government of India in Malaya, and to the Protectors of Emigrants at Madras and Negapatam, was followed only during the months of January and February in 1935. It was discontinued thereafter as it was found to be working unsatisfactorily, and as there were indications of the supply probably exceeding the demand. Assisted emigration was subsequently restricted only to labourers who produced identification letters from their employers guaranteeing employment on arrival in Malaya.

(iii) By Unassisted Emigration.- 38,807 adults and 3,477 minors arrived in Malaya by the British India Steam Navigation Company's steamers during the year by paying their own passages. The corresponding figures for 1934 were 39,598 adults and 2,983 minors respectively. Of the total arrivals 21,958 adults and 2,208 minors were presumed labourers, as compared with reduction in the number of labourers paying their passages across during the year, though the number of assisted labourers was kept down as low as possible. The number of passengers who came to Malaya by the Messageries Maritimes vessels was 1,159 during 1935, against 1,578 in 1934.

Departures.- Departures also fall under two classes (1) assisted or repatriated at the expense of the Indian Immigration Fund and (2) unassisted. During the year under report, 4,537 adults and 1,040 minors were repatriated as compared with only 1,409 adults and 362 minors during 1934. Ill-health, old age, family affairs, etc., are the grounds on which repatriation is generally allowed.

The number of deck passengers who left Malaya for South India paying their own passages by the B.I.S.N. Company's boats during 1935 was 29,189 adults and 1,404 minors as compared with ~~23,556~~ 23,556 adults and 1,238 minors during 1934. Of the departures in 1935, 13,364 adults and 735 minors were presumed labourers, as compared with 8,196 adults and 527 minors in 1934. The number of passengers who left by the Messageries Maritimes Line during the year was 477 against 399 in 1934.

Strength of Labour Force.- The bulk of the Indian labour forces is employed in rubber and other estates. A fairly large number is employed in the several government departments, while the number employed in mines and factories is comparatively small. The position so far as Indian labourers are concerned is that there were 231,475 labourers employed of whom 183,205 were in estates, 4,594 in mines, 5,940 were in factories etc. and 37,736 in government departments. Of the 231,475 workers, 33,871 were in the Straits Settlements, 141,941 were in the Federated Malay States and 1,992 in the Unfederated Malay States.

Wages.- Standard rates of wages for Indian labourers for a 9 hours working day were fixed for certain key areas after an elaborate enquiry. These rates, which were in force until October 1930, were 50 cents for adult males and 40 cents for adult females

in class I or easily accessible and fairly healthy areas, and 58 cents for adult males and 46 cents for adult females in class II or less healthy and remote areas. The trade depression brought about a reduction in these standard wages. Other experiments like reduction in hours and number of working days etc. were also resorted to reduce the wages bill. The recovery which set in in 1934 brought with it a rise in wages in the majority of estates to 40 cents for men and 32 cents for women in 1935. The Controller of Labour has requested employers to pay the labourers 40 cents and 32 cents respectively for men and women for the morning tapping task only and for the customary days weeding task or other field work, which does not ordinarily exceed 7½ to 8 hours.

Maternity Benefits and Child Welfare.- The labour laws provide for the payment of maternity allowances to working married women in cases of child birth, for one month before and one month after confinement. These allowances are generally paid. The report remarks that unless the managers of estates take a personal interest in the matter, the chances are that the money is not spent for the benefit of the mother and child, but is appropriated by the husband of the woman or by someone else. The women are generally reluctant to go to hospitals for confinement.

Creches are provided in most estates where young children are kept in charge of ayahs when the mothers go out to work. Some estates provide milk and kanji for these children at the creches. It is desirable, the ~~the~~ Agent remarks, that a little more generosity should be shown in the distribution of free milk to the children. The ayahs employed are mostly old women who are not fit for any other work in the estate. If trained nurses are employed, they can not only look after the children better but can also attend to the maternity cases in the estates.

Education of Workers' Children.- Under the labour laws, schools have to be maintained by employers at places of employment where there are ten or more children between the ages of 7 and 14. There were altogether 581 Tamil schools (including one Malayalam and 3 Telugu aided schools) with 20,240 pupils mostly of the labour class in Malaya, against 82,700 dependent children of whom not less than half may be assumed to be of school-going age.

Workmen's Compensation.- Workmen's Compensation legislation providing for payment of compensation for personal injuries and deaths resulting from accidents arising out of and in the course of employment in certain classes of work has been in force in the Straits Settlements, F.M.S. and the Unfederated States of Johore and Kedah. Particulars in regard to number of cases dealt with etc. are given below:-

1. No. of cases reported	..	..	1,667
2. No. of cases not reported.	..	..	22
3. No. of applications for compensation.	..	..	30
4. No. of cases settled by agreement.	..	..	86

5. No. of cases disposed of in open court in favour of-		
(i) claimants.	..	21
(ii) employers.	..	4
6. No. of cases pending.	..	9
7. No. of fatal accidents reported.		37
8. No. of prosecutions for breach of the law.		2

An important judgment was given by the Supreme Court, F.M.S., in November 1935, in dismissing the appeal filed by the Raub Rubber Estates, Ltd., Pahang. The point raised in appeal was whether the death of the labourer from administration of formic acid by mistake for liquid quinine while he was on sick leave on the estate, constituted an accident which arose out of and in the course of employment. The learned Judge agreed with the finding of the Magistrate and Commissioner for Workmen's Compensation that the health and well-being of the labourers are matters of direct concern to the employer in his own interest, that employers were under a legal obligation in such matters as health, housing etc. on estates, and that the taking of the medicine though voluntary was one of the ordinary incidents of the life of an estate workman and incidental to employment on that estate.

Legislation. - Certain minor amendments to the Labour Ordinance and the Malacca Agricultural Medical Assessment Ordinance in the Straits Settlements were passed during the year. The second schedule in the S.S. and F.M.S. Workmen's Compensation Ordinance and Enactment was also ~~amended~~ amended so as to extend the scope and benefit of this legislation to workers on estates and other plantations on which not less than 25 labourers are employed on any one day of the year. Other minor amendments to the Workmen's Compensation Enactment in the F.M.S. were made and in Kedah the Labour Code and the Workmen's Compensation Enactment were amended in order to bring them into line with similar legislation in the Straits Settlements and F.M.S. The new Indian Immigration Enactment in Trengganu came into force on 5th July 1935.

Some important provisions of the Straits Settlements Money Lenders Ordinance passed early in 1935, namely, licensing of money lenders by persons appointed as Registrars under the Ordinance, to which strong objections were raised by the interests concerned, were repealed and other minor amendments were also made towards the end of the year.

Political Status of Indians. - Political franchise is unknown in Malaya. Members of all public bodies are nominated by the Government. At present there is one Indian nominated member on the Legislative Council of the Colony, and one member on the Federal Council. There is also one member nominated to the Negri Sembilan State Council. There are no Indian members on any other State Council. Indians have been nominated on some Municipal Sanitary Boards.

(The Annual Report of the Agent of the Government of India in British Malaya for 1934 is reviewed at pages 62-65 of our December 1935 report). +

18

Anti-Indian Agitation in Ceylon: Statement issued

by 30 Assembly Members. +

Thirty members of the Legislative Assembly, of all parties, have issued in the second week of October 1936 a statement relating to the position of Indians in Ceylon. The following is a summary of the statement:-

Plight of Indians in Ceylon.- The situation of Indians in Ceylon is causing very great anxiety. The cry for their repatriation is gathering force and the State Council of Ceylon has already passed a resolution to this effect. The relations between India and Ceylon have been very friendly from time immemorial. In fact, it is almost mainly through Indian labour and Indian enterprise that Ceylon attained her present state of prosperity. Not only were enterprising Indian merchants welcomed, but immigrant Indian labourers were eagerly invited to Ceylon, because (as stated by Mr. Bandaranaike himself in the State Council when moving a resolution for restrictions and effective control of immigration into Ceylon on November 16, 1933) "as a result of the opening up of land originally under coffee and later under tea and rubber, it became necessary to have some form of labour which Ceylon in that period was, it must be admitted, not in a position to supply".

Testimony of Times of Ceylon.- In support of this contention, the Statement quotes the following extract from a leading article published in the "Times of Ceylon" dated 8-10-1936:

"Work of a certain description does not attract the Ceylonese and for that kind of work Indians will always be wanted. The suggestion that Indians undersell the Ceylonese in the labour market is not true. As a rule, the Indian asks for higher pay and generally gets it."

Persecution of Indians.- Despite this denial of employment in public services, boycotts, insults and even assaults are becoming the lot of Indians in Ceylon. Mr. A.E. Goone Sinha, a Labour leader and Member of the State Council desires that "Indians should be kicked out of Ceylon", while the Hon'ble Wade Silva, a responsible Minister of the Crown, describes the Indian community in Ceylon as "one million parasites". Above all this comes the proposal to repatriate Indians (vide resolution passed by the State Council on June 11, 1936).

Possibility of Retaliation by India.- The Statement points out that there are over one million Indians in Ceylon, who constitute one-fifth of the population of the Island, and that the path to peace and prosperity does not lie through boycott, humiliation and even assault, as occasionally happens, of Indians. It closes with a

plea for co-operation and goodwill, and draws attention to the fact that if good understanding is not established, India will be forced to take retaliatory action.

Prominent among the signatories are Mr. G.B.Pant, Mr. F.E. James, Mr. Aney, Sir Mohamed Yakub, Maulana Shaukat Ali and Mr. N. G. Ranga.

(The Hindustan Times, 16-10-1936)+

General.

Labour and the Coming Elections:

Manifesto issued by A.I.T.U.C. +

In view of the forthcoming elections to the Provincial Legislatures constituted under the Reformed Constitution, the All India Trade Union Congress has issued a manifesto enunciating its policy and programme. The manifesto urges the necessity of building up a broad Anti-Imperialist Front against the new Constitution and for National Independence. It also proclaims the support of the organised workers of India to the Indian National Congress in the elections, though in the ordinary course the T.U.C. would have entered the contest on its own class basis. At the same ~~xxx~~ time, it is declared that the elections should be fought on a distinct Electoral Platform on the basis of the democratic rights of the masses and their immediate economic demands. A summary of the Manifesto which was released for publication in the last week of October, is given below.

Opposition to Reforms.- The Manifesto condemns the Government of India Act of 1935 and denies the right of the British Parliament to frame India's constitution. It characterises the Government of India Act of 1935 as an attempt on the part of British Imperialism to consolidate certain concessions to vested interests without affording any relief to the masses. It appeals to peasants, artisans, petty shop-keepers, tradesmen, etc., constituting the overwhelming majority of the Indian population and to ~~xxx~~ their organisations, and, in particular, to the Indian National Congress, to organise an effective mass struggle against the new Constitution and for the attainment of National Independence. The Manifesto points out that, side by side with this mass struggle outside and as a complement to it, the working class will also participate in the parliamentary activity with the object of exposing the sham Constitution^{and} of utilising the legislatures as platforms for agitation, propaganda and organisation. It is with this object that the working class will participate in the coming elections.

12.

A.I.T.U.C. to Support Congress Candidates.- It calls upon the Indian National Congress to adopt in constituencies with a large Labour vote only such candidates as are suggested by and enjoy the confidence and support of the Trade Unions in the locality. It is confidently expected that the Indian National Congress will accede to this demand of the working class. It has also offered to co-operate with the Congress in conducting a joint electoral campaign on the basis of a clear acceptance of the demands of the masses. In all these campaigns conducted jointly with the Congress or independently of it, unions are advised to take particular care and to raise the class issues in the most unequivocal form and to give expression to the class demands and the class aspirations of the workers.

Electoral Platform: Minimum Immediate Demands.- The working class demands that the elections should be fought on the basis of an Electoral Platform embodying the following immediate economic and political demands of the overwhelming majority of the population.

(1) Provision by legislation of a minimum living wage of Rs.30 per month, old age pensions, unemployment and maternity benefit, sickness insurance, an 8-hour day, paid holidays of a month in a year, decent housing, etc.

(2) Recognition of trade unions and enforcement of collective agreements.

(3) Refusal of protection to industries without making adequate safeguards for the workers and the producers of raw materials concerned.

(4) 50 per cent reduction in land tax and rent.

(5) Abolition of the land revenue system and its replacement by a graduated income-tax on agricultural incomes above Rs. 500; and grant of moratorium for at least 3 years on all payments of rent, interest, etc.

(6) Tenancy legislation guaranteeing to the tenants fixity of tenure, equitable rent not exceeding $\frac{1}{4}$ of the produce, income from improvements effected by the tenants or the state, total or partial exemption from payment of rent in case of total or partial failure of crops etc.

(7) Liquidation of debts where capital with interest at the rate of 6 per cent had been paid off.

(8) Provision of cheap credit with interest not to exceed 6 per cent per annum.

(9) Provision of grants from the State for the improvement of agriculture and village sanitation, and for the development of rural industries.-

(10) Abolition of all indirect taxes.

(11) Provision of adequate facilities for the grazing of village cattle, collection of manure, fire-wood, etc.

- (12) Free and compulsory primary education.
- (13) Adequate facilities for vocational and higher education.
- (14) Statutory guarantees for freedom of press, speech, association and organisation, and the withdrawal of all repressive and restrictive laws.
- (15) Release of all political prisoners, detenus, etc. and the cancellation of all restrictive orders.
- (16) Legislation controlling rents and guaranteeing to the tenants certain basic rights against the landlords.
- (17) Municipalisation or nationalisation of public utility services.
- (18) Drastic reduction in the expenses of the civil administration and provision ^{for} increased expenditure on nation building Departments.
- (19) Full control over ratio, currency, credit and prices to be exercised in the interests of developing industries and thereby securing to the masses higher standards of living.

Labour Representation.- On this point, the Manifesto says that though the Constitution has granted a few special seats to the workers, compared to the special representation granted to the vested interests the number of seats granted to the workers is extremely small. And even the small representation granted to the workers is nullified to a large extent by the imposition of stringent conditions as regards payment of dues, preparation of rolls etc., which put the Unions affiliated to the Trade Union Congress to a great disadvantage when compared to Reformist Unions, and by the refusal to grant the requisite certificate to the mass Unions. The Manifesto declares firm opposition to acceptance of Offices under the new Constitution.

(The Bombay Chronicle, 29-10-36).+