

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for June 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>	1-18
2. <u>Ratifications.</u>	
(a) Draft Convention re. Workmen's Compensation for Occupational Diseases: Government of India's Circular Letter re. Action to be taken.	19-20
(b) Draft Convention re. 40-Hour Week: Views of Employers' Federation of India.	20-22
3. <u>National Labour Legislation.</u>	
(a) Revision of the Ceylon Mines and Machinery Protection Ordinance, 1896: Report of Committee.	23-32
(b) Amendments to C.P. Factories Rules, 1935.	32
(c) Amendments to C.P. Maternity Benefits Rules, 1930.	33
(d) Berar Factory Rules, 1935.	33
(e) Amendment of Bombay Cotton Ginning and Pressing Factories Rules, 1925, re. Non-applicability of certain Rules to Districts.	33
4. <u>Conditions of Labour.</u>	
(a) Payment of Wages Bill, 1935: Views of Indian Mining Association.	34-35
(b) Payment of Wages Bill, 1935: Views of Indian Jute Mills Association.	36-37
(c) Factory Administration in Burma, 1934.	37-40
(d) Holidays with Pay: Views of Indian Mining Association.	41-42
(e) Bill re. Arrest and Imprisonment for Debt: Views of Bengal Chamber of Commerce.	43-44
(f) Absenteeism in Bombay Mills: Control of Employment of 'Badlis': Scheme proposed by Bombay Millowners' Association.	44-47
(g) Registration of Jobbers: Bombay Millowners' Association's move.	47-49
(h) Night-Shift and Absenteeism in Bombay Mills: Bombay Government's Preliminary Enquiry.	49
(i) Conditions of Mining Labour in C.P. & Berar in 1934.	50-52
(j) Conditions of Labour in Indian Glass Industry: References in Tariff Board Report.	53-54
5. <u>Industrial Organisation.</u>	
<u>Workers' Organisations.</u>	
(a) Meeting of General Council of N.T.U.F.: 2nd Asiatic Labour Conference to be held in India in 1936.	55-56
(b) 10th Half-Yearly Meeting between A.I.R.F. and the Railway Board: A.I.R.F.'s Memorandum on subjects for Discussion.	57-62

(c) Meeting of Textile Workers of French India, Pondichery.	62-63
(d) 10th Half-Yearly Meeting of A.I.R.F. with Railway Board, 24 & 25-6-1935: Result of Discussions.	63-68
<u>6. Economic Conditions.</u>	
(a) C.P. Debt Conciliation Amendment Act, 1935.	69
(b) The Assam State-Aid to Industries Bill, 1935: Introduced on 28-5-1935. . . .	70
(c) Advisory Council of Indian Industrial Intelligence and Research: Agenda of Inaugural Meeting to be held on 8-7-1935.	70-73
<u>7. <del>Emp</del> Employment and Unemployment.</u>	
Relief of Unemployment in Colombo: "Dole" System suggested by Mayor.	74
<u>8. Social Conditions.</u>	
Working of the Servants of India Society during 1934-35.	75-78
<u>9. Public Health.</u>	
Refusal to submit to 3rd Medical Examination: No Bar to Compensation: Interesting Decision in Lead Poisoning Case.	79-80
<u>10. Education.</u>	
Educational Reconstruction in India: Central Advisory Board Reconstituted. . . .	81-83

References to the I.L.O.

The Indian Labour Journal, Nagpur, dated 9-6-35 publishes an editorial article under the caption: "I.L.O." on the activities of the I.L.O. during 1934. The article emphasises the significance of the membership of the U.S.A. and the U.S.S.R. and points out how the I.L.O. is a world-organisation now in the full sense. The article also calls attention to the activities of the I.L.O. in relation to extra-European countries and to the steady growth of ratifications of I.L.Conventions. In this connection the article says:-

The Government of India may grudgingly ratify the Conventions and refuse to ratify such of them as may be of real value to workers. But this is not the fault of the I.L.O. So long as the Conventions are there, whether ratified or not, they command public opinion in their favour. Workers should organise themselves so as to focus public opinion and compel the Government to ratify the Conventions.

By means of the forty-four Conventions already adopted by the Conference, an International Labour Code has been established which covers a large field of protective Labour Legislation. In future the I.L.O. might also tackle problems like wages, dismissals and discharges, methods and periods of remuneration, etc. The educative value of I.L.O. is universally acknowledged; its moral influence is not small.

Workers should try to use the vast bulk of information gathered and compiled on labour problems by the I.L.O. and also avail themselves of the moral influence of the Conventions adopted to their best advantage.

\* \* \*

The April and May 1935 combined issue of H.E.H. the N.S.Ry. ~~Employees'~~ Employees' Union Bulletin, Secunderabad, publishes a communique issued by this Office on 24-4-35 on the 70th session of the Governing Body of the I.L.O.

\* \* \*

The May 1935 issue of the Labour Gazette, Bombay, publishes the Government of India communique announcing the personnel of the Indian delegation to the 19th I.L.Conference

\* \* \*

The May 1935 issue of the Union Herald, Bombay, publishes the report of a meeting of the general Council of the National Trade Unions Federation held at Bombay on 10-5-35 to give a send-off to

the Indian workers' delegation to the 19th I.L.Conference. Resolutions were passed at the meeting (1) fixing the date of the 2nd session of the Asiatic Labour Congress, (2) inviting the Director of the I.L.O. to visit India and (3) appealing to the government to extend the Hours of Work Regulations to all railways at an early date. (For fuller details, vide the Section: "Workers' Organisations" in this Report).

\* \* \*

The May 1935 issue of the Indian Textile Journal, Bombay, publishes a news item to the effect that the Director of this Office left Delhi on 6-5-35 for Geneva to attend the 19th I.L.Conference.

\* \* \*

The Hindu dated 8-6-35 publishes a contribution entitled: "Personal Notes from London" sent on 31-5-1935 by its London Correspondent. One of the notes announces the departure of Sir B.<sup>N</sup>.Mitra for Geneva to attend the 19th I.L.Conference as the Government of India's delegate.

\* \* \*

The Hindustan Times and the National Call of 4-6-35, the Times of India and the Amrita Bazar Patrika of 5-6-35, the Hindu dated 6-6-35, the Indian Labour Journal, Nagpur, and the Leader dated 9-6-35, ~~the~~ and the Statesman dated 12-6-35 publish a communique issued by this Office on 1-6-35 reviewing the subjects on the agenda of the 19th I.L.Conference.

\* \* \*

The Times of India dated 17-6-35 publishes a long article under the caption: "Geneva Labour Conference: Momentous Problems for Solution" contributed by "a Labourite".

\* \* \*

The Independent Railwayman, Bombay, dated 4-6-35 publishes a communique issued by this Office on 22-4-1935 on the Director's Report to the 19th I.L.Conference.

\* \* \*

Commerce and Industry, Delhi, dated 4-6-35 publishes a second communique on the Director's Report issued by this Office on 27-5-35.

\* \* \*

The Indian Labour Journal, Nagpur, dated 2-6-35 publishes a long article under the caption: "1935 Geneva Conference Report of the Director" summarising the salient features of the Report.

\* \* \*

The Leader, dated 14-6-35 publishes an editorial article commenting on the Director's report. The comments are inspired by the item: "The New Outlook" included in the I.L.O. News Bulletin No.6(a) (June 1935). Referring to the outstanding lesson of the depression, namely, the necessity for ensuring the standard of life of the people, the article asks: "But need the Government of India care to learn this outstanding lesson? On the other hand cannot Sir James Grigg stand up before India's Parliament and propound his own pet economic theories? And thanks to the system of Government to which India is condemned, the opinion of one man may rule against the opinion of the whole country".

Referring to the Director's reference to the lack of unemployment statistics for India, and to his remark that there are no indications of any great change in the situation, the article states:

"Indeed, if middle class unemployment was also taken into account, the situation is distinctly worse and is likely to continue to grow worse. We may be permitted to refer to one other observation of Mr. Harold Butler's, that in which he emphasises, that the progress marked during the year by diminished unemployment, increased production and stabler exchange was mainly the result of national effort confined mainly to the national field, but that the limits of national action were being reached and further progress could only be attained by concerted international action."

\* \* \*

The Madras Mail dated 12-6-35 publishes an editorial article under the caption: "The Economics of Confused Thought," commenting adversely on the Director's Report to the 19th I.L. Conference.

\* \* \*

"Commerce", Bombay, dated 22-6-35 publishes a long and appreciative review of the Director's Report to the 19th I.L. Conference.

\* \* \*

The Hindu of 14-6-35, the Amrita Bazar Patrika, the Hindustan Times, the Times of India and the Statesman of 15-6-35, and the National Call and the Leader of 16-6-35 publish a Reuter's message dated 13-6-35 to the effect that in the course of the general discussion over the Director's Report, Mr. Husseinbhoj Laljee, the Indian employers' delegate, gave a gloomy picture of industrial conditions in India and complained that the Government were indifferent to them.

The Times of India of 15-6-35 publishes a short editorial note on the speech of Mr. Laljee and says that "Such pessimism is as facile as unqualified optimism—and as misleading. Grave as are

the economic problems facing India today, we can point to numerous forms of agricultural and industrial enterprises which are flourishing. It is a pity that the Geneva Conference should be presented with a distorted view of the Indian economic scene."

\* \* \*

The Hindustan Times of 23-6-35, the Statesman and National Call dated 24-6-35, the Times of India dated 26-6-35, the Indian Labour Journal dated 30-6-35 and the Leader dated 30-6-35 publish a communique issued by this Office on 22-6-35 giving the text of the speech of Mr. Husseinbhoj Lalljee in the course of the general discussion on the Director's Report.

\* \* \*

Commenting on Mr. Lalljee's speech in the course of the debate on the Director's Report, the Amrita Bazar Patrika dated 27-6-35 draws pointed attention to the references to the unemployment problem. The article observes: "The tragedy of the whole thing is that India's economic policy is dictated not by the children of the soil, but by the diehard Imperialists of Britain". The article says that the net gain for India as a result of her membership of the I.L.O. has been practically nil. Whatever the non-official delegates say is discredited and the official view prevails. "The result is that neither the League of Nations nor the Government of India lift their little finger to help a struggling people out of their state of economic helplessness". The article also complains that despite persistent requests no attempts have been made to collect unemployment statistics for India.\*

\* \* \*

The Times of India of 29-6-35 publishes an editorial article under the caption: "The Pessimists Abroad" commenting on Mr. Lalljee's speech in the course of the general debate on the Director's Report to the 19th I.L.Conference. The article says that Mr. Lalljee has given a very misleading and inaccurate picture of Indian conditions. It also says that the Government of India have been playing an active part in the promotion of industrial prosperity and that their policy has been to strike a mean between the interests of the manufacturer and those of the producer of primary products.

The Hindustan Times dated 30-6-35 commenting on the speech says that the Government of India have not adequately safeguarded the interests of the consumer as Sir Joseph Bhoré declared and asserts

that the Indian consumer is today at the mercy of the foreign manufacturer.

\* \* \*

The Hindustan Times, the Statesman and the Hindu of 15-6-35, the National Call and the Amrita Bazar Patrika of 16-6-35, and the Times of India and the Leader dated 17-6-35 publish a Reuter's message dated 14-6-35 summarising the speech of Sir Joseph Bhore in the course of the general discussion on the Director's Report, refuting the allegations made by Mr. Husseinbhoj Laljee, Indian Employers' Delegate, about depress<sup>ed</sup>~~ion~~ ~~ion~~ economic conditions in India.

The Hindustan Times of 16-6-35 publishes a short editorial note under the caption "Half a Loaf Bhore" commenting adversely on Sir Joseph Bhore's speech and says: "Mr. Husseinbhoj Laljee told the Conference what men who do not get salaries think of the economic situation in this country and the kind of industrial help that the Government of India are rendering India".

The Hindustan Times of 17-6-35 publishes a cartoon under the heading "It is all but a Skeleton" depicting the embarrassing position in which Sir Joseph Bhore is placed by having to defend Indian economic conditions at the Conference.

The National Call of 18-6-35 publishes an editorial note on Sir Joseph's speech and characterises it as "a propagandist speech not founded on facts."

The Amrita Bazar Patrika dated 18-6-35 also publishes an ~~and~~ editorial note characterising Sir Joseph's speech as "as an absolutely futile effort", as in its opinion "no amount of sophistry can explain away the indifference of the authorities to the condition of the masses".

The leader of 19-6-35 publishes a long editorial article under the heading "Plain speaking at Geneva" generally supporting the statements made by Mr. Laljee and adversely criticising those made by Sir Joseph Bhore. The article also stresses the importance of the I.L. Conference as a forum for ventilating India's grievances before the world at large and draws a contrast between the freedom from official control enjoyed by non-government delegates the I.L. Conference with the restraint to which non-official delegates are forced to submit at League Assemblies.

The Times of India of 17-6-35 publishes an editorial note on Sir Joseph's speech supporting his statements and expressing satisfaction at his providing " a valuable corrective to the unbalanced pessimism of the non-official Indian delegates."

\* \* \*

The Hindustan Times dated 29-6-35, the Statesman dated 30-6-35, the National Call dated 1-7-35 and the Times of India dated 2-7-35 publish a communique issued by this Office on 28-6-35 giving the text of the speech of Sir Joseph Bhore in the course of the debate on the Director's Report to the 19th I.L.Conference.

\* \* \*

The Hindustan Times dated 27-6-35, the Indian Labour Journal, Nagpur dated 30-6-35, the Leader and the Times of India dated 1-7-35, the Statesman of 2-7-35 publish a communique issued by this Office on 25-6-35 giving the text of the speech of Mr. Ramaswamy Mudaliar in the course of the general discussion on the Director's Report to the 19th I.L.Conference.

\* \* \*

The National Call dated 29-6-35 publishes an editorial article on the speech of Mr. Ramaswamy Mudaliar in the course of the debate on the Director's Report to the 19th I.L.Conference. The article endorses the views expressed by Mr. Mudaliar and calls particular attention to the portions of his speech regarding absence of planning in India and unemployment.

\* \* \*

The Hindustan Times and the Statesman dated 25-6-35 and the National Call dated 26-6-35 publish a communique issued by this Office re. the invitation extended by Mr. Ramaswamy Mudaliar to Mr. H.B.Butler to visit India.

\* \* \*

The Statesman dated 26-6-35 and the Times of India and the National Call dated 27-6-35 publish a communique issued by this Office on 24-6-35 giving the text of the speech delivered by Sardar Omar Khan Saheb, the Afghan Government delegate to the I.L.Conference, in the course of the general discussion on the Director's Report.

\* \* \*

The Hindustan Times dated 27-6-35 publishes a short editorial note under the heading "New Asia", commenting on the speech of Sardar Omar Khan Saheb in the course of the general discussion on the Director's Report to the 19th I.L.Conference. The note draws attention to the fact that while some of the most civilised nations



are making desperate efforts to lessen unemployment, Afghanistan, considered by many as backward, is not being troubled by that problem at all.

\* \* \*

The Statesman of 15-6-35, the Hindustan Times of 16-6-35 and Amrita Bazar Patrika of 18-6-35 and the Leader of 20-6-35 publish a brief communique issued by this Office on 14-6-35 on Col. Cresswell's Presidential address at the I.L. Conference. Prominence has been given in the communique to the sympathetic reference made by Col. Cresswell to the ~~Quetta~~ Quetta disaster.

The April and May 1935 combined issue\* of H.E.H. the N.S. Railway Employees' Union Bulletin, Secunderabad, reproduces a note published in "Industrial News" (British T.U.C.) dated 12-3-35 under the heading "The I.L.O. to discuss Holidays with Pay".

\* \* \*

The May 1935 issue of the Labour Gazette, Bombay, publishes a short note to the effect that the subject of "Holidays with Pay" comes up for preliminary discussion at the 19th I.L. Conference.

\* \* \*

The Planters' Chronicle, Madras, dated 29-6-35 reproduces the item: "Holidays with Pay" included in the I.L.O. News Bulletin No. 5 (April 1935).

\* \* \*

The Printed Proceedings of a meeting of the Committee of the Indian Mining Association, Calcutta, held on 15-5-35, publishes the views of the Association on the question of holidays with pay, an item on the agenda of the 19th I.L. Conference. The expression of the Association's views is the result of the Government of India asking Local Governments to elicit the opinion of industrial interests in the country on the subject. (A summary of the Association's views is given in the section: ~~"Ratifications"~~ <sup>"Conditions of Labour"</sup> of this Report)

The Times of India dated 4-6-35 publishes a summary of the Associations' views on the above subject.

The Guardian, Madras, dated 6-6-35 publishes an editorial note on the views expressed by the Association. The note says that absenteeism and the migratory nature of Indian workers which are alleged by the Association as reasons for rejection of the proposal can as well be reasons why such a proposal should be adopted to provide an inducement for these Indian workers to overcome these weaknesses.

\* \* \*

The April and May 1935 combined issue of H.E.H. the N.S.Railway Employees' Union Bulletin, Secunderabad, publishes a communique issued by this Office on 11-4-35 on the Grey-Blue Report on unemployment among young persons.

\* \* \*

The Hindu of 13-6-35 publishes a short editorial note on the Grey-Blue Report on unemployment among young persons and states that the I.L.O.'s estimate of 25 millions as constituting the world's unemployed is a gross under-estimate, as, in the paper's opinion, it is likely that the number of unemployed in India alone represents a very big fraction of this figure. The note points out that the half-hearted attempts so far been made by a number of countries at introducing the reforms suggested in the Report, do not furnish sufficient data for judging the efficacy of the methods.

\* \* \*

The Hindu of 7-6-35, the Hindustan Times and the Times of India of 8-6-35, the Leader and the Amrita Bazar Patrika of 9-6-35, the Statesman of 10-6-35 and the Indian Social Reformer dated 15-6-35 publish a Reuter's message to the effect that the I.L. Conference has decided to consider immediately the question of juvenile unemployment. The message also summarises the reasons given by one of the Swedish delegates for the non-adoption of the 40-hour week.

\* \* \*

The Hindu of 5-6-35, the Statesman, the Hindustan Times and the Times of India of 6-6-35 and the Amrita Bazar Patrika of 7-6-35 publish a Reuter's message dated 4-6-35 from Geneva to the effect that the Employers' group at the 19th session of the I.L.Conference, with the exception of the employers' delegates from the United States of America and Italy, has decided to abstain from discussion and voting on the question of reduction of the working week to 44-hours.

\* \* \*

The Hindu of 11-6-35 publishes an editorial article under the caption "The Deadlock at Geneva" commenting on the decision of the employers' bloc in the Labour Conference to boycott the discussions over the 40-hour week question. The article suggests many objections to the 40-hour week, but does not deny that it

has contributed a great deal towards lessening unemployment. The objections are: (1) Unemployment is a passing phase whereas the 40-hour week is sought to be made into a permanent measure, and (2) Those countries which have adopted a 40 hour week have done so for special and local reasons. The article quotes certain comments made by the Director on the subject in his Report which shows that shorter hours are found satisfactory only in highly mechanised industries. The result of the adoption of a 40-hour week will be that for less industrialised countries it will prove suicidal as they will have to compete with highly industrialised countries under very unfavourable conditions. ~~The Hindustan Times and Hindu~~

\* \* \*

o The Hindustan Times and Hindu of 7-6-35, the National Call, the Times of India and Amrita Bazar Patrika of 8-6-35, the Statesman of 10-6-35 publish a Reuter's message dated 6-6-35 from Geneva to the effect that the Employers' group has decided to persist in their attitude of non-co-operation with the 40-hour week committee.

\* \* \*

The Hindu of 8-6-35, the Statesman and the Hindustan Times of 9-6-35, the National Call, Times of India and Leader of 10-6-35 and the Amrita Bazar Patrika of 11-6-35 publish a Reuter's message dated 8-6-35 giving the gist of the speeches of Mr. Husseinbhoj Laljee and Mr. Ramaswamy Mudaliar, the Indian Employers' and Workers' Delegates respectively, on the subject of Reduction of Hours of Work.

\* \* \*

The Amrita Bazar Patrika dated 20-6-35 publishes the text of the speeches of Mr. Husseinbhoj Laljee and Mr. Ramaswamy Mudaliar, Indian Employers' and Workers' Delegates respectively on the question of a 40-Hour Week. (The text of the speeches were sent by Air Mail on 10-6-35 by the Paper's Geneva Correspondent.).

\* \* \*

The Amrita Bazar Patrika dated 22-6-35 publishes an editorial article under the caption: "To Fight Unemployment". The article refers to the speeches of Messrs. Husseinbhoj Laljee and Ramaswamy Mudaliar on the question of reduction of hours of work and expresses the opinion that reduction of hours is an important solution for unemployment. In this connection the article quotes relevant extracts from the Director's Report. The article also refers to

the various other remedies for unemployment suggested by the Director in his report.

The Statesman and the Hindu dated 11-6-35, the Times of India, the Hindustan Times, and the Leader dated 12-6-35 and the Amrita Bazar Patrika dated 13-6-35 publish a Reuter's message dated 10-6-35 from Geneva to the effect that the deadlock over the 44-hour week caused by the attitude of the Employers' group continued and that the plenary session of the Conference will be meeting on 12-6-35.

The Times of India dated 10-6-35 publishes an editorial note under the heading "I.L.O. Disputes". The note refers, first, to the divergences of opinion between the Indian workers' and employers' delegates over the 40-hour week and, secondly, to the decision of these two delegates not to participate in further discussions of the committee on recruitment of labour as a result of the rejection by the Committee of certain amendments submitted by the Indian workers' delegate.

The Hindustan Times of 8-6-35 publishes an editorial note under the caption "The 40-hour Week". The note announces that "The I.L. Conference has by an over whelming majority carried the 40-hour week resolution" (the source of this news is not known). It states that the "employers' representatives tried even questionable tactics" to prevent the resolution being carried. The note expresses the opinion that a 40-hours week is too short a period for many industries and especially in countries like India where there is not as yet a surplus of skilled labour. The paper maintains that a shorter working week will not contribute to industrial efficiency.

The Statesman dated 10-6-35 publishes an editorial note drawing attention to the attitude of non-co-operation of the Employers' group at the 19th I.L. Conference over the question of the 40-hour week and of the Indian workers' and employers' delegates over the question of recruitment of labour, in the course of which it is remarked: "The truth is that the agenda of the I.L. Conference can be drawn up with so little attention to the wide differences in economic

and industrial conditions in various countries that substantial achievement on anything resembling an international scale is all but impossible. The Geneva discussions have a considerable educative value, but that at present is the most that can be claimed for them."

\* \* \*

The Independent Railwayman, Bombay, dated 20-6-35 publishes an editorial article under the heading: "When shall we have a 40-hour week?" The article deals with the decision of the Employers' group at the 19th I.L. Conference to oppose the 40-hour week and suggests that in India a strong agitation should be set up by the trade union movement for a 44-hour week.

\* \* \*

The Times of India dated 24-6-35 publishes "a Letter from London" dated 14-6-35 from the paper's London Correspondent in the course of which reference is made to the efforts of the I.L.O. to reduce unemployment through shortening hours of work.

\* \* \*

The Hindu dated 21-6-35, the Hindustan Times and the Times of India 22-6-35, the Amrita Bazar Patrika dated 23-6-35, and the Statesman and the Leader of 24-6-35 publish a Reuter's message dated 20-6-35 from Geneva to the effect that the I.L. Conference adopted a Convention approving the general principle of a 40-hour week.

\* \* \*

The Hindustan Times dated 23-6-35, the Times of India and the Hindu dated 24-6-35, the Amrita Bazar Patrika dated 25-6-35 publish a Reuter's message dated 22-6-35 from Geneva to the effect that the I.L. Conference adopted a general or "Blanket" Convention re. the 40-Hour Week.

\* \* \*

The May 1935 issue of the Labour Gazette, Bombay, publishes a summary of the memorandum on conditions of work of women in Indian mines submitted by the All India Women's Conference to the I.L.O. in June 1934.

\* \* \*

The Amrita Bazar Patrika of 21-6-35, the Times of India of 25-6-35, the Hindustan Times dated 30-6-35 and the Leader dated 3-7-35 publish the text of the speech of Mr. K.L. Dutt, Adviser to the Indian Employers' Delegate, on the question of prohibition of employment of women underground in mines.

\* \* \*

The Hindu dated 18-6-35, the Statesman, the Hindustan Times and the Times of India of 19 & 25-6-35 and the Amrita Bazar Patrika

dated 20-6-35 publish a Reuter's message dated 17-6-35 from Geneva to the effect that the I.L.Conference/ adopted a Convention prohibiting the employment of women in mines.

\* \* \*

"Commerce", Bombay, dated 22-6-35 publishes a note under the Heading: "Employment of Women in Mines". The note announces the adoption of a Convention on the subject by the I.L.Conference and summarises the main features of the Convention.

\* \* \*

The Statesman of 21-6-35 commenting editorially on the above message ~~it~~ points out that India has adopted as early as 1929 measures designed to exclude women from underground work and that women will be completely excluded from such work by 1939.

\* \* \*

The Hindustan Times of 9-6-35, the Statesman, the National Call, the Hindu and the Times of India of 10-6-35, and the Amrita Bazar Patrika of 11-6-35 publish a Reuter's message dated 8-6-35 from Geneva to the effect that Messrs. Husseinbhey Laljee and Mudaliar, Indian Employers' and Workers' Delegates respectively, decided not to participate in the discussions on recruitment of ~~it~~ labour, following the refusal of the Committee on the subject to accept certain amendments proposed by them.

\* \* \*

The Hindu of 10-6-35 commenting on the above says that the amendments proposed by Messrs. Laljee and Mudaliar are of fundamental importance to India. To the delegates from European countries the suggestions in-corporated in the amendments might seem odd and even unreasonable. They have experience only of seasonal migrations of labour. In the case of Indians in most cases it is permanent migration. The article says:-

"We do not want the tragedy of the indentured labour system to be re-enacted. If labour is to be casual or seasonal as in the case of Slav and Italian labour in France, there may be little need for provisions of the kind that the Indian delegates have suggested, but Indian emigration is not really the migration of seasonal workers. It is part of that "great problem" —population and its distribution— which, as Mr. Butler, the Director of the International Labour Office, has suggested in his latest report, requires attention. The suggestion of the Indian delegates that the problem should be tackled in the light of the experience of Indians abroad both relevant and helpful. We regret that it did not command itself to the League Conference".

The National Call dated 17-6-35 reproduces a short editorial

note published in the Rangoon Daily News regretting the decision of the Committee to reject the amendment of the Indian delegates.\*

\* \* \*  
 The Hindustan Times dated 28-6-35, the Statesman and the National Call dated 29-6-35, & the Leader dated 1-7-35 publish the statement made by Mr. V.M.Ramaswamy Mudaliar and Mr. Husseinbhoj Lalljee protesting against the attitude of the Committee of the 19th I.L. Conference on Recruitment of labour in colonies. The statement was received from Geneva by Air Mail by the Associated Press of India.

\* \* \*  
 The Hindustan Times dated 29-6-35 comments editorially on the above statement pointing out that the amendments proposed by Mr. V.M.Ramaswamy Mudaliar were supported by Mr. Lalljee and the India Government delegates. The article observes: "Still rejection (by the Committee) is a lesson to India that she has nothing to expect from membership of bodies like the League and the I.L.Conference and the sooner she withdraws from them, the better it will be for her".

\* \* \*  
 The Statesman and the Hindustan Times and the Hindu of 19-6-35, the National Call and the Times of India of 20-6-35 and the Leader and the Amrita Bazar Patrika of 21-6-35 publish a Reuter's message dated 18-6-35 to the effect that Mr. Mudaliar, the Indian workers' delegate, tried unsuccessfully in the plenary session to have his amendments re. recruitment of labour in colonies adopted by the I.L.Conference.

\* \* \*  
 The Hindu dated 19-6-35, the Hindustan Times of 20-6-35, the Statesman and the Amrita Bazar Patrika dated 21-6-35 publish a Reuter's message dated 18-6-35 from Geneva to the effect that the Australian and New Zealand workers pleaded at the International Labour Conference for international efforts to make the world consume more foodstuffs and that a resolution on the subject was moved by Sir F.H.Stewart.

\* \* \*  
 The Times of India and the Hindustan Times of 21-6-35 and the Statesman of 22-and 26-6-35 publish editorial notes commenting on the above message.

\* \* \*  
 The Times of India dated 27-6-35 publishes a short editorial note under the heading "More Campaigns" in the course of which an

incidental reference is made to the resolution at the 19th I.L. Conference re. the desirability of increasing the consumption of foodstuffs.

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The April 1935 issue of the Industries Supplement of Indian Finance, Calcutta, publishes a communique issued by this Office on 13-5-35 on the Blue Report on the Partial Revision of Hours of Work (Coal Mines) Convention, 1931.

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The Hindu dated 19-6-35 publishes a letter dated 8-6-35 from Geneva from its Geneva Correspondent in the course of which extensive references are made to the 19th I.L. Conference.

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The Indian Labour Journal, Nagpur, dated 2-6-35 publishes the item included in the I.L.O. News Bulletin No.5: "An International Post-bag".

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Federated India, Madras, dated 5-6-35 publishes the following items from the I.L.O. News Bulletin, No.5 (April 1935): "The Budget of the I.L.O." and "Maritime Questions" from "The Seventieth Session of the Governing Body", "Recent Ratifications by Canada", and all the items except "Hours of Work in Coal Mines" from "Questions to be Discussed at the I.L. Conference in June 1935".

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The Indian Labour Journal, Nagpur, dated 2-6-35 publishes the following items included in the I.L.O. News Bulletin No.6(a): "Reduction of Hours of Work: The 40-Hour Week", "Wages and Purchasing Power: Importance of Home Market", "The Standard of Living: Over-production and Under-consumption of Food Stuffs".

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The Hindustan Times dated 13-6-35 reproduces the item: "Need for International Action" included in the I.L.O. News Bulletin No. 6(b) (June 1935).

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"Commerce", Bombay, dated 22-6-35 reproduces the item: "Need for International Action" from the I.L.O. News Bulletin No.6(b) (June 1935).

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Financial News, Bombay, dated 22-6-35 reproduces the item: "Work Instead of the Dole" from the I.L.O. News Bulletin No.6(b) (June 1935).

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The Madras Mail, dated 12-6-35 reproduces all the sections except: "International Organisation" from the item "Unemployment and Its Remedies" included in the I.L.O. News Bulletin No.6(b) (June 1935).

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The Indian Labour Journal, Nagpur, dated 9-6-35 reproduces the memorandum on the subjects for discussion at the forthcoming 10th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation. One of the subjects for discussion is the extension of the Hours of Employment Regulations to Indian railways, to which they have not hitherto been extended.

(A summary of the memorandum is given in the section "Workers' Organisations" of this report).

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The April and May 1935 combined issue of H.E.H. the N.S. Railway Employees' Union Bulletin, Secunderabad, reproduces a note announcing the extension of the Hours of Employment Regulations to the M. & S. M. and B.B. & C.I. Railways. The note also summarises the decision of the Governing Body of the I.L.O. in respect of Mr. Jammadas Mehta's complaint re. certain irregularities in the application of the Regulations to Indian Railways.

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The May 1935 issue of the Labour Gazette, Bombay, reproduces the note on the Canadian Bill re. 8-hour day in industry, originally published in "Industrial and Labour Information" dated 8-4-35.

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The April and May 1935 combined issue of H.E.H. the N.S. Railway Employees' Union Bulletin, Secunderabad, reproduces extracts from the speech of Mr. Kasturbhai Lalbhai at the 2nd session of the All India Organisation of Industrial Employers held at Delhi in March last. Mr. Kasturbhai made extensive references to the I.L.O. in the course of his speech.

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The May 1935 issue of the Indian Textile Journal, Bombay, publishes an appreciative review of the I.L.O. publication: "Social and Economic Reconstruction in the United States".

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The Times of India dated 24-5-35 publishes the report of 42nd session of the Economic Committee of the League of Nations which met at Geneva from 29-4-35.

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The Times of India dated 10-6-35 publishes a short note on the present unemployment figures in various countries based on statistics published by the I.L.O.

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The Times of India dated 6-6-35 publishes a message dated 28-5-35 sent by its London Correspondent on the visit of Sir Tej Bahadur Sapru to London to collect information regarding unemployment relief in European countries. It is mentioned that Sir Tej Bahadur is in touch with the I.L.O. on the subject and that he would be visiting Geneva in this connection.

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The Hindu of 12-6-35 and most of the other papers and journals publish the annual report of the Servants of India Society for 1934-35. Several references to the I.L.O. are made in the report, due to the intersection of the interests of the I.L.O. and the Servants of India Society.

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The following statement gives the list of Indian newspapers and periodicals which have published notes from the I.L.O. News Bulletin or commented on them (The list is compiled only from newspapers and periodicals received in this Office. In addition to these, copies of the News Bulletin are sent to over 140 addresses).

Indian Labour Journal, Nagpur, dated 2-6-35 published items:  
"An International Post-bag" from Bulletin No.5 (April 1935); "Reduction of Hours of Work", "Wages and Purchasing Power" and "The Standard of Living" from the Bulletin No.6(a) (June 1935).

Planters' Chronicle, Madras, dated 29-6-35 published item:  
"Holidays with Pay" from Bulletin No.5 (April 1935).

Federated India, Madras, dated 5-6-35 published items: "Budget of the I.L.O.", "Maritime Questions", "Recent Ratifications by Canada" and "Questions to be Discussed at the I.L.Conference in June 1935" from Bulletin No.5 (April 1935).

Hindustan Times, dated 13-6-35 published item: "Need for International Action" from Bulletin No.6(b) (June 1935).

"Commerce", Bombay, dated 22-6-35 published item: "Need for International Action" from Bulletin No.6(b) (June 1935).

The Financial News, Bombay, dated 22-6-35 published item:  
"Work Instead of the Dole" from Bulletin No.6(b) (June 1935).

The Madras Mail, dated 12-6-35 published item: "Unemployment  
 and its Remedies" from Bulletin No.6(b) (June 1935).

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The following messages having reference to the I.L.O. emanating  
 from Reuter or other European news agencies and press correspondents  
 were published in the Indian Press during June 1935:

1. A Reuter's message dated 4-6-35 from Geneva re. the decision of the Employers' group to boycott discussions on 40-Hour Week.
2. A Reuter's message dated 6-6-35 from Geneva re. the continuation of the boycott by the Employers' group, of discussions on 40-hour week.
3. A Reuter's message dated 8-6-35 from Geneva re. the decision of the I.L.Conference to take up the question of juvenile unemployment for immediate consideration.
4. A Reuter's message dated 8-6-35 from Geneva giving gist of speeches by Messrs. Husseinbhoj Laljee and Ramaswamy Mudaliar on 40-hour week.
5. A Reuter's message dated 8-6-35 re. the decision of Messrs. Husseinbhoj Laljee and Ramaswamy Mudaliar to boycott discussions in the Committee on Recruitment of Labour.
6. A Reuter's message dated 10-6-35 from Geneva announcing the continuation of the deadlock over the 40-hour week created by the Employers' group.
7. A Reuter's message dated 13-6-35 from Geneva re. Husseinbhoj Laljee's speech on the Director's Report.
8. A Reuter's message dated 14-6-1935 from Geneva re. Sir Joseph Bhore's speech on the Director's Report.
9. A Reuter's message dated 18-6-1935 from Geneva re. the unsuccessful attempt of Mr. Ramaswamy Mudaliar to have his amendments concerning Recruitment of Labour adopted at a plenary session of the Conference.
10. A Reuter's message dated 17-6-35 from Geneva re. the adoption of a Convention re. employment of women underground in mines.
11. A Reuter's message dated 18-6-1935 re. the moving of the resolution advocating attempts to increase consumption of foodstuffs.
12. A Letter dated 19-6-1935 from Geneva from the Geneva Correspondent of the Hindu and published in the issue of the paper dated 19-6-1935 re. the 19th I.L.Conference.

13. A Reuter's message dated 20-6-1935 from Geneva re. the adoption of a Convention approving the principle of a 40-Hour Week.
14. A Reuter's message dated 18-6-1935 from Geneva re. the adoption of a "blanket" Convention on 40-Hour Week.
15. A message dated 28-5-1935 from the London Correspondent of the Times of India and published in its issue dated 6-6-1935 re. Sir Tej Bahadur Sapru being in consultation with the I.L.O. on the question of unemployment.
16. A Letter dated 24-6-1935 from London from the London Correspondent of the Times of India and published in the issue of the paper dated 24-6-1935 re. efforts of the I.L.O. to reduce unemployment.
17. The text of the speech of Mr. K.L.Dutt on employment of women under-ground in mines sent from Geneva by air mail (source unknown).

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## Ratifications

### Draft Convention re. Workmen's Compensation for Occupational Diseases: Government of India's Circular Letter re. Action to be Taken.

The Government of India have recently issued a circular letter to local Governments on the subject of action to be taken ~~on~~ by the Government of India on the **Draft** Convention adopted by the International Labour Conference regarding workmen's compensation for occupational diseases, which supplements a similar convention adopted in 1925 and proposes to add certain occupational diseases for purposes of workmen's compensation.

Of the diseases included in the convention the most important is probably silicosis which is a dangerous lung disease often associated with and frequently confused, with tuberculosis. Regarding ~~the~~ silicosis, the Government of India observe that the disease is associated in other countries with gold mining and with many common industrial processes of which sand-blasting, manufacture of China glass and pottery and stone-cutting are examples. They request that enquiries may be made as to the incidence of diseases of lungs among workers engaged in the operations mentioned above or other 'dust~~y~~' trades. They observe, however, that silicosis cannot ordinarily be definitely diagnosed except by experts equipped with radiological apparatus and inquire if there are in any area sufficient facilities of this character. They also refer to the possibility of preventive measures in some factories; e.g., railway worksh~~o~~ps. Special measures are already taken to protect workers from dangers incidental to

sandblasting and it is possible that applications of suitable regulations might have a substantial effect in reducing the incidence of the disease. It is suggested that regulations could be made under the Factories Act to protect persons exposed to the risk of silicosis and arsenic poisoning.

The letter also asks for information bearing on the incidence of other diseases mentioned in the convention. It is suggested that oxide of arsenic may be used in the hide and skin trade and in tanneries in India and that enquiries might be made accordingly as to the incidence of arsenic poisoning.

(The Leader, 4-7-35). +

The Draft Convention re. 40-Hour Week;

Views of Employers' Federation of India. +

The Employers' Federation of India, Bombay, have issued a note approving the principle of a 40-hour week expressing its views on the Draft Convention/adopted by the 19th I.L.Conference. The following are relevant extracts from the note:

History of Proposal.- The proposal for a reduction in hours of work has been the most important subject before the International Labour Conference for the last three years. The question was first raised in 1932 by the Italian Government as a measure for reducing or alleviating unemployment. In the 1933 Conference it was decided that the proposal was suitable for forming the subject of a draft convention or recommendation, and that only a discussion should be held that year, and that a final decision should be arrived at in the 1934 Conference.

Attitude of Employers' Federation.- The Employers' Federation of India has always opposed this proposal, and on their behalf their President, Sir H.P.Mody, communicated a Note to Seth Kasturbhai Lalbhai, the Indian Employers' Delegate to the 1934 Conference, in

which he stated that Indian industries would find it impossible to adopt the proposal of a 40-hour week. The last International Labour Convention dealing with hours of work in factories was adopted in 1919, when India was allowed 60 hours per week and Japan 57, except in the raw silk industry. The experience of India, which readily adopted this Convention, has been very discouraging for any consideration of a similar measure in the future, as some of the most formidable competitors of this country did not ratify the Convention, and thereby enjoyed considerable advantages.

Indian Conditions Adverse for 40-Hour Week.- The present proposal is of a much more drastic character, because one of the objects seems to be to equalise the hours of work in 'all' countries. The Employers' Federation of India were of the opinion that, so far as India was concerned, the idea of the 40-hour week must be altogether ruled out. This country will have to go a long way, before she reached a position which would compel her to embark on a policy of drastic reduction in hours as a cure for unemployment. The problems of India are different from those of highly industrialised countries in the West, and in the present stage of her development, she must fashion her policy according to her own special needs and difficulties.

Course of Discussion at the 18th I.L.Conference.- At the 1934 Conference, the question was not decided, because the Employers' Group very strongly opposed it. They refrained from voting in the Committee stage, and when the Convention came before the Conference in the Plenary Session, many of the Government delegates also were not prepared to vote for it. The result was that there was no quorum when the Convention was placed before the Conference, and it was arranged to have the question postponed for further consideration. When the question was taken up by the Governing Body of the International Labour Office, while preparing the agenda for the 1935 Conference, the employers' representatives, with the exception of the Italian member of the group, maintained their opposition on the ground that the proposals, so far from alleviating unemployment would only add to the costs of production, aggravate the economic situation, hinder the revival of industry and commerce and accentuate the unemployment evil. The Governing Body, however, recommended the adoption of a Convention, but restricting its scope to only a few industries.

Views of the Federation Unchanged.- When the employers' delegate from India for the 1935 International Labour Conference, Mr. Husseinbhoj Laljee, proceeded to Geneva, Sir H.P.Mody, on behalf of the Employers' Federation of India, reiterated the views which he had expressed last year, as he considered that the opposition which he then had put forward on behalf of Indian employers was strengthened by the developments that had subsequently taken place in other countries.

So far as India is concerned, as Sir H.P.Mody has pointed out to the Indian employers' delegate to the 1935 Conference, hours of work have been reduced only recently, that is, in January this year in factories, and a similar reduction is to be made in mines in October, and the effects on Indian industries have still to be observed. A further complication arises in India because of the fact that in as much as in one-third of the country there is no way of enforcing the International Convention and even the 54-hour week has not yet been introduced in the territory under the control of the Indian Princes. A further reduction of hours of work would not only expose British India to keener foreign competition, but also to competition from the Indian States themselves. Moreover, the economic situation in this country has not appreciably altered since the 1934 Conference, and Indian employers should, therefore, continue their considered opposition to any further reduction of working hours.

(The Times of India, 1-7-1935). +



Revision of the Ceylon Mines and Machinery Protection  
Ordinance, 1896:Report of Committee\*.

Appointment of Committee.- A Committee was appointed in November, 1934, by the Hon. the Minister for Labour, Industry and Commerce, Ceylon, after consulting his Executive Committee, to make recommendations for the revision of the "Mines and Machinery Protection Ordinance"(No.2 of 1896). The Committee was composed as follows:- Mr.W.E.Hobday, Controller of Labour (Chairman), Mr. J. Gray (Government Factory Engineer), Mr. P.T.L.L.Dirckze (Government Inspector of Mines), Mr. R.M.Salmon (Chief Engineer, Colombo Commercial Company), Dr. C.J.C.de Silva, Mrs. R.W.Fowke, and Miss C.Cooray.

At its first meeting the Committee discussed the defects of the Mines and Machinery Ordinance and came to the conclusion that it was altogether too narrow in its scope for modern conditions, and that the only course, if it were desired to give adequate protection to the workers, was to replace it by a more comprehensive enactment. This, it was considered should provide not merely for safety from machinery but for proper regulation of factory conditions in a wide sense.

Scope of Enquiry.- The Committee issued a comprehensive questionnaire on the subject and inspected a number of factories, mills and workshops in Colombo. It was not considered necessary to inspect factories on tea and rubber estates, as conditions in these were already well known to them. On a study of the evidence thus assembled, the Committee remarks:

"The condition of factories in Ceylon is hardly a matter for complacency. We are strongly of opinion that not only in the interests of the workers but also for the general credit of the

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\* Sessional Paper XII -1935.-Factory Legislation. - Report of the Committee appointed to revise the "Mines and Machinery Protection Ordinance" (No.2 of 1896). - May,1935.-Printed at the Ceylon Govt-Press, Colombo. - To be purchased at the Govt. Record Office, Colombo. - 1935. price 15 cents. pp.14.

24

Island there is an urgent need for more effective supervision. Unless Government takes this matter in hand without delay, it will probably be forced to do so by outside criticism. At the same time <sup>we</sup> would deprecate a too drastic treatment of the problem. Ambitious attempts to introduce European standards are likely to bring nothing but disappointment to the workers and injury to trade. Moreover it is essential, in our opinion, that the demands of a new Factories Ordinance should be recognized by the employers to be just and moderate, even if we cannot expect them to be received with enthusiasm. In drawing up our recommendations we have naturally been greatly assisted by the Indian Factories Act of 1934, and by the report of the Whitley Commission on which that Act is based. The Indian Act however is designed for a great industrial country where for many years legislation of this sort has been in force, and we think that, at any rate to begin with, corresponding legislation in Ceylon should be of a somewhat simpler type."

Scope of the Proposed New Ordinance.- In detail the recommendations of the Committee are as follows:-

1. The "Mines and Machinery Ordinance", 1896, should be repealed and replaced by a more comprehensive Ordinance on modern lines.

Mines are to be included under the same Ordinance as factories since the mining industry in Ceylon is not sufficiently extensive to warrant a separate Ordinance.

2. "Factory" should be defined as any premises whereon ten or more workers are employed and in which a manufacturing process is carried on with or without the aid of power.

~~It~~ Registration of all such factories should be compulsory but the Controller of Labour should be empowered to exempt from the provisions of the Ordinance cottage industries or undertakings of a more or less domestic character.

3. Provision should be made for the inspection and regulation of steam boilers, air receivers, and any other vessels containing air, gas, steam, and other elastic fluid above a pressure of 10lbs. whether in a "factory" or not. At present a large number of such vessels are in use up and down the country, e.g., boilers of steam lorries and concrete mixing plants, hot plates in hotel kitchens, &c. Although they are a potential source of danger to persons in their vicinity they are uncontrolled by any sort of regulation.

Factory Inspection.- At the present time machinery in factories is inspected, (a) by private engineers licensed by the Director of Public Works; and (b) by District Engineers (Public Works Department) in certain outlying districts. Many small factories, however, escape inspection altogether. The only other inspection is that carried in Colombo by the Police, under Ordinance No.6 of 1923 (Employment of Women and Children - Washington and Geneva Conventions). Beyond the very general control of the Director of Public Works there is no supervision of the work done by the Licensed Engineers. It is remarked that inspection by engineers was unsatisfactory since an Engineer deriving his livelihood largely from inspection fees might be reluctant to disoblige the owner or manager of a factory by refusing a certificate. On the other hand

the cost of providing enough Government Inspectors to deal with all the factories in Ceylon would be prohibitive. The following arrangement is proposed by the Committee by way of a compromise:

1. There should be a Chief Inspector of Factories and Mines. This post was abolished in 1925 on the recommendation of the 1923 Retrenchment Commission. It is essential that the post should be restored. The Chief Inspector should be subordinate to the Controller of Labour and report to him.

2. The Chief Inspector should have a staff of two or more Assistants, one of whom should be Inspector of Mines.

3. As regards sanitary conditions, the Medical Officers of Health should inspect factories in their areas and report to the Director of Medical and Sanitary Services or to the local authorities. In this respect the Director of Medical and Sanitary Services and the Controller of Labour will naturally co-operate, as they already do with regard to housing and sanitation on estates.

4. Licensed Engineers should continue to inspect machinery and issue certificates of compliance with the regulations. It is suggested further that they should also be expected to report on general conditions in the factories visited by them and to draw the attention of the Chief Inspector to any obvious infringement of the Ordinance.

The policy to be pursued should be the gradual improvement of factory conditions by means of advice and persuasion rather than continual prosecutions.

Protection from Machinery (a) Accidents.— Both the rules now in force and the draft rules approved by the Executive Committee of Labour, Industry and Commerce in 1933 regarding protection from machinery are out of date and require revision. In this connexion the following table giving the number of accidents reported may be of interest:—

	1931.	1932	1933.	1934.
Number of accidents in Government works reported by the respective departments.	...	82	86	106
Number of accidents in factories reported by Government Agents.	49	44	48	59
Number of accidents in mines reported to the Inspector of Mines.	9	4	8	8

(b) First-Aid Equipment.— It is recommended that every establishment employing over 100 workers should be required to provide a special room where first aid treatment can be given and to keep a sufficient stock of bandages, drugs, &c. In smaller establishments a box containing first aid appliances should be kept ready for use. In all factories at least one member of the staff should be trained in first aid work.

Safety of Buildings.- (a) Structural Requirements.- ~~Ms~~ It is recommended that the Chief Inspector should have power to call upon the owner of a factory which appears to him to be in a dangerous condition to carry out such repairs as may be necessary within a given time, and if it appears to him that the building is in danger of collapse, to serve an order on the owner prohibiting its use until it has been properly repaired. It should be provided that no new factory may be opened unless the building has been passed as structurally sound by a competent architect or engineer.

(b) Precautions against Fire.- For some reason or other factory fires in Ceylon appear to be extraordinarily innocuous as far as the workers are concerned. It is considered unnecessary therefore to insist on any elaborate precautions, but the doors of all factories should be made to open outwards and fire buckets should be provided and kept filled with sand or water.

Health.- Apart from a few of the larger establishments and the estate factories, the health of factory workers in Ceylon has received scant attention. The Colombo Municipal by-laws prohibit overcrowding and such "nuisances" as "injurious" dust and filthy drains, but there is very little evidence that these rules are enforced. It is remarked that it is not desirable that a matter of such importance to the community should be left to the discretion of local authorities. It is accordingly recommended that conditions affecting the health of factory workers should be regulated by a common standard applicable to the whole Island.

(a) Sanitation.- Adequate latrine accommodation is an obvious necessity. Regulations under the proposed Ordinance should prescribe the type of latrine to be provided, and the number of seats in proportion to the number of employees.

(b) Lavatories.- Washing facilities should be provided on a scale to be laid down by regulation.

(c) Drinking Water.- In a hot climate like that of Ceylon it is especially important that an adequate supply of drinking water should be available for factory workers.

(d) Lighting and Ventilation.- Lighting and ventilation in the larger factories is usually adequate, but many small ventures are carried on in buildings never designed for factory work. The only real cure for such places is complete demolition, but failing this the proprietors should be compelled to put in windows and skylights and where necessary electric fans to give the workers some relief from the hot stagnant atmosphere. No one should be permitted to start a new factory except in a properly lighted and ventilated building.

(e) Pollution of Air by Dust and other Impurities.- In fibre mills and kapok godowns and in the sifting rooms of tea factories employees have to work for long hours in an atmosphere thickly laden with dust. Although there seems to be no proof at present that dust of vegetable origin can be the direct cause of any particular disease (e.g., of the respiratory organs) **it seems reasonable**

27

to suppose that the constant breathing of dust laden air must have a generally depressing effect on the health of the workers, especially of children and "young persons". There must at any rate be a good deal of discomfort in working under such conditions. The various vapours given off during the process of spray painting are known to have severe toxic effects, unless proper precautions are taken. In Ceylon men are usually engaged on this work only for short periods and the danger to health is probably slight. It is suggested however, that the whole question of the effect of air-pollution on the health of workers in Ceylon should be systematically investigated by the Medical Department. As regards measures for dealing with dust, it is recommended that when a Chief Inspector is appointed he should be required to make detailed investigations with a view to framing regulations appropriate to each of the trades concerned.

(f) Separate Rooms for Meals.- These are provided at the Government Factory, Railway Workshops, and by some of the larger firms in Colombo. Employers should only be required to provide them ~~with~~ when the workers would otherwise have to eat their meals in an atmosphere polluted with dust or other impurities.

Child Labour.- Child labour is regulated by Ordinance No.6 of 1923 embodying the Washington and Geneva Conventions. This Ordinance prohibits the employment of children under 14 in "industrial undertakings". In Colombo the "authorized officers" appointed under the Ordinance to visit and inspect Industrial Undertakings are the Inspectors and Sub-Inspectors of the Criminal Investigation Department and European Sub-Inspectors of the Port Police. In 1933 these officers visited and inspected 75 industrial undertakings monthly. This inspection, the Committee remarked, is no doubt very efficient as far as it goes, but that they have reason to suspect that a good many of the smaller "industrial undertakings" are never inspected at all. Certainly there must be more than 75 industrial undertakings in Colombo city. It seems worth considering whether instead of inspecting 75 factories monthly better results would not be obtained by enlarging the field of inspection and reducing the number of inspections, say, to six a year at irregular intervals. Outside Colombo the Chief Headmen are supposed to act as "authorized officers" and carry out inspections. In actual fact no inspections are made.

There are no means of estimating the number of children illegally employed in factories and workshops, but it must be very considerable. The compulsory school-going age under the Education Ordinances is from 6 to 14. It is understood that the new draft Ordinance now under consideration retains this age limit and gives adequate powers to local authorities to enforce attendance. The Committee consider that as soon as sufficient schools have been provided to accommodate all the children of school-going age, effective steps should be taken to see that these do not work in factories. The proposed factories inspectorate should co-operate with the education authorities in this connexion. The Committee remarks: "It is not easy to see why it is necessary for children to start learning a trade before they are 14 and it may be that some of those employers who are anxious to employ children below this age are concerned not

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so much to train apprentices as to provide themselves with cheap labour".

Young Persons.- No young person over 14 and under 18 should be allowed to work in a factory until he or she has been examined and passed for employment by a Government Medical Officer.

Night Work of Young Persons.- As regards night work, Ordinance No.6 of 1923 prohibits the employment in industrial undertakings of (female) "young persons" between 10 p.m. and 5 A.M. (except as set out in Part II of the schedule). The Washington Convention expressly exempted male "young persons" in India from the above provision and the Ceylon Ordinance followed suit. The Committee are not satisfied that such an exemption is a necessity to industry in Ceylon and as regards factory work we would forbid the employment of "young persons" of either sex at night, except as provided in the Article 2, Part II, of the Convention (printed as a schedule to Ordinance No.6 of 1923).

Presence of Non-Working Children in Factory.Premises.- The industrial undertakings to which this question chiefly applies are:- Fibre Mills, Kapok Godowns, and Tea Factories. It has been suggested that if mothers are not allowed to bring their children to work they will be unable to attend themselves. This may be so (although some mills do not allow children to be brought inside the premises). The best solution, at any rate in Colombo, is reported to be for the Municipality to erect creches at convenient centres in the factory areas. If conveniently situated creches are not provided by the local authorities, it is considered that firms which employ more than 50 women should be required to provide a creche on their premises with an attendant to look after the children. Women should be allowed to bring their children up to the age of 5 years; but no children should be allowed to enter rooms containing machinery, nor rooms in which the air is heavily impregnated with dust or other impurities. The Committee would not insist on the provision of free meals in the creches.

Maternity Benefit.- The Whitley Commission Report makes a very definite recommendation for the introduction of maternity benefit in respect of women permanently employed in industrial establishments on full-time processes— the whole cost to be borne by the employer. This exactly follows the provisions of the Bombay Maternity Benefit Act, 1929. It is remarked that it is probable, however, that the larger employers in Colombo would have no very great objection to a Maternity Benefit Scheme so long as it were confined to regular employees with, for instance, at least 2 years' service although the small employer would not doubt be as evasive as he is in Bombay. It is stated that the Committee would not give up the idea on this account, but that they hesitate to recommend its inclusion in the proposed Factories Ordinance since the employer, if their recommendations are adopted, will have so many other obligations imposed upon him. They think it better to concentrate for the

29

present on sanitation and other requirements of primary importance and to provide for Maternity Benefit later on by a special Ordinance when the regulation of factories has been placed on a more satisfactory footing.

Hours of Work: 50-Hour Week Recommended. - The Committee remarks that this is the most difficult, as it is the most important question which they have had to consider. Apart from labour employed by Government departments and estates there has hitherto been no attempt in Ceylon to regulate hours of work. In tea and rubber factories the worker is entitled to the legal minimum wage, for a day of 8 hours work ( 9 hours with 1 hour off for the midday meal). For work in excess of this he is entitled to overtime pay at a rate "not less per hour than  $\frac{1}{8}$  of the minimum rate of wages fixed by the Ordinance". In the Government departments (Government Factory, Railway Workshops, Government Printing Works, Colombo Port Commission Workshops) the rule is a 9-hour day (excluding an hour for the midday meal). In the Government Electrical Power Station the men work in three shifts of 8 hours each. In the Railway Workshops the normal week is one of 5 days only (40 hours). In the Government Factory, Printing Works, and Port Commission the normal week is one of 44 hours ( 5 days of 8 hours with a half day on Saturday).

In the larger private establishments in Colombo the usual hours of work are 9 hours a day (excluding an hour for the midday meal) or a 50-hour week. In many of the smaller establishments hours are irregular, depending on the amount of work in hand, and work is at piecework rates. In the Spinning and Weaving Mills the hours are 10 hours a day (excluding an hour for the midday meal).

Dr. Saravanamuttu (Independent Labour Party) giving evidence before the Committee maintained that it would be quite useless to limit hours of work unless a minimum wage were laid down at the same time — for otherwise the employer would keep down his costs by reducing wages and the worker would be no better off— he would have more leisure but less pay. The Committee state that they are not convinced, however, that limitation of hours without a minimum wage would necessarily have the effect which Dr. Saravanamuttu anticipates.

After full consideration of the various arguments brought before them, and as a result of their own independent investigations, the Committee recommend that as a general rule hours of work in factories should be limited to 9 (working) hours a day for 5 days of the week and 5 hours on the 6th, the 7th day being a whole holiday - i.e a week of 50 hours. This corresponds with the actual practice in most of the larger factories in Colombo. It is considered that the introduction of an 8 hour day (as recommended by most of the "labour" representatives) would be too drastic a change at the present time. It would have a disturbing effect on trade, would be strongly opposed by employers, and would be very difficult to enforce. On the other hand, it seems by them that an attempt to raise the standard of the smaller to that already set by the larger and better organised establishments would have at least a fair measure of success.

The Committee remark that they are not impressed by the argument that the smaller concerns cannot afford to be as liberal in the matter of hours as the larger ones. There must be some point beyond which a worker can only be kept at work at the cost of definite deterioration in health and the 9-hour day has been adopted by the larger firms as the result of their experience of what their workers are able to do without breaking down.

Intervals and Spreadover.- It is considered that the distribution through the day of the 9 working hours may generally be left to the management to be arranged according to the requirements of the particular business concerned, There should however, as a general rule, be an interval of at least an hour for the midday meal. The Indian Act provides that periods of work shall not spread over more than 13 hours in one day. It is recommended that this provision be adopted in Ceylon as a general rule.

Night Work of Women. - Night work for women should be restricted as in Ordinance No.6 of 1923.

Hours of Work in Plumbago Mines. - A specially difficult problem is that of hours of work in plumbago mines. The universal custom at present is for the men to work by shifts of 24 hours. The Committee regard this as a most objectionable arrangement, but they are told that the introduction of a more rational system, e.g., one of 8-hour shifts, would mean the employment of a larger labour force (with consequent expenditure on line accommodation, &c., which would seriously embarrass the industry). It is true that the latter is in a by no means prosperous condition at present, but the Committee are convinced that if it were properly organised there would be no difficulty at all in working 8-hour shifts. As things are the mines employ far more men than would be necessary if the shafts were properly designed and modern machinery installed.

Over-time.- Considering that limitation of hours of work will be an entirely new experiment in Ceylon the Committee prefer a simpler procedure. They think that undue indulgence in overtime can be sufficiently restricted by insisting on payment for overtime at "time and a quarter" rate. It is suggested that a conspicuous notice should be set up in every factory informing the workers of their legal right in this respect.

Payment of Wages.- Factory workers are usually paid once a week but sometimes monthly, and in a few cases daily or fortnightly. On all tea and rubber estates the factory labourers are paid monthly, like the rest of the labour force. Although no direct evidence to this effect was available, the Committee have reason to believe that payments in the smaller factories (other than those estate factories which come under the Indian labour laws) are very irregular, and they think that there is urgent need for supervision in this respect. Ordinance No.13 of 1889 requires employers of Indian labour to forward a declaration to the Controller of Labour every month that the wages of their labour force have been duly paid. The Committee see no reason why similar protection should not be given to all factory workers. As a further safeguard the



Controller of Labour should have power to call on any owner of a factory to submit a copy of his monthly pay sheet for examination.

In Plumbago Mines it is the almost universal practice to pay the labourers once a year only, at the Sinhalese New Year. The men usually live in lines provided by the mine owners. They are given an occasional advance against their pay and foodstuffs are supplied on account. They are said to prefer this system which gives them a considerable sum once a year, with which they can either have a glorious "blind" or buy a piece of land near their home —village— according to taste, but the Committee find it difficult to regard it as satisfactory. It must be almost impossible for the workers (most of whom are illiterate) to keep a proper account of the pay due to them, and only too easy for an unscrupulous clerk to cook the accounts. There is also the point that the plumbago industry is subject to violent fluctuations between prosperity and depression, and it may well happen that when the Sinhalese New Year arrives the mine owner may find himself unable to raise the large sum required to pay a whole year's wages. It is recommended therefore that payment at least once a month should be made obligatory for plumbago mines as for factories. If the workers really desire to accumulate their pay they should be ~~may~~ encouraged to open accounts in the Post Office Savings Bank or to start a Co-operative Thrift Society.

Minute of Dissent by Dr. C.J.C.de Silva. - Dr. de Silva has signed the Committee report subject to a minute of dissent on the recommendations of the majority of the Committee regarding (1) maternity benefit and (2) hours of work.

Maternity Benefits.- Regarding maternity Benefits, Dr. de Silva emphasises that Maternity Benefit should be made compulsory wherever women are employed. In recommending Maternity Benefit he makes the following reservations:-

- (a) That a woman has to be employed at least for a period of 2 years before she is entitled for the benefit.
- (b) That the benefit be given for 2 weeks prior to the confinement and 3 weeks at least after confinement.
- (c) That all expectant mothers be required to furnish a medical certificate from a recognized pre-natal clinic in the city ~~or~~ or from a District Medical Officer of any town. This will prevent any fraudulent claims.
- (d) That dismissal on the scope of maternity be prohibited by law.
- (e) That a woman be entitled to two-thirds of her salary as benefit.

Hours of Work. - As regards hours of work, he recommends as a general rule that the working hours in factories should be limited to 8 hours a day for 5 days in the week and 5 hours on the 6th day, the 7th day being a holiday, i.e., a week of 45 working hours. In recommending 8-hours a day he brings the following points to the consideration of all concerned:-

- (a) There is at present a tendency to limit the hours of labour all over the world, Even to less than 8 hours a day.
- (b) It has been definitely shown by the Committee appointed to inquire into the conditions of industrial fatigue, that shorter hours of work tend to give greater efficiency and production. Several employers of labour who gave evidence before the Committee admitted this fact.
- (c) An important factor that has to be taken into account in this country is that there are no cheap Workmen's Tickets or other cheap facilities for travel where the workmen are concerned and most of the men have to walk long distances to get to their work. It is a fact that some of them have to spend 2 to 3 hours or more to get to their places of employment, thus causing great hardships; and there is no doubt that some of them never see daylight in their own homes except on a Saturday or a Sunday.
- (d) It is in the interest of employers that they should keep a fit labour force and employers should realise that it is immoral to look upon labour as a mere commodity to be used as an instrument of production according to their caprices.

Amendments to C. P. Factories Rules, 1935.

Attention is directed to pages 727-728 of Part III of the Central Provinces Gazette dated 3-5-1935, where certain proposed amendments to the C.P. Factories Rules, 1935, have been notified (Notification No.1107-841-XIII dated 25-4-1935).

23

Amendments to C.P. Maternity Benefits Rules, 1930. +

Attention is directed to page 728 of Part III of the Central Provinces Gazette dated 3-5-35 where certain proposed amendments to the C.P. Maternity Benefit Rules, 1930, have been published (Notification<sup>Nos</sup> 1141-708-XIII and 1142-708-XIII dated 27-4-1935). The amendments are necessitated by the passing of the new Indian Factories Act, 1934.

Berar Factory Rules, 1935.

Attention is directed to pages 729-754 of Part III of the Central Provinces Gazette dated 3-5-35 where the Berar Factories Rules, 1935, made under the Indian Factories Act, 1934, are notified (Notification No. 1169-835-XIII dated 2-5-1935). +

Amendment of Bombay Cotton Ginning and Pressing Factories Rules, 1925 re. Non-applicability of Certain Rules to Districts or Parts of Districts.

Attention is directed to page 413 of Part IV of the Bombay Government Gazette dated 13-6-35 where a notification amending the Bombay Cotton Ginning and Pressing Factories Rules, 1925, is published (Notification No. 560/34 dated 10-6-35 of the Political and Reforms Department, Bombay Government). The amendment relates to the non-application of certain rules to districts or parts of districts.

31

Conditions of Labour.      +

Payment of Wages Bill, 1935: Views of Indian Mining Association.

Reference was made at pages 29-31 of our February 1935 report to the introduction of the Payment of Wages Bill, 1935, in the Legislative Assembly on 13-2-1935 and at pages 18-19 of our May 1935 report to certain changes made by the Select Committee on the Bill. The following views have been expressed by the Indian Mining Association on the Bill with special reference to conditions obtaining in the mining industry:

Extension of Application to Industrial Establishments to be made in Consultation with Interests.— Whilst the Association is in sympathy with its general provisions it considers that the Bill, as drafted, is designed chiefly to meet conditions obtaining in factories and that some relaxations and adjustments are necessary before applying its provisions to collieries, in view of the fact that mining is so different in character to factory work. Clause 1(5) of the Bill provides that Local Governments may, on giving the requisite notice, extend the provisions of the Bill to any industrial establishments, subject to such relaxations as may be specified. It would seem, however, that such relaxations are at the discretion of Local Governments, no provisions being made for the industrial establishments concerned to be consulted. In the circumstances the Association would like to see it laid down that before the provisions of the Bill be extended to any industrial establishments the interests concerned will be given an opportunity to examine and comment on the Local Government's proposals.

Payment by Manager of Establishment not to be Insisted on: In Clause 3(a)(1) of the Bill it is laid down that where a Manager is responsible to an employer, all payments to persons shall be made by the Manager. That it is intended that such payments shall be made in person by the Manager is evident from the relaxation permitted to Railways, special provisions being made for a person to be nominated by the Railway Administration. The difficulties of a Colliery Manager personally making payments to all persons employed on a large colliery are self-evident. The Indian Mines Act places very considerable responsibility on a Colliery Manager and his statutory duties necessitate his continuous application to the requirements of the safety of his labour. It is therefore entirely unsatisfactory to place the burden of making payments on the Manager of a colliery. Moreover provisions should be made for the payment on collieries by contractors to their labour. The Association

therefore considers that collieries should be granted the same exemption as is allowed to Railways under Clause 3(b)(i) and (ii).

Deductions from Wages.- Clause 6 prescribes the various kinds of deductions from wages that may be made but it is noted that no provision is made for the deduction of the value of stores supplied for the purpose of doing work. In mining it is the general practice for miners employed on piece work to be supplied with gun powder for blasting down coal and the Association considers it should be permissible to deduct the value of the gunpowder and other similar stores supplied to the mining labour. Deductions in respect of loss of tools should also be permitted and the Association therefore suggests that in Clause 6(2)(b) the words "or for use in the performance of his duties" be added after the words "entrusted to the employed person for custody".

Limit on Fining too low.- In Section 7(3) it is laid down that the total amount which may be imposed by way of fine in any one month on any employed person shall not exceed an amount equal to half-an-anna in the rupee of the wages earned by him in that month. In the opinion of the Association the limitation of a fine to  $\frac{1}{32}$  of the wages of the employee is far too low in such a hazardous occupation as mining. As a general rule fines are imposed only in the case of the infringement of a safety rule or the commission of an act likely to result in injury. The amount of a fine for such offences must necessarily be high enough to exert a strong disciplinary influence and also act as a deterrent to the further commission of dangerous actions.

Appeals by Employers against Direction under Sub-Sec.(3) of Section 12. - Clause 14(a) provides that appeals by employers against a direction made under sub-section (3) of Clause 12 can be made only if the total sum directed to be paid by way of wages and compensation exceeds Rs.300. The Association considers that the sum of Rs. 300 is too high and they suggest that the figure might be reduced to Rs. 150.

Rules under the Act to be Subject to Central Control.- The only other comment the Association has to make is in connection with the rules to be made by the Local Government. It would like to suggest that some provision be incorporated in the Bill so as to ensure that the rules made by the Local Government shall be subject to some central control thereby avoiding any possibility of variation in their application to industrial establishments in different provinces

*Excerpt from the minutes of the meeting of the*  
(The) Proceedings of a meeting of the Committee of the Indian Mining Association held on 15-5-1935).

Payment of Wages Bill, 1935: Views of Indian

Jute Mills Association. †

Reference was made at page 29-31 of our February 1935 Report to the introduction of the Payment of Wages Bill, 1935, in the Legislative Assembly on 13-2-1935. The following views have been expressed by the Indian Jute Mills Association, Calcutta, on the Bill with special influence to conditions in jute mills: .†

Payment of Wages by Manager. - The Association points out that the clauses pertaining to payment of wages to persons employed in factories by the manager where he is responsible to the employer, and in other cases by the employer himself, should be amended as a large proportion of labour in jute mills is contracted and a contractor is responsible for the payment, conduct, enrolment and discharge of his own labour. The Jute Mills Association has therefore suggested that in the case of persons employed in factories and other industrial establishments where the employee is under a contractor, all payments of wages shall be made by the contractor. This would bring the clauses relating to factories and other industrial establishments where the employee is under a contractor, all payments of wages shall be made by the contractor. This would bring the clauses relating to factories and other industrial establishments into line with the clauses relating to railways.

Deductions for Damage. - In regard to Clause 6 of the bill pertaining to deductions for damage to/or for loss of goods expressly entrusted to the employed person for custody, or for loss of money for which he is required to account, where such damage or loss is directly attributable to his neglect or fault, the Association has stated that it views with misgivings the explanation given in the notes on clauses attached to the bill, viz., that it is not intended to permit deductions in respect of damage or loss occurring in the course of a manufacturing process, for example in respect of spoilt cloth. The Association's opinion is that if in the case of spoilt cloth an employer is to be restricted in the deductions which he may make as provided in the bill, he would be left with no adequate redress against faulty or careless workmanship by the employed person as the total amount which may be imposed by way of fine in any one month on any employed person must not, by the provisions of clause 7, exceed half an anna in the rupee of the wages earned by him in that month. The Association states that the value of the cloth spoilt might be considerably in excess of that figure.

The Association therefore strongly holds the view that the bill should be amended so as to provide that deductions may be made from the wages of an employed person for damage in the course of a manufacturing process caused through the employed person's negligence,

the amount of damage for which the employed person may be held liable being limited to a sum not exceeding half the wholesale value of the article damaged at the time when the damage occurred.

Inspector's Powers.- The Association has also taken objection to the clause in the bill permitting an inspector to make examination of "any register or document" as he may deem necessary for carrying out the purposes of this legislation. The Association considers that this should be amended so as to provide that the inspector should be permitted to examine only "prescribed and relevant" registers or documents.

(The Times of India, 18-6-35). +

#### Factory Administration in Burma, 1934.\* +

Number of Factories.- According to the Annual Report on the Working of the Factories Act in Burma in 1934, the number of establishments registered as factories under the Indian Factories Act, in Burma, including, the Northern Shan States, at the end of the year 1934 ~~xx~~ was 1,007 as against 1,010 in 1933. The number of factories working during the year was 950 as against 942 in 1933. No new industries were started but it was noticed that many rice mills were erecting new plant or were making extensions for the manufacture of par-boiled rice. In this report, as in previous reports, rice mills have been classified as seasonal factories. 42 new factories were registered and 45 deleted.

Number of Operatives.- The total number of persons employed in factories increased to 89,095 as against 86,433 in 1933. There was a drop in the number of persons employed in Government factories, of nearly 800 due mainly to the partial closing of the Government Saw-mill and to a lesser extent to reduction in staff at the dockyards and engineering works. In non-government factories there was an increase under almost all industries ~~xx~~ except paper and printing establishments and ginning factories and the decreases under these heads were insignificant. The report states that it looks as if the Province may have passed the trough of the industrial depression.

No information is stated to be available to show the proportion of persons employed directly by the occupier to those employed through contractors. It may however be said that in rice mills, particularly in the large ones, the labour is chiefly contract labour, only the actual mill staff being paid direct by the management;

\* Annual Report on the working of the Indian Factories Act, 1911, in Burma for the year 1934 - Rangoon: Supdt., Govt. Printing and Stationery, Burma, 1935.- Price - Rs.2=3s. - pp.31.

28

in saw mills contract labour is used to a far less extent mainly on shipping work while in engineering works contract labour in the sense usually given to the expression is ~~very~~ almost non-existent although gangs of workmen sometimes agree to perform a certain piece of work for a lump sum. Should the Payment of Wages Bill now under consideration be passed into law in its present form it would appear that an entire reorganization of the rice-milling industry will be necessary.

Emp=loyment of Women and Children.- The total number of women employed in factories during the year was returned at 11,340 as against 10,277 in 1933. They are employed in rice mills for spreading and raking over the paddy after it has been steeped and steamed in the process of making parboiled rice, in cotton ginneries, match factories and in textile factories. While the great majority of the women are Burmese a few Indian women work with the men coolies carrying paddy from the cargo boats or railway trucks to the godowns or hopper.

According to the returns 217 (as against 295 in 1933) children are employed in factories in Burma but probably a good many of the workers returned as children are over 15 years of age. As pointed out in previous reports the great majority of industries in Burma are not of a nature for which children are suitable. No information as to the extent to which adolescents, i.e. workers between 15 and 17 are employed, is at present available.

Small Children in Factories.- The only industry in which working women commonly bring small children with them to the mills is that of cotton ginning and as here the babies lie about on the cotton in the compound they are unlikely to come to any harm. In the smaller rice mills cultivators who bring paddy to be milled often bring their family with them and accidents have occurred from children straying from their parents and getting into mischief. An attempt has been made to combat this evil in the new rules but, according to the report, for the proper enforcement of the rule prohibiting children going near machinery or soaking tanks a higher standard of discipline would be required than is commonly found in these mills.

Housing of Industrial Labour, Sanitation and Health.- No change has been reported in housing conditions during 1934. The report states that in municipal areas it would seem the supervision of housing, whether this housing is attached to a factory or not, is a matter that should be dealt with by the Local Authority; elsewhere further legislation is required if any effective supervision is to be exercised. Even in municipal areas temporary buildings are often found the plans for which cannot possibly have been passed by any engineering or sanitary authority. A requirement that all coolie lines should be licensed for a definite number of occupants and be subject to sanitary rules as to limewashing, etc, would be to the advantage of the workers.



The report states that sanitary conditions in factories remain fair but a tendency to overcrowding has been noticed in the hand-filling departments of match factories where it is particularly objectionable since it increases the danger from fire. Latrines are often allowed to get into a state of dilapidation and several orders have had to be issued for their repair or reconstruction.

Lead Infection.- The report of the Chief Medical Officer of the Burma Corporation is on the whole satisfactory. There were no cases of lead absorption in occupations classed as non-hazardous or amongst contractors' casual workers while in the hazardous occupations there were 243 (as against 266 in 1933) cases of absorption as a result of 736,476 exposures. There were however 5 (as against one in 1933) cases of impregnation discovered at the routine examinations and the reason for this is being investigated.

Wages and General Conditions.- The usual table of wages is appended based on returns received from a few factories showing the range of wages paid in various trades is appended to the report. The report states that this table is of little value; indeed it is probably misleading. Thus to take two examples under the head of General Engineering last year the rate of pay for mechanics was entered as Rs. 30 to 75, this year the rate is shown as Rs. 30 to Rs. 120; blacksmiths were shown as Rs. 30 to Rs. 105 and this year as Rs. 30 to Rs. 400. Two things are perfectly certain although they are not evident from the table; the first is that the common maximum rate of pay for men doing the same work has not jumped in the case of mechanics from Rs. 75 to Rs. 120 or in the case of blacksmiths from Rs. 105 to Rs. 400 and the second is that these higher rates of pay do not apply to workmen but to supervisors. Until legislation is passed to compel returns made out on suitable prescribed forms it will be impossible to form any idea as to what wages are being generally paid in the various industries. Judging by the difficulty experienced in getting the very simple annual factory returns filled in correctly, until there is a sufficient departmental staff to go round and make the necessary extracts from the factory registers no reliable statistics as regards wages will be forthcoming.

Fencing of Machinery.- The report points out that generally no attempt is made to fence machinery until an inspector comes round and points out the danger. Neglect to maintain guards and safety devices is as prevalent as ever.

New Rules.- No fresh rules were issued under the 1911 Act during the year but the rules for match factories were modified. The exemption to the Government Press was continued. Much more time than usual had however to be spent on the drafting of rules, since the passing of the 1934 Act necessitated the preparation of a complete new set of rules. Owing to differences in the two Acts some of these rules were entirely fresh but advantage was taken of the opportunity to overhaul all the rules and scarcely any of the new ones are precisely similar to the old.

Accidents and Prosecutions.- The total number of persons killed

or injured by accidents during the year was 1,667 (~~1,497~~ 1,497). Perennial factories accounted for 1,581 accidents with 13 deaths and seasonal for 86 accidents with 10~~2~~ deaths which suggests that the great majority of accidents that occur in seasonal factories and are not fatal are not reported. As the department can only get to hear of an accident that is not reported by some unlikely chance the difficulty of enforcing the requirements of the Act in this respect is very great. Moreover since the labour in seasonal factories is predominantly contract or daily many minor accidents doubtless occur of which the manager knows nothing.

During the year there were 19<sup>as against</sup> / 14<sup>in 1933</sup> convictions and three acquittals.

Inspection.- The Chief Inspector and his Assistant between them made 646 inspections. By a notification dated the 6th August 1934 Boiler Inspectors were gazetted Additional Inspectors of Factories and between them made 84 inspections, Civil or Medical officers made 23 but at the end of the year there were 255 factories left unvisited. The report states that while no increase in the full-time staff can be hoped for in the present financial state of the Province at least another officer is required if the Act is to be administered thoroughly and uniformly. There are complaints now that Rangoon factories have to comply strictly with the Act while upcountry mills can work pretty well as they like and with the present staff these complaints are likely to continue. Owing to lack of sufficient funds for touring, inspections had, very largely, to be confined to the districts near Rangoon and even in these the more remote factories escaped inspection.

Factories Act, 1934.- The most important event of the year from a departmental point of view was the passing of the Factories Act, 1934, which received the assent of the Governor-General on the 20th August 1934. Rules under that Act were published for criticisms on the 20th September 1934 and with a ~~xxx~~ few alterations shown necessary by the criticisms received were gazetted on December 29th, 1934.

White Phosphorous Matches Prohibition Act of 1923.-No irregularities under this Act came to light during the year.

(Factory Administration in Burma during 1933 is reviewed at pages 21-24 of our June 1934 report). +

Holidays with Pay: Views of Indian Mining Association. +

Reference was made at page 7 of our May 1935 report to the enquiry conducted by the Government of India to elicit opinion of industrial interests on the question of Holidays with Pay which figures as an item on the agenda of the 19th session of the I.L. Conference. The following are brief summaries of the points on which the Government desired expression of opinion and the views expressed by the Indian Mining Association on the subject.

The Government of India's Enquiry.- The Government of India after summarising the proposals before the 19th I.L. Conference on the question of Holidays with Pay drew attention to the recommendations of the Royal Commission on labour on the subject. The Commission in dealing with the question of holidays for factory workers made the following two recommendations:- (1) Workers should be encouraged to apply for definite periods of leave and should go with a promise that on their return at the proper time they will be able to resume their old work; and (2) wherever possible an allowance should be given to the worker who goes on leave after approved service.

The Government of India, in their letter to Local Governments, explained that they had adopted the principle underlying these recommendations in dealing with their own industrial workers and had found it of advantage from the point of view of increased efficiency. It was recognised by Government, however, that in view of the migratory character of much Indian labour, there were administrative difficulties in applying generally any compulsory scheme to private factories or other establishments. Moreover, in consequence of the

42

high rate of turnover in many industries and establishments, the result of a scheme on the lines contemplated might be a general lowering of wages and a comparatively heavy tax on industry for the benefit of a limited number of workers. On the other hand, the provision of holidays with pay, if these were conditional on regular attendance for a reasonable period, might have appreciable effects in reducing turnover and encouraging more steady work.

Views of the Indian Mining Association.- After referring the matter to the Coalfields Committee for an expression of their views, the Committee of the Indian Mining Association decided to reply that in their opinion the proposals referred to in the Government of India letter were not within the bounds of practical general application to labour conditions in Indian mines. Not only was Indian labour migratory, but when resident at mines was also irregular in attendance, and as a first requirement for any scheme of holidays with pay would be non-absenteeism, the difficulty of administration with labour habitually irregular was at once apparent. In the Report of the Royal Commission on labour, under the paragraph dealing with "Holiday allowance" it is stated "the scale of allowance is of less importance than the recognition of the leave of absence". In this connection it is pointed out that the Indian miner took leave when he wanted it, and usually for long periods, and his work was always available for him when he returned; and that in the case of other labour about mines, the general policy was that the worker was granted leave, within reason, and work was available on his return.

(Extracted from the printed report of the proceedings of a Meeting of the Committee of the Indian Mining Association, held on 15-5-1935).

43

Bill re. Arrest & Imprisonment for Debt:

Views of Bengal Chamber of Commerce.

At pages 32-34 of our February 1935 report was given the full text of the Code of Civil Procedure (Amendment) Bill, 1935, seeking to abolish arrest and imprisonment for debt of honest debtors of all classes. The following views were expressed by the Bengal Chamber of Commerce on the provisions of the Bill:-

Commercial Debts.- The Chamber and the Industrial Associations connected with it note with satisfaction the adoption in the 1935 Bill of the suggestion which was put forward in their letter to the Government of Bengal dated the 2nd November 1933, namely that the onus of proof of his liability to pay should rest on the debtor and not on the creditor. It was on this understanding that the Chamber in 1933 accepted the proposal that arrest and imprisonment for debt should be abolished in the case of industrial workers in receipt of wages or salary of less than Rs.100 monthly. The Chamber on that occasion also pressed strongly that special reservations should be made in the case of commercial debts. The Chamber Committee adhere to the view which they expressed in 1933, namely that in the case of judgment-debtors in commercial transactions the existing powers of arrest and imprisonment should be retained as a means of enforcing payment. Subject to this reservation, the Chamber — in common with the Indian Jute Mills Association, the Indian Tea Association, the Indian Mining Association and the Calcutta Flour Mills Association — is prepared to accept the provisions of the Bill. The Indian Engineering Association, consider the position of creditors at the present time to be difficult enough even with the safeguard provided by the existing law; and since in their opinion the law operates in practice without undue severity, they are opposed to the proposal that any change should be made in it.

Fraudulent Disposal of Property by Debtor.- The Chamber desires to put forward for the consideration of Government two proposed amendments in the wording of the Bill. The first of these relates to class 2(a)(ii), the effect of which is to provide that execution by detention in prison shall not be ordered unless, inter alia, the court is satisfied that the judgment-debtor with the object or effect of obstructing or delaying the execution of the decree "has, after the institution of the suit in which the decree was passed, transferred, concealed or removed any part of his property, or committed ~~by~~ any other act of bad faith in relation to his property". The Chamber Committee's suggestion is that in this sub-clause the words "after the institution of the suit in which the decree was passed" should be omitted, and that at the end of the sub-clause there should be added the words "with the object of defeating or delaying the claim of the judgment-creditor". It seems to them that a debtor who fraudulently disposes of his property before the suit is

14  
filed is as guilty as one who does so ~~z~~ after the institution of the suit, provided his object was to defeat or delay the claim of the creditor.

Service of Notice.- The Chamber's second proposed amendment relates to clause 3 of the Bill. The Chamber's suggestion is that after the words "judgment-debtor" (in the proviso), there should be added the words "is keeping out of the ~~ax~~ way for the purpose of avoiding service of the said notice or". The wording of this suggested addition is taken from Order 5 rule 20 of the First Schedule to the Code dealing with Substituted Services. If the judgment-creditor satisfies the court that the ~~ex~~ judgment-debtor, although not an absconder, is deliberately avoiding service of the notice, the court in the opinion of the Chamber should order ~~ix~~ his arrest to enable him to be brought before the court and to show cause why he should not be committed to prison.

(Abstract of Proceedings of the Committee of the Bengal Chamber of Commerce during April 1935).  
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Absenteeism in Bombay Mills: Control of Employment of  
'Badlis' (substitutes); Scheme Proposed by Bombay  
Milowners' Association. +

The question of evolving a system of control of the employment of "Badlis" (substitutes) with a view to reducing the enormous turnover of labour in Bombay Cotton Mills has for some time past been engaging the attention of the Milowners' Association, Bombay. From certain data collected by Mr. Dalal, the Association's Labour Officer, over a period of 3 months, it was found that during ~~ix~~ 3 months, 75 per cent more men than necessary were employed in 3 mills. In a mill normally employing 1,000 operatives, therefore, 750 either left or remained absent and in their places new men were engaged. It further appeared that only 60 permanent people left services during those 3 months, whereas no less than 681 "badlis" got

25

employment in the mill during the same period. Dr. Dalal estimated that the number of "badlis" per month amounted to something like 25 to 50 per cent of the total number of hands working in the mill. The necessity for "badlis" arose because of the large percentage of absenteeism among the mill hands of Bombay, which ordinarily did not amount to more than 5 to 10 per cent of the total strength (15 per cent on the day following the holiday after pay day). This meant that the percentage of "badlis" against the total number of hands should not in any case be more than 15 to 20 per cent whereas it actually amounted to as much as 25 to 50 per cent.

E evils of 'Badli' System.- The reason for this large percentage of 'badlis' was that in most of the mills the same man was not carried forward as a 'badli' from day to day. Most of the 'badlis' during the month worked for only one or two days, chiefly because the jobber, who in most mills took on the 'badlis' found it profitable to have as many 'badlis' as he could possibly get. This large number of 'badlis' was of no advantage to anyone except the jobber and was a great loss to the mill. A casual 'badli' getting employment one day at one mill and another day at another mill had no responsibility towards the mill in which he was working. He knew that the mill could not penalise him for his inefficiency. In addition, he lost a lot of time in finding out the stores or getting to know the types of machines of different mills. In addition, this amount of casual labour was a constant source of labour trouble. The ranks of the communist and other unions were full of 'badlis' doing casual work in the mills.

What was very necessary to improve the efficiency in the mill

and to minimise the discontent, was, it was thought, the introduction of some form of 'badli' control in all the mills of Bombay. This could be achieved even if absenteeism which, of course, led to the employment of the 'badlis' was not reduced. Mr. Dalal, therefore, proposed the following scheme of 'badli' control for the consideration of the Association:

Scheme for 'Badli' Control.- 1. Special 'badli' cards should be given to all 'badlis' working in a mill on a particular day. Most of the mills had already adopted some form of 'badli' card which they gave to all 'badlis' except weavers with the ticket number written on it. It was thought that under a scheme of 'badli' control, it would be necessary to give 'badli' cards with the loom number written on it ~~and~~ even to the 'badli' weavers who might be paid directly by the permanent weavers. All mills maintained musters for 'badlis' other than pieceworkers. Under the control system it would be necessary to record in a rough book the names of all 'badlis' including piece-workers irrespective of whether they were being paid directly by the permanent workers or by the mill.

2. On the following day after the cards had been introduced, any 'badli' having a card should be given preferential employment for available vacancies. A 'badli' card holder should be employed on a similar occupation under any jobber in the same department in preference to a new 'badli'. A 'badli' worker of one department should not be engaged in another department in the same month.

3. Only after the number of 'badlis' with cards wanting employment had been exhausted, should new 'badlis' be employed. These men should be given fresh 'badli' cards.

~~ix~~ This system should go on from day to day and month to month. At the beginning of a new month, fresh cards should be given to the same 'badlis', and their old cards recovered from them.

4. In order to ensure that the 'badlis' who had received cards attended the mill regularly for employment from day to day, heads of departments should initial the cards of 'badlis' on ~~ix~~ each day they attended the mill but could not get work. The heads of departments should initial such cards before the 'badlis' were allowed to leave the mill premises.

5. It was suggested that, with a view to ensure the satisfactory working of the proposed system, it would be necessary to employ ~~ix~~ a time worker or a ticket boy to wait at the mill-gate for an hour or so after starting time to record the number of 'badlis' with cards leaving the mill without employment from different departments so that when fresh 'badli' cards were demanded from new 'badlis' on any day, the heads of the department would be able to check up whether new men were being engaged in preference to 'badlis' with cards.



6. Efforts might also be made by Managers and Departmental Heads to see that before a man was engaged on a permanent basis he had worked as a 'badli' for several months and had 'badli' cards issued to him regularly during that period.

7. Managers might find it useful to have statements made from time to time of the number of 'badlis' engaged in each major department to watch how the system is progressing.

These proposals, which were endorsed by the Labour Advisory (Managers) Sub-Committee, were subsequently approved by the Committee, and members were recommended to take the necessary steps to introduce the system in their mills.

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay during May 1935).

Registration of Jobbers: Bombay Millowners'  
Association's Move.

At a recent meeting of the Managers' Sub-Committee of the Millowners' Association, Bombay, detailed consideration was given to a suggestion that the Association should maintain a register of jobbers, and it was finally agreed to recommend to the General Committee that the Association should maintain a record of the names and particulars of service of all Head Jobbers and Assistant Head Jobbers employed in Cotton Mills in the City and Island of Bombay.

The main idea behind the record was to give all mills an opportunity of examining the credentials of any jobber taken on from outside their own labour force. The record would be kept up-to-date by the Association's Labour Officer in consultation with the managements of the various mills. Particular attention would be given to

47

recording the exact circumstances of any jobber's dismissal, discharge or leaving the firm's service. When the system of registration had been in force for some time, mills would be expected to consult the Association regarding a man's previous record before employing him. Steps would, of course, be taken to ensure correct identification of the jobbers in the list by signature, wherever possible, thumb impression, etc.

The proposal was subsequently approved by the Committee, and in a communication addressed to all mills in Bombay, it was indicated that the Association proposed to maintain a complete and up-to-date record of the services and qualifications of all Head Jobbers and Assistant Jobbers employed in the Cotton Mills of Bombay City and Island. In the first instance, the record for each mill would be filled in by the Association's Labour Officer during his periodical visits to the mills. Thereafter, the managements of all mills would be asked to bring up-to-date the particulars entered up in the record at quarterly intervals. It was pointed out that, in this work, they would be assisted by Mr. Dalal. It was suggested that if a Head Jobber or an Assistant Jobber was discharged or left service, full particulars in connection with each case should be forwarded to the Association. If a mill contemplated engaging a new Head Jobber or an Assistant Head Jobber from outside its own labour force, the Association should be referred to for his service record and the circumstances in which he left his last employer. It was hoped that eventually, detailed particulars of practically all persons fitted for posts as Head Jobbers or Assistant Head Jobbers would be recorded by the Association, and that when this stage was reached, it would

41

be possible to prevent the engagement of undesirable persons.

(Excerpts from the Proceedings of the Committee of the Mill-Owners' Association, Bombay, for May 1935).

Night Shift and Absenteeism in Bombay Mills:

Bombay Government's Preliminary Enquiry.

Early in May, the Commissioner of Labour, Bombay, informed the Millowners' Association, Bombay, that it had been suggested that night work was injurious to the health of the workers and that there was consequently much absenteeism among the workers on the night shift. The Labour Office, therefore, had decided to make a preliminary enquiry into the matter by sending round their Lady Investigators to all the mills working night shift with a view to finding out by an examination of their muster rolls as to whether there was any 'prima facie' case for a detailed enquiry into the matter. The Association's co-operation was requested in the proposed enquiry.

(Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, for May 1935).

50

Conditions of Mining Labour in C.P. & Berar, 1934\*

Supply of Labour .- According to the Annual Review on the working of the Indian Mines Act, 1923, in the Central Provinces and Berar for the year ending 31-12-34, the improvement in the coal trade noticed last year continued, and the depression in the manganese market lifted somewhat. Four coal mines and nine manganese mines were reopened while one manganese mine and three mines for minor minerals were closed during the year. The total number of working mines thus rose from 65 to 74. There was a rise of 18 per cent in the labour force employed in coal mines against a fall of 12 per cent in limestone quarries, mostly in the Jubbulpore district. The supply of labour was in excess of demand almost everywhere except at the Majri colliery in the Chanda district, where working conditions are reported to be unattractive.

Wages .- The rates of wages, which are paid on a piece work basis, continued much as before. The average earnings of male labourers employed in coal mines ranged between Re.0-6-0 to Rs.2 for surface work against Re. 0-3-0 to Re. 0-8-0 earned by women, the corresponding figures for underground work being Re.0-4-0 to Re.0-10-0 for men and Re. 0-3-0 to Re. 0-8-0 for women. In manganese and other mines unskilled male labourers earned on an average from Re.0-2-9 to Re.0-7-0 a day and women from Re.0-2-0 to Re.0-5-0 per day, while skilled labourers earned from Re.0-4-0 to Re.1-9-0.

Relations with Employers .- Relations between labourers and employers continued to be cordial. The year was free from any disputes or indications of dissatisfaction on either side.

Health of Labour Force .- The general health of the labourers was satisfactory, but several districts were visited by epidemics. Cholera inoculations on an extensive scale by the Central Provinces Manganese Ore Company, Limited, kept out the disease from their mine in the Bhandara district, but in spite of 1,675 inoculations it broke out at their mines in Balaghat. In all, there were 285 attacks and 71 deaths from cholera. In spite of 3,000 vaccinations against small-pox in all the mining camps of the province 186 attacks and 37 deaths were reported, mostly from the Balaghat district. Influenza in a mild form broke out in the Chanda district resulting in 208 attacks but no deaths. The Tirodi camp in the Balaghat district was the scene of a bad outbreak of dysentery for a short period which caused 20 deaths out of 312 attacks. Malaria of a serious type also appeared in the Balaghat and Chhindwara districts but no loss of life occurred. The dispensaries at the Bharweli and Tirodi mines maintained by the Central Provinces

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\* Annual Review on the District Reports on the working of the Indian Mines Act, IV of 1923, in the Central Provinces and Berar for the year ending the 31st December 1934. - Nagpur:Govt. Printing C.P. 1935. - Price ~~Rs.~~ As.4 - pp.7.

Manganese Ore Company, Limited, did good work to combat local epidemics, but it is not so clear that adequate preventive measures were always undertaken in time.

Sanitation and Housing Accommodation.- Sanitary conditions in mining camps are only relatively satisfactory. They are probably better than conditions obtaining in the villages from which the bulk of the labour force is drawn, but the general rural standard is very low. Government have recently issued directions with a view to ensure the provision of adequate sanitary facilities on the surface, but a representation has already reached it that in view of the habits and attitude of the labourers themselves it will be impossible in practice to enforce the use of such facilities.

The necessity of improving housing arrangement has been impressed on mine owners by district officers during their tours. It is reported that provision of housing accommodation by the employers is progressing slowly but that in many districts no attempts have been made on the score of trade depression. Now that the coal trade is showing signs of improvement, Government trust that mine-owners will realise their responsibility in this vital matter both in the interest of their labour as well as in their own interest, and undertake a definite housing programme. The Government review remarks that it should be obvious that continued neglect in this respect will only lead ultimately to statutory liabilities which will not admit of individual accommodation.

Prices of Food Stuffs and Clothing.- The prices of food-stuffs and clothing continued to be low, and helped the labourers to maintain themselves within their earnings. They obtained their supplies from the markets in the mining camps or from the weekly bazars in the neighbouring villages.

Education.- Three special schools are maintained by the Kymore Cement Factory, the Katni Cement Factory and the Perfect Pottery Company in the Jubbulpore district for the education of the children of mine labourers. In Bilaspur there is a primary school at Paraduar which is being maintained by a lessee. The District Council, Balaghat, recently opened a primary school at Tirodi for which accommodation has been provided by the Central Provinces Manganese Ore Company. In the Chhindwara district, where the education of the children of mine operatives rests with the Independent Mining Local Board, twelve schools have been provided by the Board. In the Chanda district a vernacular school was opened by the management of the Majri Colliery during the year under review while the existing schools at Mahakali, Ballarpur and Ghugus Collieries continued to work satisfactorily. In the Yeotmal district the school opened by the Christian Missionaries three years ago still continued. At other places the children of mine labourers resort to schools maintained by District Councils in villages near about the mining camps.

Accidents.- The number of accidents showed a welcome decrease, from 132 in 1933 to 104, during the year under review, but the number of fatal accidents increased from 17 to 20. The majority of the accidents were as usual due to the negligence of the employees, although, as the Commissioner, Nagpur Division, points out, some are the outcome of purely chance occurrences, such as are incidental to coal mining everywhere. Informal enquiries were made in a few cases but no lack of precautions on the part of the management was noticed. Medical aid was promptly given in all cases. Government agrees with the Commissioner, Nagpur Division, that accidents can be minimized if breaches of rules and regulations are punished on their being detected in the course of inspections. 16 cases were dealt with under the Workmen's Compensation Act in the Chhindwara and Chanda districts and a total compensation amounting to Rs. 2,932-8-0 was paid to the victims of the accidents or to their dependents. A sum of Rs. 1,388 was also paid by the Great Indian Peninsula Railway on account of compensation for railway accidents.

Hours of Employment and Employment of Women and Children.- The hours of employment on surface working varied from 5<sup>45</sup> to 9 hours and those for underground work from 6 to 9 hours per day. The regulations restricting the employment of women underground in coal mines are reported to be observed. No cases of employment of children under 13 years of age were detected.

Receipts from Mines.- The provincial receipts from mines rose from Rs. 245,889 to 297,036 owing to an improvement in the coal trade and revival of operations by the Central Provinces Manganese Ore Company at certain manganese mines. Of the total revenue Rs. 156,733 was derived from coal mines, Rs. 76,879 from manganese mines and Rs. 63,424 from mines for other minerals. The pit's mouth value of coal fell from Rs. 3-14-0 per ton to Rs. 3-13-7 per ton in the Chhindwara district and from Rs. 3-6-0 to Rs. 3-3-0 per ton in the Chanda district.

(The annual review on the working of the Indian Mines Act in the Central Provinces and Berar during 1933 is reviewed at pages 55-57 of our July 1934 report). +

13

Conditions of Labour in Indian Glass Industry:

References in Tariff Board Report.\* †

An enquiry into the glass industry of India with a view to decide whether any protection is to be afforded to it was referred to the Tariff Board by the Government of India on 20-10-1931. The Tariff Board submitted its report on 17-3-1932 which was published by the Government of India on 22-6-1935. The following extracts regarding conditions of labour in the industry ~~is~~<sup>are</sup> taken from the above report:

Labour.- The glass industry may be said to enjoy two special advantages in regard to labour. The first is that most of the factories are situated in the United Provinces where labour is available in abundance at far lower rates than those which obtain in such large industrial centres as Calcutta and Bombay. While factories in the United Provinces can get as much unskilled labour as they need at rates which vary from 4½ annas a day at Bahjoi to 6 annas a day at Naini, the current rate of wages in Bombay and Calcutta is nearly double. The second advantage is the existence ~~of~~ ~~a~~ at Ferozabad of a special class of Muslims known as "Shishgars" (glass-makers) who have been engaged in the bangle industry for centuries, the art having been handed down from father to son for many generations. Not only do these people carry on the manufacture of bangles by the primitive method in which they have hereditary skills, but they have shown themselves capable of adopting modern methods with a considerable measure of success.

Former Defects of Labour.- The Indian Industrial Commission in paragraph 7 of its note on the Manufacture of Glass in India (Appendix E to the Report) commented on certain defects which were then apparent in the labour employed in glass factories in India. And Sir Alfred Chatterton in his Chapter on the manufacture of ~~the~~ glass in India in the Indian Munitions Board Handbook repeats these criticisms in the following terms: "It is true that a considerable number of men have been trained in the last few years by the Austrians and Japanese who were brought out to India in connection with the pioneer efforts to which reference has already been made. Useful work has been done by the Paisa Fund at the Talegaon Glass Works in training glass blowers, and the expansion of the industry under war conditions is chiefly due to the supply of men who have come from this place; but the men are not well trained and the inferior quality of Indian glassware is partly due to this fact. There are however signs of progress under the pressure of war demands, and this is satisfactory as furnishing evidence that a well devised scheme for the training of glass workers will meet with success. During the war it was easier to find capital than labour, and the managers of every factory have complained of the shortage of skilled men and the difficulty of training fresh hands.

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\* Report of the Indian Tariff Board on the Glass Industry. Calcutta; Government of India Central Publication Branch, 1932. Price Re.1-8 or 2s.6d. pp. 112.

64

At present the glass blower dominates the situation and though he earns very high wages there is much friction between the manager and the men. The glass industry has come to ~~xx~~ stay; but without aid from the State it is likely to make very slow progress in the future. Adequate arrangements are necessary to provide for the thorough training of glass blowers and men to work glass ~~xx~~ blowing machinery..... it seems desirable that the next step in developing the glass industry should be taken by Government and should consist in establishing a glass factory equipped with an efficient technological laboratory and provided with a competent staff of experts and skilled glass workers".

Present Condition of Labour.- Thus at the close of the war, the difficulties facing the glass industry in connection with labour were its scarcity and its lack of technical skill. The position today is different. In spite of the increase in the number of factories there ~~xx~~ are no complaints now of shortage of labour, the industry is no longer at the mercy of the glass blower and we have heard of no friction between masters and men. Nor does it appear that the skill of the Indian glass blower and the artisans is so markedly inferior as to constitute a handicap to the Indian industry. At present a skilled workman has little incentive to keep his work up to a high standard. All the Indian factories attach far too little importance to the quality of their products; and when the management will ~~xxxx~~ pass work of any quality, the workman naturally thinks that anything will do. Another incentive to good work which we have found in only one factory in India is the payment of wages at piece work rates with insistence upon quality before payment; an extension of this system would certainly improve the quality of the work turned out. From the work which we have seen in the different factories which we have visited we have formed the opinion that the inferior quality of much of the glassware made is due not so much to lack of skill on the part of the workman as to lack of organising ability~~x~~ on the part of the management. The skill displayed, for example, by the man who in the manufacture of bangles manipulates the glass which is being wound on to a roller in the form of a spiral, is of a high order. Most of the Austrians and Japanese, from whom in the main the Indian industry acquired a knowledge of its present methods, have now disappeared. One of the new bangle factories employs two Japanese artisans; and in the Allahabad Glass Works there is an English foreman in charge of the machines, an Austrian glass blower and a Japanese. On the other hand, the Fourcault sheet glass machines at the United Provinces Glass Works are entirely in the charge of Indians. For some time after their erection, Belgians were retained to supervise their working; but the last of the Belgians was sent home about 18 months ago; and since then the machines have been operated successfully without their assistance. We see no reason why what has been done in this case should not be achieved in other factories; it should not be necessary to retain the services of European, Japanese or American labour either on the machinery or on the manipulation of glass longer than the period required to train Indians to do the work.



Workers' Organisations.

Meeting of General Council of N.T.U.F: 2nd Asiatic

Labour Congress to be held in India in 1936. ✓

A meeting of the General Council of the National Trades Union Federation was held at Bombay on 10-5-1935 to give a send-off to the Indian Workers' Delegation to the forthcoming International Labour Conference. Mr. Jamnadas Mehta, the President of Federation, presided; and among those present were Messrs. N.M.Joshi, M.L.A., Syed Munawar, M.L.C., S.V.Parulekar, Mahomed Ibrahim Sarang and R.R.Bakhale. Members of the Bombay Provincial Committee of the N.T.U.Federation also attended the meeting.

The Chairman congratulated the Federation on the selection of the Labour Delegation which consisted of able men who had done excellent trade union work in their provinces. He felt confident that their representatives would do their work in a manner which would redound to the credit of the Federation and the Trade Union Movement in this country. He wished the delegation 'bon voyage' and successful work at Geneva. Mr. Mudaliar thanked the Federation for having selected him and Mr. Kolate as the workers' delegation and assured them that they would do at Geneva all they could to help the Indian working classes, uphold their prestige and dignity and enhance their rights and privileges. Mr. Kolate also spoke and thanked the Federation for the opportunity given him to serve the Indian working classes at Geneva.

The General Council then proceeded to discuss and to pass various resolutions regarding the working of the Federation and its

56

future policy. The following is a summary of the more important resolutions passed.

Indian Delegation to General Council of the I.F.T.U. - By a resolution the General Council appointed its delegates to the meetings of the General Council of the International Federation of Trade Unions and of the annual session of the British Trades Union Congress.

2nd Session of Asiatic Labour Congress and N.T.U.F. - It decided to hold the second session of the Asiatic Labour Congress in India in 1936 and the second session of the National Trades Union Federation at Nagpur in December 1935.

Trade Union Unity. - The General Council decided to hold the first meeting of the Joint Committee of the N.T.U.Federation and the All India Trade Union Congress in Bombay in August, 1935, on such dates as might be fixed by the two organisations.

Invitation to Director of the I.L.O. - The General Council by a resolution decided to invite Mr. H.B. Butler, Director of the International Labour Organisation, Geneva, to visit India at the earliest opportunity.

Protest against Exclusion of Indian Seamen from British Ships. - The General Council passed a resolution expressing regret at the unfriendly attitude taken by the Members of the Parliamentary Labour Party as evidenced by their speeches and voting on a bill to subsidise the British Shipping industry towards the employment of Indian seamen on British-owned ships even by suggesting the discharge of those already employed. The resolution asserted that the Indian seamen had the same right to employment on British-owned ships as any other British subjects and urged that the question of the distribution of employment should be considered by joint negotiations between the interests concerned.

Plea for Extension of Hours of Employment Regulations on other Railways. - Another resolution expressed regret at the delay caused by the Government of India in implementing their assurance given at Geneva at the last Governing Body meeting of the I.L.O. with regard to the application of the Washington Hours Convention to all railwaymen in India.

(The Union Herald, May 1935). †

87

10th Half-Yearly Meetings between A.I.R.F. and  
Railway Board: A.I.R.F. Memorandum on Subjects for Discussion. ✓

The following is a summary of the memorandum on the subjects for discussion at the forthcoming 10th Half-Yearly Meeting between the All India Railwaymen's Federation and the Railway Board. The memorandum has been submitted in advance to the Railway Board by the A.I.R.Federation. The following ten subjects have been suggested by the Federation for discussion: (1) Extension of Hours of Employment Regulations; (2) Substitution of Departmental Labour for Contract Labour; (3) Uniform Minimum Standard of Labour Policy for all Railways; (4) Rules for Recognition of Associations of Industrial Employees (including railway employees) of the Government of India; (5) Application of revised scales of pay to re-engaged G.I.P. ex-strikee/s and those engaged after July 1931; (6) Rest Accommodation for Relieving Staff temporarily on duty in out-stations; (7) Severe Restriction of Home Line Passes for Inferior Staff on E.I.Railway; (8) Rules for determining the relative seniority and promotion of non-Gazetted Staff on Railways; (9) Employment of Lady Doctors in Railway Hospitals; and (10) Racial Discrimination re: Sunday and Holiday Allowances and Rest or Running Rooms.

1. Extension of Hours of Employment Regulations.— At the last half-yearly meeting held on 13 & 14-12-34 the question of extension of the Hours of Employment Regulations to the remaining Railways was raised. The Railway Board stated then that in view of the matter being under consideration by the Governing Body of the I.L.O., the Government were not in a position to reveal their intentions on the subject. The Federation now submits that the enforcement of the Regulations on other Railways, not only State-owned systems but also the company-owned ones, which are subject to the statutory control

of the Railway Board under the provisions of the Railways Act, is long overdue, Even the plea of financial difficulties will not apply to Railways like Bengal and North Western, Rohilkund and Kumaon, etc.

The Federation further submits that whenever the Supervisor of Railway Labour ~~or~~ or any other official under his control is on tour, the railway trade unions should be informed of their tour programme to facilitate personal discussion of questions connected with Hours of Employment Regulations, thereby minimising written correspondence.

The Hours of Employment Regulations should also apply to any contract labour employed on the Railways.

2. Substitution of Departmental Labour for Contract Labour.-  
The recent discharge of some 300 ash pit cleaners employed in the Broad Gauge Running Sheds on the B.B. & C.I. Railway has again brought into prominence the question of policy underlying employment of contract labour. At present, unloading, loading and stacking of coal in Running Sheds, sale of cinders and ashes, picking of cinders, removing ashes from pits to dumping grounds, loading and unloading of public goods at certain stations, a part of printing press work, carriage and wagon building, painting, etc., are given out on contract. No control is exercised by the Railways over the working conditions of contractor's labour.

The security of tenure and standard ~~of~~ service conditions recognised for departmental labour are menaced by the policy of employment of labour on contract system. Considerable part of expenditure incurred on contract labour goes into the pockets of the middleman. The Federation's attention has been drawn by Burma Railway Employees' Union, to an allegation that contracts for unloading coal from wagons are given to foremen on Burma Railways and the coolies who actually handle the coal get less than one-third of what the contractor gets and in the case of stacking of coal, the coolies get less than one-sixth of what the contractor gets on the same Railways.

Further, contract labour is not subject to the Hours of Employment Regulations. In view of the unregulated exploitation of contractor's labour by contractors and the consequent tendency to give out work on contract, the Federation submits that the Royal Commission's Recommendation that "Departmental labour should be substituted for contract labour wherever practicable", be accepted, so that service conditions of Labour may be protected.

3. Uniform Minimum Standards of Labour Policy for All Railways.-  
At present, the Railway Board issues general instructions to State-managed Railways on staff matters, sending copies of such instructions to Company-managed Railways, for information and acceptance at discretion. As a result of this, many Company-managed Railways are behind the State-managed Railways in respect of labour questions. For example, Educational Assistance Rules, Staff Benefit Fund Rules,

59

Rules regulating recognition of Trade Unions and facilities for their working, Rules for recruitment of subordinates, Hours of Employment Regulations, etc., have not been followed in entirety or in part on most of the company-managed railways.

The Indian Railway Conference Association has revived its Personnel Branch and there is necessity for the ~~examination~~ co-ordination of the activities of the Railway Board and the I.R.C.A. with a view to ensure that standards of service conditions recognised by the Railway Board constitute minimum standards for all Railways, ~~of xxx~~ For this purpose, the Railway Board are requested to move the other Railways to arrive at a Convention with them on the subject.

4. Rules for Recognition of Associations of Industrial Employees (including Railway Employees) of the Government of India.— With reference to the recent Recognition Rules issued by the Government of India and the Railway Board's letter No.35-L, dated 9th February 1935 to the Federation on the subject, it is noted that the Board have left it to the discretion of Agents to decide the extent to which representations of individual cases by recognised Unions shall be admitted. At present, registered Unions like Burma Railways Employees' Union, E. I. Railway Employees' Association, etc., are unrecognised. The Federation draws the attention of the Board to Recommendations Nos. 137, 138 and 139 of the Royal Commission on Labour on the subject of procedure to be followed in regard to individual cases and the facility for a representative of an accredited Union to assist its member in presenting his case at hearing. The Recommendations Nos. 145 and 146 in regard to the Recognition of Railway Trade Unions have also not yet been implemented.

In regard to Rule No.5 of the New Recognition Rules, it is submitted that no restriction should be imposed on a registered Trade Union for maintenance of funds or activities specifically authorised by the Indian Trade Unions Act. In regard to Rule No.1, it is observed that there is practically no improvement over the present position. In withdrawing or denying recognition, specific reasons in justification of the action and specific steps necessary to ensure recognition should be required to be intimated to the registered Trade Unions seeking recognition. The Board should endeavour to secure the acceptance of these Rules on other Railways.

A recognised Trade Union should be allowed to represent any of its members and act for him whenever so authorised.

5. Application of Revised Scales of Pay to Re-engaged ~~at~~ G.I.P. Ex-Strikers.— Staff engaged prior to the actual introduction of the revised scales of pay had not the slightest idea as to the nature of the revised rates of pay. While it is true that there may be no legal bar against introduction of any scale of pay to any class of employees at any time, it is submitted that the case of employees who had no idea as to the actual rates of revised scales deserve special consideration. Similarly, the case of G.I.P. ex-strikers re-employed and not reinstated after 15th July 1931, is a

60

special one. The attention of the Railway Board is drawn to the correspondence of the A.I.R.F. to the Board on this subject. It is submitted that the revised scales be not made applicable in the above cases.

6. Rest Accommodation for Relief Staff.- Traffic Relieving Staff who are frequently called upon to be on duty in the out-stations are not allowed to use Running Rooms wherever they may exist even when accommodation is available. Additional accommodation wherever necessary should be provided and the said staff allowed these facilities. At present, they are obliged to stay in waiting rooms or go to some near stations for food or rest at their own cost. In other stations, separate accommodation with necessary equipment of crockery and utensils should be made available for relieving staff. As this hardship is felt on all Railways, the Railway Board are requested to draw prominently the attention of individual Railways to the necessity of strengthening the accommodation of every Rest or Running Room existing, to permit their use by the temporary relieving staff and to provide necessary facilities at other stations where Running Rooms are not maintained.

7. Home-Line Pass for Staff in E.I. Railway.- The Agent, East Indian Railway, has issued instructions to the effect that the privilege passes for inferior service staff on the East Indian Railway over the Home Line may be allowed at the discretion of the pass issuing officer at the rate of one set of passes for self or with family on private affairs and after three years' service, three sets of passes each year with or without family only for journeys to and from their homes save in special cases and that such passes should not include any dependant or attendant. The restrictions imposed both in regard to destination of the journeys and dependants or attendants even on the Home Line constitute great hardship. These orders have caused much discontent and are likely to constitute a bad example to other Railways as well. In the circumstances, the Federation strongly submits that these restrictions even in the Home Line for third class passes to inferior service staff be removed. It is common knowledge that the said staff are not eligible for foreign line passes.

8. Rules re. Seniority of Non-Gazetted Staff.- One of the fertile causes for avoidable discontent is the feeling engendered by promotion of juniors superseding the claims of seniors without adequate known reasons. There are no fixed regulations in the matter except in State Railway Accounts Offices.

According to existing Rules for State Railway Accounts Offices, "seniority lists shall be prepared annually in accordance with those Rules and published for information of the staff. Representations should be allowed against such lists if made within three months of the date of publication. Such representations should be carefully considered and orders in writing passed thereon, copies thereof being supplied to the persons concerned if asked for. In all cases, an appeal shall be allowed to the Controller of Railway Accounts from a person aggrieved by the orders of the Head of the Office. All

61

orders relating to promotion should be in writing and should state clearly the grounds on which promotion is made. Copies of these orders should be given to the persons affected, if they ask for them".

Rules as stated above in regard to seniority lists should be made applicable to other staff as well on all Railways. The Railway Board are aware of the numerous questions put in the Central Legislature in regard to overlooking of claims of seniority. There should be no direct recruitment of outsiders in lower subordinate posts, if it results in supersession of the claims of the existing staff. "Selection Posts" selected by Selection Boards under Rules for Recruitment and Training of Subordinate Staff on State-managed Railways should be confined only to posts where the rates of pay exceed Rs.200 a month.

In recruitment -ing new staff, it is complained that sons and near relations of railway employees do not get preference. In this connection, attention may be drawn to the following procedure prescribed by the Director General, Posts and Telegraphs, under his letter No.Ex.B.214-6/32, dated 23-12-32 in regard to the order of preference to be observed in recruitment:

"I am directed to say that the Director-General will be glad if the following order of preference is observed by recruiting officers as far as possible in direct recruitments to the clerical service, due regard being of course paid to the fulfilment of the prescribed conditions regarding the fitness and suitability of recruits and to the observance of the orders regarding the adjustment of communal inequalities:-

1. Retrenched junior permanent clerks with satisfactory records.
2. Sons and dependents of officials who have lost their lives (e.g. by murder or as a result of attack by dacoits, etc.) in the performance of their duty.
3. Dependents of deceased officials.
4. Dependents of retrenched or retired officials of the Department.
5. Dependents of serving officials.
6. Outsiders".

A similar procedure is desired in regard to sons and near relations of railway employees. Necessary waiting lists registering the names of such dependents are required to supplement the provisions contained in the existing Recruitment Rules.

9. Employment of Lady Doctors in Railway Hospitals.- The Royal Commission on Labour have recommended that "a hospital of any size should have a woman doctor on its staff who should be in charge of all activities dealing with the health and welfare of women and children." At present, there is not one Lady Doctor in any of the Railway Hospitals in this country. The peculiar conditions of this country require immediate acceptance of this Recommendation at least in regard to Railway Hospitals in big Railway Colonies in the first instance. In future recruitment of Railway Doctors, this recommendation should be prominently borne in mind, so as to enable the staff

62

to fully avail themselves of the facilities provided in the Railway Hospitals.

10. Racial Discrimination re. Sunday and Holiday Allowances.-  
It has been brought to the notice of the Federation that Indian Loco Running staff on N.W., E.I., and E.B. Railways are denied the benefit of the holiday allowances recognised for European and Anglo-Indian staff, whereas in regard to Traffic Running staff, the same discrimination is not practised. When representations were made against this practice, the Railway Board ordered the stoppage of such allowances for future recruits. While the merits of such stoppage for future recruits are open to question, there is a strong case for removal of avoidable discrimination in regard to existing staff. Similarly, Railway institutes and Running Rooms should not be allotted on racial or communal basis, and should be open to all communities engaged in the same employment.

(The Indian Labour Journal, 9-6-35). +

Meeting of Textile Workers of French India, Pondicherry. +

**\*\*** A mass meeting of the textile workers of French India was held at Pondicherry on 3-6-35. Mr. Guruswami, Assistant Secretary of the All India Railwaymen's Federation, and Mr. S.R. Varadarajalu Naidu, Secretary, Textile Workers' Union, Madura, addressed the workers on the need for organisation and legislation. Mr. Guruswami, in the course of his speech, deplored the fact that although there were nearly ten thousand factory workers in French India there was no labour legislation like the Factory Act, Workmen's Compensation Act, Trade Unions' Act, etc. He pointed out that according to the provisions of the French Ordinance of 1840, Trade Unions were illegal, and that working hours were unduly long and wages very low in spite of Pondicherry being a free port. He appealed to the workers to unite and work for their betterment. +



Mr. S. R. Varadarajalu Naidu referred to the working conditions in French India as compared ~~to~~ to the conditions prevailing in the textile factories in British India and stated that a wage of three annas per day, ten working hours a day, and unrestricted recruitment of women and child labour especially for night work in French India showed that French India was far behind British India in affording relief to working classes. He appealed to the French Government as the guardian of the principles of equality, fraternity and liberty to encourage trade unions and congratulated the textile workers of French India on their recent efforts to secure some improvement in their service conditions.

A resolution urging upon the French Government to take steps to enact labour legislation on the lines recommended by the International Labour Organisation was unanimously adopted.

(The Hindu, 5-6-35). +

10th Half-Yearly Meeting of A.I.R. Federation with  
Railway Board, 24 & 25-6-1935: Result of Discussions.

At pages 57-62 of this Report is given a summary of the memorandum submitted by the All-India Railwaymen's Federation on the items on the agenda of the 10th half-yearly meeting of the Federation with the Railway Board. The meeting took place at Simla on 24 & 25-6-1935. The deputation from the Federation included , besides Mr. Jammadas Mehta, the President, Mr. V.V.Giri, the Secretary of the Federation and 10 representatives from certain unions affiliated to the Federation. Mr. Jammadas Mehta led the deputation. The following is a summary of the discussions at the meeting:-

(11)

Action on Grievances Already Represented.- The proceedings opened with a speech by Sir Guthrie Russell, Chief Commissioner of Railways, welcoming the delegates. Before proceeding to the agenda the Chief Commissioner of Railways informed the Federation that in regard to the two points concerning the Eastern Bengal Railway discussed at the previous meeting viz., compulsory membership of institutes and revised scales of pay, the Agent, Eastern Bengal Railway, had since discussed these matters with his recognised union and that the first question was under his consideration while as regards the second question the Union had not yet collected sufficient data to put forward their case.

The Federation were next informed that it had been decided to apply the Hours of Employment Regulations to the Madras and Southern Mahratta, and Bombay Baroda and Central India Railways from November, 1 1935.

The Chief Commissioner of Railways next referred to the question of the withdrawal of recognition of the Bombay, Baroda and Central India Railway Employees Union by the Agent, Bombay Baroda and Central India Railway, and said that, as the Federation had already been informed by the Board, the Board were satisfied that the Agent had done everything that was necessary and that though he might not have carried out the letter of the law as regards the recognition of unions for State Railways, which he was not compelled to do, in his view the Agent's action in withdrawing recognition from that Union was absolutely correct.

Mr. Jammadas Mehta's Observations.- Mr. Jammadas Mehta thanked the Chief Commissioner for the welcome he had given to the Federation and said that in regard to the questions relating to the company-managed railways they were aware of the relationship between the Railway Board and the company-managed railways and that in the past they had proceeded with their discussions on that very understanding, and if the Chief Commissioner's observations reiterated what was the accepted practice the Federation had no objection. The Federation could not agree to any curtailment of rights which they had hitherto enjoyed. The Chief Commissioner stated that the Railway Board did not wish to curtail their existing rights.

Subjects Discussed:(1) Extension of Hours of Employment Regulations. - In connection with the Hours of Employment Regulations, the Federation stated that after the ratification of the I.L. Convention in 1921, the argument of financial difficulties was irrelevant, that the application of the Hours of Employment Regulations was overdue, that the regulations should have been extended to the Madras and Southern Mahratta and Bombay Baroda and Central India Railways from April 1, 1935 instead of November 1, 1935 as notified by the Railway Board, and that the regulations should have been made applicable earlier to railways like the Bengal and North Western and South Indian which were paying handsome dividends. In this connection Mr. Mehta referred to the complaint which he had made to the International Labour Organisation and the resolution passed by the

Governing Body of the International Labour Conference.

The Chief Commissioner of Railways stated that the Conventions had been extended to railways gradually in accordance with the policy of the Government of India and that the Hours of Employment Regulations would be extended to other railways as soon as possible. Regarding the extension of the Hours of Employment Regulations to the Madras and Southern Mahratta and Bombay Baroda and Central India ~~IX~~ Railways, the Chief Commissioner stated that no action could be taken earlier while the matter was under reference to the International Labour Organisation and then necessary notice had to be given to the company-managed railways concerned.

As regards the contention that the Hours of Employment Regulations should have been applied to railways like the Bengal & North Western and South Indian, the Chief Commissioner pointed out that the financial position of the railways as a whole must be taken into consideration.

### 2. Substitution of Departmental Labour for Contract Labour.-

The Federation stated that the policy of giving to contractors the work which was previously done by departmental labour was prejudicial to the interests of departmental labour and, if not all, as much work as possible should be done by departmental labour. When work was given on contract the railway administrations might put in a clause in contractor's agreements about the wages to be paid and the applications of hours of Employment Regulations to staff engaged by contractors if Hours of Employment Regulations were applicable to similar staff on railways. Reference was made to certain contracts given to the staff on Burma and other Railways.

The Chief Commissioner of Railways stated that the contract system of work could not be eliminated altogether, and referred the Federation to the policy laid down, namely, that it must be left to the discretion of the Agents of Railways that the most efficient and economical method of undertaking particular works was adopted in each case. He also added that orders had been issued to state-managed railways to see that contracts with contractors engaged for carrying out works laid down that no labourer below the age of 12 years should be employed and that the contractors should not pay their men less than the wages paid for similar work in the ~~xxx~~ neighbourhood. He also agreed to inquire into the cases relating to Burma and certain other railways referred to by the Federation.

### 3. Uniform Minimum Standard of Labour/Policy in all Railways.-

The Federation stated that there was difference in the service conditions of staff employed in the same department, same railway, and same kind of work, and cited as an instance the example of station masters who entered service after 1928 and were being charged rent for their ~~xxxx~~ quarters, while those who entered service previously were being given rent-free quarters. He also stated that staff doing the same kind of work on the same railway were getting different rates of pay under the old and new scales of pay respectively. The Chief Commissioner of Railways pointed out that in regard to the concession of rent-free quarters and the rates of pay, the staff

66

must be governed by the conditions attached to their employment.

4. Service Conditions of Re-engaged G.I.P. Ex-strikers.- As regards the application of adverse revised scales of pay to re-engaged G.I.P. Railway ex-strikers, the Federation submitted that the staff borne on the register (third list) should, according to the communique of March 1, 1930, be given on re-appointment the scales of pay which were in force for new entrants at the time when their services were terminated. The Chief Commissioner of Railways pointed out that in accordance with the terms of the communique dated March 1, 1930, the G.I.P. Railway ex-strikers whose names were borne on the register were to be treated as new entrants and as such were on re-appointment, entitled only to the scales of pay which may be in force at the time of their re-engagement.

The Federation also submitted that staff appointed after July 15, 1931 and prior to the date of the introduction of the revised scales of pay should be given the old scales of pay. The Chief Commissioner of Railways pointed out that it had been decided that all staff appointed after July 15, 1931 on a temporary footing in consequence of the embargo placed on permanent appointment, vide, Government of India, Finance Department Resolution No. D/4523-Ex.1/31, dated July 9, 1931, (the main object of which was to prevent persons appointed after July 15, 1931 from obtaining a right to the old scales of pay) should come on to the revised scales of pay. The Railway Board could not, therefore, agree to give persons under reference the old scales of pay.

The Federation submitted that the new scales of pay would lead to the worsening of the standards, and recorded their protest that they were put into force without prior consultation with the Federation on the concrete proposal. The Chief Commissioner stated that the Railway Board was quite prepared to review any scales of pay on adequate reason being shown by the Federation.

5. Recognition of Unions of Government Employees.- The Federation handed in to the Chief Commissioner of Railways a memorandum containing their suggestions. The question of recognition of certain individual unions on railways and the grant of facilities to recognised unions was also discussed briefly. The Chief Commissioner or Railways referred to items Nos. 145, 146, 258, 259 etc. of the recommendations of the Royal Commission on Labour, and informed the Federation that the recommendations of the Royal Commission on Labour for setting up a joint standing machinery for the settlement of disputes, which, were discussed last month at an inter-departmental meeting, would be further discussed very shortly and orders would then be issued. Mr. Jamnadas Mehta requested that the Federation might be given another opportunity for an informal discussion with the Board before the actual announcement of the orders of the Government of India on the subject. The Chief Commissioner stated that the matter was at present under the consideration of the Government of India and that he was unable to agree to the request for an informal meeting. He, however, agreed to convey the request of the Federation to the Government of India.

6 1

6. Rest Accommodation for Relief Staff.— The Federation submitted that relieving staff may be granted card passes to enable them to go to other stations for their meals, or alternately old carriages withdrawn from service might be provided at stations to enable them to do cooking etc. The Chief Commissioner of Railways pointed out that the construction of quarters for relieving staff on all railways would entail an expenditure of over one crore of rupees. While the Railway Board was not prepared to agree to the request of the Federation for building quarters ~~at~~ and considered that the cost of providing carriages and maintaining them would probably be prohibitive, it agreed to consider the suggestions put forward by the Federation.

7. Restriction Of Home Line Passes for Inferior Staff.— The Federation referred to a notification issued by the Agent, E.I. Railway, under which privilege passes issued to inferior staff on the railway were restricted to journeys to and from their homes, save in special cases, and these passes did not include any dependent or attendant. The Chief Commissioner explained to the Federation that in respect of the number of passes allowed to the staff in inferior service on the E.I. Railway the notification referred to gave them much greater concessions and that the only change in the conditions was in respect of the staff in inferior service who were in receipt of Rs.20 per mensem and over. He remarked that in view of the considerable increase in the number of passes now allowed to them and of the fact that in special cases exception may be made, the change did not involve any great hardship. He added that revised pass rules would be issued shortly by the Railway Board.

8. Seniority and Promotion of Non-Gazetted Staff.— Mr. Jamnadas Mehta urged that there were no fixed rules on railways, except in the Accounts Department, regulating seniority, and that the rules in the Accounts Department should be adopted for other departments of the railway ~~and~~ administrations.

Mr. Tylden-Pattenson, Member, Railway Board, explained to the Federation that so far as the Accounts Department was concerned, the proposition was comparatively simple, as the number of staff was small and it was conveniently located, whilst in the other departments the number was far greater and was scattered over the line. He, however, pointed out that seniority lists were always maintained in manuscript in headquarters, divisional or district offices, and that it was not a practical proposition to publish such lists, which were constantly changing.

The Federation also submitted for consideration that promotion in lower grades of service should ordinarily be by seniority alone, and that, while selection by merit may not be excluded, the ordinary rule of seniority should prevail unless the difference between the merits of two employees was so great as to outweigh the claims of seniority.

9. Employment of Women Doctors in Railway Hospitals.— The Federation submitted that so far not a single female doctor was

68

employed in any railway hospital, and that at least one should be employed in larger railway hospitals or colonies. The Chief Commissioner informed the Federation that while on state-managed railways no female doctors were at present employed, the question of the employment of women doctors in the E.B. Railway hospital, Sealdah, and on the N.W. Railway was under consideration. The Board, however, agreed to consider the whole question.

10. Racial Discrimination re. Grant of Sunday and Holiday Allowance. The Federation pointed out that there should be no difference between Europeans and Anglo-Indians and Indians in respect of the grant of Sunday and holiday allowances, and that there should be no racial discrimination in the matter of use of running rooms and membership of railway institutes. The Chief Commissioner informed the Federation that there was no discrimination in respect of new entrants to service, but he felt that it would be unreasonable to withdraw allowances from employees who had been in receipt of them for many years past.

(The Times of India, 1-7-35).

(The Results of Discussions of the 9th Half-Yearly Meeting between the A.I.R.F. and the Railway Board is summarised at pages 43-46 of our December 1934 Report).

69

Economic Conditions.

The C.P. Debt Conciliation (Amendment) Act, 1935. †

In January 1935 the Central Provinces Government introduced in the local Legislative Council a Bill to amend the Central Provinces Debt Conciliation Act, 1933. The main changes sought to be introduced and the necessity for introducing the changes were:-

1. There is at present no provision for the appointment of a Chairman during the temporary absence of the Chairman appointed by Government under section 3.

2. Instead of leaving the creditors to find out for themselves the date before which the statement of debts should be submitted it is intended to empower the Board to fix such a date.

3. As the period of <sup>as per Sec. 12, sub-section 2 of the Act</sup> fourteen days is not considered sufficient it is intended to extend it to one month.

4. Under section 15(3) of the existing law the execution of a decree for the recovery of arrears of rent passed after the registration of an agreement has to be postponed indefinitely as the term "debt" includes rent as well. This is considered unfair to the malguzar. The bill seeks to exclude such decrees from the operation of the Act.

5. Under section 21 all suits or other proceedings whether in respect of secured or unsecured debts pending before a civil court at the time of making an application are suspended till the agreement has ceased to subsist. The execution is not suspended in respect of a debt for which a decree was obtained before the application to the board. It is proposed to amend the section to bring it into line with section 21 of the Act as applied to Berar so as to provide for the revival, after the registration of an agreement, of suits and proceedings instituted by secured creditors.

The Bill was passed by the C.P. Legislative Council recently and has received the assent of the Governor-General on 6-4-1935. The text of the Act is published at pages 661-662 of Part III of the C.P. Gazette dated 19-4-1935. †

70

The Assam State Aid to Industries Bill, 1935:

Introduced on 28-5-1935. +

A Bill was introduced in the Assam Legislative Council on 28-5-1935, called the Assam State Aid to Industries Bill, 1935. The following is the Statement of Objects and Reasons of the Bill:-

Statement of Objects and Reasons.

Nowhere in the world industry thrives without State help. There are vast possibilities of new industries in the province of Assam. And the existing cottage, tea and other industries would prosper better if ~~the~~ Government help and patronage are forthcoming and this would ultimately help in removing the unemployment problem amongst the middle-class educated people. The industries of the province when improved would help both the Government and the people of the province as the former would get more revenue and taxes and the latter more prosperity and better standard of living.

(The Assam Gazette, dated 12-6-35,  
Part V, Page 149-157).

(A copy of the Bill, extracted from the Assam Gazette was forwarded to the Geneva Office along with our Minute dated 20-6-1935).

Advisory Council of Industrial Intelligence & Research:

Agenda of Inaugural Meeting to be held on 8-7-35. +

References were made at pages 52-53 of <sup>H.C.</sup> ~~our~~ June, pages 66-67 of <sup>H.C.</sup> July and page 58 of <sup>H.C.</sup> September 1934 reports of this Office to the decision of the 6th Conference of Departments of Industries, held at Simla from 9 to 11-7-34 to establish a Central Advisory Council of Industrial Intelligence and Research Bureau. The inaugural meeting of the Council will take place on 8-7-35 at Simla. The meetings of



71

the Advisory Council will be opened by the Hon. Mr. D.G. Mitchell, officiating Member for Industries and Labour in the Government of India, and will be attended by representatives of all the Provincial Governments and of Indian States who have intimated their willingness to join in the work of the new bureau. It is hoped that as a result of this conference definite data will be available regarding the re-organisation and co-ordination of industrial research in India. The question of adopting these data and giving practical effect to them will be gone into by the conference of Directors of Indian Industries in the Provinces and States, which the Government of India hope to convene towards the end of this year.

Constitution of the Bureau.- For the present the Bureau is attached to the Indian Stores Department. The Advisory Council was suggested for the purpose of advising and collaborating with the Officer in charge of the Central Bureau; its personnel was to consist of three or four members nominated by the Government of India to represent the Departments directly interested in industrial development; the Director of Industries of each Province; two or more representatives from Indian States; six or more non-officials from the provinces connected with industries. It was hoped that with such an Advisory Council the Bureau would be in a position to maintain close contact with industrial activities in the country.

Functions of the Bureau.- One of the most important duties of the Bureau would be to undertake publications at intervals of bulletins relating to Industrial Research and other matters connected with industrial development. A certain number of prizes will be awarded for contributions of outstanding merit by research workers whose work is found to be of general value to industrial development in the country. It is understood that the Bureau will pay special attention to the smaller industries which have little or no scientific background and have no facilities for undertaking research work.

Government Grant.- The Government of India have decided to make a grant of Rs. 500,000 for the work of the Bureau distributed over the next three years. (The Hindu, 17-6-35).

Agenda of the Inaugural Meeting: (1) Methods of Co-operation in Industrial Research.- The first item is to consider methods of co-operation among the laboratories of the Central, Provincial and State Governments in matters of industrial research. Under this item questions arising in connexion with the soap industry will be of common interest to most Provinces and States.

Other questions connected with the use of fatty oils are allied to those of soap manufacture and are also of considerable interest to industrial laboratories. The problems of the oil and soap industries suggest themselves as being suitable for co-ordinated research. It has also been found that there is widespread interest in essential oils and several laboratories are working or have worked on these. Methods of co-ordination regarding such research will be gone into by the Council, who are expected to form a small committee to formulate the lines of research best suited to deal with the problems of the industries engaged in the production and use of fatty oils, with particular reference to the soap industry, and to allocate the specific research laboratories which are in a position to undertake this work, whose results will be published.

(2) Issue of Pamphlets re. Position of Indian Industries.- The second item on the agenda is to consider a proposal that a series of pamphlets should be published dealing with the existing condition and prospective development of individual Indian industries and that officers of the Central, Provincial and State Governments and others having specialized knowledge of a particular industry should be invited to write such pamphlets.

(3) Industries re. which Research should be undertaken.- The third item on the agenda will be to consider what sort of research should be undertaken by the Research Branch of the Government Test House. The following, among others, are suggested: Paint, lubricating oils, heavy fuel oils, investigation of the behaviour of Indian and British cement, sand, gravels and mortars and concrete used in India, investigation of lime and cement concrete, sands and felspars suitable in India for glass making.

(4) Research in Glass Industry.- The Council will consider to what extent it would be practicable to undertake research in connexion with glass manufacture. Here it is felt that since the glass industry in this country has not yet been established on a satisfactory basis the question of assistance to the industry has to be considered. Such assistance is not required so much in the shape of research as the proper application of approved methods of manufacture as in other countries.

(5) Grant of Prizes for Research Work.- The Council will consider the question of allocation of suitable prizes in accordance with the resolutions of the sixth Industries Conference, with special reference to papers describing the results of original research, etc.

(6) Membership on the British Electrical and Allied Industrial Research Association.- A proposal received from the British Electrical and Allied Industries' Research Association that the Industrial Intelligence and Research Bureau in India should become a member of the association will be gone into.

(7) Procedure.- Procedure will be considered by which proposals for research and requests for information should be transmitted to the Bureau and how subjects sufficiently important to be brought before the Advisory Council should be dealt with, taking into account a suggestion made by the last Industries' Conference that demands for advise and assistance should have the approval of the Directors of Industries of the Local Governments and Indian States.

(8) Industrial Standardisation.- Under item 8 will come consideration of the procedure to be followed in order to implement the decision of the sixth Industries' Conference with regard to industrial standardization, to explore the possibilities of collaborating with various organisations of the Central and Local Governments in this connexion.

(The Statesman, 22-6-35). +

114

Employment and Unemployment.

Relief of Unemployment in Colombo.: "Dole"

System Suggested by Mayor. †

A system of monetary relief to the unemployed in Colombo city— a scheme which, if adopted, will probably be the first of its kind in the East— is now under the consideration of the Colombo Municipal Council. In a memorandum on the subject submitted to the Council Mr. W.L. Murphy, the Mayor, observes: "The work test is impracticable, because you cannot go on finding work for all unemployed. The institution test for able bodied persons is out of the question. The situation will be fraught with the same possibilities that have led to the complete breakdown of similar systems elsewhere. The first question to be examined is whether the system suggested is one that imposes or is likely to impose an unfair burden on the rate-payers of Colombo. The fact that the scheme is to apply to Colombo only and not to other areas or even to the suburbs is a serious objection from the rate-payers' point of view; the tendency, already recognised, to gravitate to the town will become more marked and as a result an unfair burden might be placed in Colombo rate-payers."

The Mayor was of the opinion that such relief was a national rather than a local matter. The fact that the scheme was to be tried out in Colombo without any specific assurance that the rate-payer would not be saddled with a heavy burden on account of destitutes from other parts of the island was another reason why the Central Government should assume full financial responsibility for the working of the Poor Law.

(The Times of India, 15-6-1935). †

Working of the Servants of India Society  
during 1934 - 35.

Servants of India Society and Constitutional Reforms.- According to the annual report of the Servants of India Society for the year 1934-35 submitted <sup>at</sup> to the 30th annual meeting of the Society held on 12-6-35, on an examination of the White Paper and the Joint Select Committee's Report thereon, the members of the society, like some other prominent members of the Liberal Party, came to the conclusion that the proposed reforms were unacceptable and that it would be ~~im~~ less injurious to national interests to remain under the present constitution than to come under the new one. This opinion was embodied in a resolution passed at a special session of the Society held in December 1934.

The Society and Labour and Economic Questions.- Messrs. N.M. Joshi and R.R. Bakhale continued to represent labour as nominated members in the Legislative Assembly and the Bombay Legislative Council respectively. In January 1935 Mr. Joshi was nominated for the fifth term continuously. He made it his main duty to see that the recommendations of the Royal Commission on Labour, of which he was a member, were given effect to. Mr. Bakhale introduced a Bill to prohibit the employment of children and to limit the hours of work of young persons in shops and to provide for their early closing. He also moved the first reading of his Bill, introduced in the previous year, to make penal the social boycott of the depressed classes arising out of the exercise of their legal rights, such as the drawing of water from public wells.

At the International Labour Conference held at Geneva in June 1934, Mr. Joshi was elected a member of its Governing Body and attended its meeting in September last at Geneva. He was elected ~~as~~ one of the vice-presidents of the Asiatic Labour Congress, when it met for the first time at Colombo. He visited Burma early in 1935 to preside over the conference of Indian Labour there. Mr. Bakhale was General Secretary of the National Trade Union Federation and of the Asiatic Labour Congress, and an office-bearer of several

76

labour~~er~~ unions. Mr. Parulekar edited the Trade Union Record, looked after several unions, and wrote and spoke frequently on labour questions.

In the economic field, the members devoted their attention chiefly to the promotion of labour organisation, the co-operative movement, rural reconstruction and Swadeshi. The Bombay Branch may be said to be devoting special attention to labour, the Madras Branch to co-operation and rural reconstruction, and the U.P. Branch to swadeshi.

The Society and Indians Abroad.- The welfare of Indians abroad, particularly the position of Indians in Zanzibar, received due attention from members of the Society. The Servant of India wrote about it from time to time; Mr. Joshi attended to it as member of the Emigration Committee of the Central Legislature; Mr. Kunzru moved a resolution on it in the U.P. Liberal Conference. Mr. Joshi, after attending the first Asiatic Labour Congress at Colombo, visited some tea and coffee plantations in Ceylon to study the condition of Indian immigrants and had interviews with the authorities.

Co-operation and Rural Reconstruction.- Co-operation claimed a very large part of Mr. Devadhar's time during the year under report. After submitting the report of the Travancore Co-operative Inquiry Committee, of which he was President, he enquired into the state of the co-operative movement in the Cochin State, and also presided over the Malabar District and U.P. Provincial Co-operative Conferences.

The Society conducted three rural reconstruction centres directly: at Chowdwar near Cuttack in Orissa, at Mayanur in Trichinopoly district in Madras Presidency, and at Bhambora in Berar. The special features of the Chowdwar Centre was its leprosy clinic; that of the Mayanur Centre its Central Boarding School where instruction is provided in civics and in agriculture and other rural vocational subjects; and that of Bhambora its public health work through a health visitor and a qualified medical man, their services being supplied to the Centre by the Red Cross Association of Amraoti.

Educational Activities.- Among the educational activities of the Society special mention should be made of the Devadhar Malabar

Reconstruction Trust, which conducts two higher elementary schools, with instruction in weaving and other vocational subjects in addition to the ordinary subjects, at Tanur and Gopalapuram— the school at Gopalapuram having in addition a free hostel and a housing colony for Adi-Dravidas— and four adult education centres with a special curriculum in which civics and hygiene occupy a prominent place. Scouting is another educational activity to which considerable attention is paid. Mr. Bajpai, as Chief Organising Commissioner of the Seva Samiti Boy Scouts Association (Allahabad), gave his whole time to it, while Mr. Kunzru as Chief Commissioner of the same organisation and several other members in other capacities <sup>devoted</sup> a considerable part of their time to scouting. Mr. Kunzru was connected with the Universities of Allahabad and Agra, and Mr. Dube with that of Lucknow.

Social Service Activities.— In the field of social service, to which the Society is paying special attention, the elevation of the depressed classes received the greatest attention. The Depressed Classes Mission at Mangalore continued to be managed by the Society. The Harijan Sevak Sangh and several of its provincial and other branches claimed the services of several of its members. The Society managed a criminal tribes settlement at Jalgaon in East Khandesh district, Bombay Presidency. The settlement showed marked progress in different directions during the year.

As Honorary Organiser and General Secretary of the Poona Seva Sadan Society, Mr. Devadhar continued to direct and guide its numerous activities at Poona and other places where its branches are established. The institution maintained on the same large scale as in previous years its classes in general and vocational education, its hostels for girls and its nursing and midwifery services. It has built a new block of buildings to serve as a big hostel, at a cost of nearly Rs.90,000. It is preparing to celebrate its Silver Jubilee this year.

The Bhil Seva Mandal of Dohad, the Seva Samiti of Allahabad, the National Health Association of Madras and the Bhagini Seva Mandir of Bombay were other social service organisations, with the working of which the members of the Society were closely connected.

Publications of the Society.- The Society continued to conduct three papers: the Servant of India, an English weekly at Poona; the Dnayan Prakash, a Marathi daily at Poona; and the Hitavada, an English bi-weekly at Nagpur. The Central Library of the Society at Poona, which is the mainstay of the Gokhale Institute of Politics and Economics, was maintained at a high level of efficiency.

(The Times of India, 11-6-1935). +



Refusal to Submit to Third Medical Examination:

No Bar to Compensation: Interesting Decision in Lead Poisoning Case.

After long and protracted proceedings, Hrisikesh Das, a compositor of the Government of India Press, Calcutta, got on 27-5-35 Rs.3,390/- as compensation with costs for his suffering from lead poisoning. Das who was suffering from colic pain and other ailments for sometimes had to appear on the direction of the Manager, <sup>Government of India</sup> Press, before the Civil Surgeon, Hooghly, on the 18th May 1933, who on examination found him suffering from lead poisoning. The Medical Board who examined him thereafter also confirmed the said diagnosis and held that he was suffering from chronic plumbism and was unfit for further service. On the said report Das was discharged from service with effect from 12th June, 1933.

Das then applied for compensation to the Manager, but the Manager asked him to appear before the Staff Surgeon, Fort William, Calcutta, for further examination, and on Das's refusal to do so, refused to pay compensation. The Press Employees' Association, Calcutta, of which Das was a member, took up his cause and had him examined by Dr. N.K. Brahmachari, the Medical Adviser of the Association, who also confirmed the above diagnosis. Negotiation failing, proceedings for compensation were instituted on the 1st October 1934 under <sup>the</sup> Workmen's Compensation Act before the Commissioner. On behalf of the Secretary of State for India, the Manager contested the claim mainly on the ground that Das forfeited his claim on his refusal to appear before the Staff Surgeon.

20

Mr. Satis Chandra Sen, Secretary, Press Employees Association, who appeared on behalf of the claimant submitted that in view of the previous opinion of the Medical Board and in view of the fact that the Manager accepted the said opinion and discharged him from service he had no right to ask the claimant to appear before any other Surgeon for further medical examination.

The Commissioner upheld the contention of Mr. Sen and allowed the full claim for compensation with costs as stated above.

(The Amrita Bazar Patrika, 31-5-35). +