

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH

Report for July 1935.

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

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References to the I. L. O., +

"Federated India", Madras, dated 3-7-1935 publishes a communique issued by this Office on 22-5-35 on the Director's Report to the 19th I.L.Conference.

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The June 1935 issue of "Advance India", Madras, publishes a second communique issued by this Office on 27-5-35 on the report of the Director to the 19th I.L.Conference.

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The June 1935 issue of "Advance India", Madras, ^{published} a communique issued by this Office on 1-6-35 on the items on the agenda of the 19th I.L.Conference.

* * *
The Hindu dated 8-7-35 publishes an editorial note on the reference to economic planning in the Director's Report to the 19th I.L.Conference. The article supports the idea of 'planning' and advocates the adoption of suitable measures for developing Indian industries and agriculture.

* * *
"Commerce and Industry", Delhi, dated 2-7-35 publishes a communique issued by this Office on 22-6-35 on the speech of Mr. Husseinbhoj A. Laljee in the course of the debate on the Director's Report to the 19th I.L.Conference.

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"Commerce and Industry", Delhi, dated 2-7-35, the Amrita Bazar Patrika and the Leader dated 4-7-1935, and Federated India, Madras, dated 17-7-35 ^{publish} a communique issued by this Office on 28-6-35 on the speech of Sir Joseph Bhore in the course of the debate on the Director's Report to the 19th I.L.Conference.

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~~The Indian Labour Journal dated 7-7-1935~~
The Financial News, Bombay, dated 6-7-1935 publishes a short note commenting on the speeches of Mr. Husseinbhoj A.Laljee and Sir Joseph Bhore in the course of the debate on the Director's Report to

the 19th I.L.Conference.

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The Indian Labour Journal, Nagpur, dated 7-7-35 publishes an editorial note under the heading "Government and Industry" commenting on the adverse remarks made by the Indian employers' and workers' delegates to the 19th I.L.Conference on the industrial policy of the Government of India, in the course of the debate on the Director's report to the Conference. The editorial note supports the views expressed by these delegates and criticises ~~xxx~~ Sir Joseph Bhore's speech on the occasion.

The editorial note is reproduced in the Leader dated 11-7-1935.

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The Leader dated 7-7-35 reproduces an editorial note published in an issue of the "Forward" commenting on Sir Joseph Bhore's speech. The note criticises the speech and the government's industrial policy in strong terms.

The Leader dated 5-7-35 also publishes a long editorial article criticising Sir Joseph's speech.

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The Hindustan Times dated 4-7-35, the Statesman and the National Call dated 6-7-35, the Hindu dated 8-7-35 and "Commerce and Industry" dated 9-7-35 and the Indian Labour Journal dated 14-7-35 and the Leader dated 17-7-35 publish a communique issued by this Office on 3-7-35 giving extracts from the speech of the Director replying to the debate on his report to the 19th I.L.Conference.

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The Leader dated 26-7-1935 publishes a short editorial note on the Director's reference in the course of his reply to the debate on his report to the Indian delegation's demand at the 19th I.L.Conference for a greater representation of Indians on the staff of the I.L. Office. After referring to the Director's plea of limitations placed on him in the matter of appointments due to the exigencies of the budget, the note asks: "But the question is why the claims of India were ignored when appointments were first made. Mr. Butler said that during the **last three years** 16 vacancies had occurred of which 11 places had been allotted to extra-European countries. But what was the share of India and was it commensurate with the contribution which India makes to the funds of Geneva?"

* * *

"Commerce and Industry", Delhi, dated 9-7-35 publishes the proceedings of a meeting of the Committee of the Federation of Indian Chambers of Commerce and Industry held at Delhi on 7-7-1935. One of the subjects discussed was the employment of Indians on the staff of the I.L. Office and it was urged that adequate representation should be given to Indians.

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The Times of India dated 1-7-1935, the Hindu dated 3-7-1935 and the Leader dated 11-7-1935 publish a note issued by the Employers' Federation of India expressing the Federation's views on the 40-Hour Week.

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The Times of India dated 2-7-1935 publishes an editorial article under the heading "Shorter Working Week" commenting on the adoption by the 19th I.L. Conference of a resolution approving the general principle of the 40-hour week. The article expresses the opinion that though there has been growing support for the measure, India cannot at present implement the provisions of the resolution.

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The July 1935 issue of "Safety News", Bombay, publishes a short editorial note on "Reduction of Hours of Work". The view is expressed that the question is only of academic interest to India.

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The Indian Labour Journal, Nagpur, dated 7-7-35 publishes an article under the heading: "The 40-Hour Week" contributed by Mr. J. Schorsch.

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The Hindustan Times dated 12-7-35, the Statesman dated 13-7-35, the National Call dated 14-7-35, the Times of India dated 17-7-35, the Amrita Bazar Patrika dated 18-7-35, the Indian Labour Journal, Nagpur, dated 21-7-35, "Good News", Madras, dated 16-7-35 and the Leader dated 20-7-35 publish a communique issued by this Office on 11-7-1935 on Begum Shah Nawaz's speech presenting her report on the prohibition of underground work of women.

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The National Call dated 8-7-1935 and the Statesman dated 14-7-35 publish a photograph of Begum Shah Nawaz presenting her report on prohibition of underground work of women in mines. (Photograph sent out by this Office). *to the 19th Session of the I.L. Conference*

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The June 1935 issue of the Bulletin issued by the National Council of women in India publishes an editorial note under the heading "The International Labour Conference". The article draws attention to the Convention^s passed by the 19th I.L.Conference re. prohibition of women from underground work in mines and 40-hour week. The view is expressed that both the measures will spell hardship for workers.

Another editorial note is published in the same issue under the heading "Help for Dismissed Women Miners". Reference is made in the course of the ^{editorial note} report to the Draft Convention adopted by the 19th I.L.Conference re. prohibition of women from underground work in mines.

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The Amrita Bazar Patrika dated 13-7-1935 publishes an appeal from the All India women's Conference for funds to render financial aid to women workers who have been prohibited underground work in mines in India. Reference is made in the course of the appeal to the I.L.O. Convention on the subject. The appeal is published also in the issue of the paper dated 26-7-1935.

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The Amrita Bazar Patrika dated 18-7-35 publishes an editorial article under the caption: "Women workers in Mines" on the adoption of the Convention prohibiting underground work of women in mines. The article adduces reasons why women should not be so excluded. The paper points out that in the first place exclusion of women means a fall in the family income, and secondly, that women's work being generally cheaper than men's, the cost of working of mines will increase.

* * *

The Statesman dated 22-7-35 publishes a short editorial note on the Convention prohibiting underground work of women in mines. The note says that opinion in India is in perfect accord with the Convention, but that in view of the great hardship which a rapid rate of elimination will entail, the rate of elimination should be slow.

The note is reproduced in the Leader dated 25-7-1935.

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The Hindu dated 3-7-35 publishes the statement made by the Indian Employers' and Workers' delegates to the 19th I.L.Conference on the refusal of the Committee on Recruitment of Labour to adopt certain amendments on the subject proposed by Mr. Ramaswamy Mudaliar. The statement was sent out by the Associated Press of India as the result of information received by it from Geneva by air mail.

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The Statesman and the Hindustan Times dated 6-7-35, the Times of India of 12-7-1935 and the Indian Labour Journal, Nagpur, dated 21-7-1935 publish a communique issued by this Office on the above subject.

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The Amrita Bazar Patrika dated 5-7-1935 publishes a note dated 15-6-1935 received from the paper's Geneva Correspondent giving details regarding Mr. Ramaswamy Mudaliar's amendment on the subject of Recruitment of Labour and the walk-out of the Indian Employers' and Workers' delegates from the Committee on the subject.

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The Hindustan Times dated 7-7-1935, the Times of India dated 12-7-1935, the Leader dated 18-7-35 and the Indian Labour Journal, Nagpur, dated 21-7-35 publish a communique issued by this Office on 6-7-1935 on the speech of Mr. Husseinbhoj A.Laljee at the plenary session of the 19th I.L.Conference in support of certain amendments moved by Mr. Ramaswamy Mudaliar on the subject of recruitment of labour.

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The Leader dated 11-7-35 publishes an editorial article on the incident referred to above. In supporting Mr. Mudaliar's amendments the article observes: "Why should the Conference which objects, and rightly objects, to the Asiatic labourer being subjected to long hours of work, refuse to listen to other grievances of the same Asiatic labour? Is it because the Conference which is dominated by non-Asiatics, feels that whereas long hours of work are a menace to the prosperity of European trade, industry and labour, the proposal made by the Indian delegation if given effect to will redress a grievance of mere Asiatics? The authorities of the Conference should know that the success of the Geneva Organisation depends on its authority being accepted universally. But such disregard of Asiatic

interests will not add to its popularity."

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The Abstract of Proceedings of the Committee of the Bengal Chamber of Commerce for May 1935 publishes a summary of a circular letter issued by the Government of India requesting expression of views regarding the grant of holidays with pay, which subject figures on the agenda of the 19th I.L. Conference.

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The Statesman dated 7-7-35 publishes the views of the Northern India Chamber of Commerce on the question of Holidays with Pay. The Chamber points out that a majority of the members of the Chamber grant holidays with pay up to 18 days in a year, but as regards the adoption of any Convention the Chamber says that the employers should be left unfettered in the matter. The Chamber decided to oppose the proposal.

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The Indian Labour Journal, Nagpur, dated 21-7-1935 publishes an editorial article under the heading: "Holidays with Pay" criticising the views of the South Indian Chamber of Commerce on the subject. The article refutes the allegation that Indian labour is migratory and asserts that it is purely a propagandist statement as an excuse for 'sweating' the workers and denying them better conditions. The true explanation for the migratory character of Indian factory workers, according to the article, is dissatisfaction with factory work because of its exacting nature and the fact that conditions of urban life are no better than those of life in rural areas. ⁶Stressing the fact that employers are responsible for this, the article expresses the opinion that holidays with pay will help ^{to} in making the labour force more permanent and efficient.

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The Hindu dated 10-7-1935 publishes a report setting forth the views of the Southern India Chamber of Commerce on the above question.

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The Printed Excerpts from the Proceedings of the Committee of of the Bombay Chamber of Commerce during June 1935 publishes the Chamber's views on the above subject.

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The Hindustan Times dated 16-7-1935, the Times of India dated 19-7-35, the Statesman dated 16-7-35 and the National Call dated

19-7-1935 publishes a summarised report of the proceedings of the monthly meeting of the Committee of the Punjab Chamber of Commerce, held on 13-6-1935. The proceedings include the views of the Committee regarding the questions holidays with pay and workmen's compensation for occupational diseases.

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The Statesman and the Hindustan Times dated 10-7-35, the Hindu dated 13-7-1935, the Indian Labour Journal dated 14-7-1935, the Leader and the Times of India dated 15-7-1935 and "Commerce and Industry", Delhi, dated 16-7-1935 publish a communique issued by this Office on 9-7-1935 giving details regarding Mr. Ramaswamy Mudaliar's resolution at the 19th I.L.Conference re. Wage Fixing Machinery.

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The Leader dated 18-7-1935 publishes an editorial article under the heading "Indian 'Triumph' at Geneva" on the above. The article says that Mr. Mudaliar was able to get his resolution passed not because of his able advocacy or because of considerations of social justice, but because of the fact that Western countries stood to benefit by the operation of wage-fixing machineries in the East. If the Conference was actuated by motives of social justice they would have also adopted Mr. Mudaliar's amendment regarding the question of recruitment of labour in colonies. Mr. Mudaliar's resolution has been adopted simply because the low wages prevailing in the East constitute a menace to industries in western countries; the adoption of wage-fixing machinery by the East, the Western countries feel, will raise wages in the East and thereby lessen competition.

The article states that whatever the motives underlying the support accorded by the European delegates, the principle of the Resolution is highly commendable and, if adopted, will go a long way to improve labour conditions.

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The Indian Labour Journal, Nagpur, dated 14-7-1935 publishes the news that the Resolution re. the holding of an Asiatic Labour Conference moved by Mr. V.M.Ramaswamy Mudaliar at the 19th I.L. Conference was lost for want of a quorum, though it received strong support.

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"Commerce and Industry", Delhi, dated 16-7-1935 publishes the

text of Mr. V.K.Ramaswamy Mudaliar's speech at the 19th I.L.Conference in moving his resolution re. ~~the~~ Asiatic Labour Conference.

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The Hindustan Times dated 19-7-1935, the National Call dated 20-7-1935, the Indian Labour Journal, Nagpur, dated 21-7-1935, the Times of India dated 23-7-1935 and the Leader dated 25-7-1935 and the Statesman dated 30-7-1935 publish a communique issued by this Office on 17-7-1935 on the results achieved by the 19th I.L.Conference.

A short summary of the communique is published in the Industrial Bulletin issued by the Employers' Federation of India dated 29-7-35.

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The Hindu dated 1-7-1935 publishes a letter dated 22-6-35 from the paper's Geneva correspondent in the course of which the leading features of the 19th I.L.Conference are summarised.

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The Leader dated 6-7-1935, the Amrita Bazar Patrika dated 7-7-1935, the Hindustan Times and the Statesman dated 8-7-1935 and the Illustrated Weekly of India, Bombay, dated 14-7-1935 publish ~~xxx~~ a group photograph of the Indian delegation to the 19th I.L.Conference sent out by this Office.

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The Hindustan Times dated 8-7-1935 and the National Call dated 19-7-1935 publish a photograph of Dr. P.F.Pillai discussing a point with an Indian delegate to the 19th I.L.Conference in the Conference Lobby. (Photograph sent out by this Office).

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The Hindu, dated 13-7-1935 publishes a photograph of Begum Shah Nawaz taken at Bombay on her return from the 19th I.L.Conference.

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The Hindustan Times dated 30-7-1935 publishes a communique issued by this Office on 29-7-1935 reviewing the I.L.O.Year-Book, 1935.

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The Times of India dated 9-7-1935 publishes an interview granted to a representative of the paper by Sir Tej Bahadur Sapru on the methods adopted by European countries to tackle the unemployment problem. In the report of the interview, several references are made to the I.L.C's efforts in the field.

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The Amrita Bazar Patrika dated 11-7-35 publishes an editorial

article under the caption: "Unemployment" on Sir Tej Bahadur Sapru's recent visit to Europe to study methods of dealing with un-employment in Europe. It is mentioned in the course of the article that successive delegations from India to the I.L.Conference have emphasised the grave nature of the unemployment problem in India.

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The Hindustan Times and the Hindu dated 2-7-35, the Statesman and the Times of India dated 3-7-1935, the Leader and the National Call dated 4-7-1935, and the Amrita Bazar Patrika dated 4-7-35 publish a summary issued by the Associated Press of India of a circular letter issued by the Government of India to Local Governments requesting expression of views regarding the action to be taken on the I.L.O. Draft Convention re. Workmen's Compensation for Occupational Diseases.

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The Indian Labour Journal, Nagpur, dated 21-7-1935 publish an article under the caption: "International Labour Organisation: Its Constitution, Activities and Utility" contributed by Mr. N.^N.Menon.

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The Hindustan Times dated 24-7-1935, the National Call dated 25-7-1935, the Leader dated 27-7-1935, the Indian Labour Journal, Nagpur, dated 28-7-1935 and the Times of India dated 29-7-1935 publish a communique issued by this Office on 23-7-1935 on the I.L.O. report on hours of work in the textile industry.

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The Statesman and the Hindustan Times dated 25-7-1935, the National Call dated 26-7-1935 and the Times of India dated 30-7-35 publish a second communique issued by this Office on 24-7-1935 on the I.L.O. enquiry on hours of work in textile industry.

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The Times of India dated 26-7-1935 reproduces an article; "Europe and America must Co-operate" contributed by Sisley Huddleston to the Christian Science Monitor. The article makes references to America's connection with the League of Nations and the I.L.O.

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The Times of India and the Statesman of 5-7-1935 publish a British Official wireless message dated 2-7-1935 from Rugby⁶ the effect that the British Government is prepared to ratify the revised Hours of Work (Coal Mines) Convention simultaneously with the other six countries in the list.

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The Statesman and the Hindustan Times and the Hindu dated 24-7-1935 and the Times of India dated 25-7-1935, publish a British Official Wireless message dated 23-7-1935 from Rugby to the effect that discussion between the Minister of Labour and the General Council of the Trade Union Conference on reduction of hours of work is shortly to be resumed.

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The June 1935 issue of the Labour Gazette, Bombay, reproduces under the heading "The International Labour Office and the U.S.A." the note published at page 461 of the April 1935 issue of the International Labour Review.

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The Planters' Chronicle, Madras, dated 13-7-1935 publishes the item "Recruiting of Labour in Plantations, etc." included in the I.L.O. News Bulletin No.5 (April, 1935). Planters' Chronicle has reproduced the item from "Commerce", Bombay.

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The Hindustan Times dated 22-7-1935 publishes a news item to the effect that Mr. N.M. Joshi will be attending the October 1935 session of the Governing Body of the I.L.O. A photograph of Mr. Joshi also is published.

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The Hindustan Times dated 17-7-1935 publishes the news that the U.P. Chamber of Commerce would be discussing on 21-7-1935 many questions which have already formed the subject of I.L. Conventions or are under discussion by the I.L. Conference.

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The Times of India dated 4-7-1935 publishes a summary of an address delivered by Khan Bahadur Maulvi Firoz Din, Senior Assistant Transportation Superintendent, Great Indian Peninsula Railway, at the Bombay Rotary Club on 2-7-35, on the methods of promoting harmony in industry. In the course of the address the speaker referred to the influence of India's connection with the I.L.O. whereby the workers' claim for betterment has been widely recognised. Another result of such connection, according to the speaker, was that workers in organised industries, important factories and mines have improved their condition by being represented at the annual sessions of the I.L. Conference.

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The Leader dated 19-7-1935 publishes an editorial note on the introduction of certain measures of labour legislation in Travancore State. In the course of the note it is remarked: "One of the complaints against the rulers of Indian States has been that while their representatives have been taking a prominent part in the deliberations of the League Assembly at Geneva, they have failed to take notice of the decisions arrived at by the International Labour Conference, which forms part of the League Organisation. The action taken by Travancore is a welcome departure from this apathy of the States".

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The May 1935 issue of the Insurance and Finance Review, Calcutta, publishes an article under the caption: "International Maternity Benefit Legislation" contributed by Mr. Pankaj Kumar Mukherjee. In the article several references are made to the I.L.O. Draft Convention on the subject adopted in 1919.

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The June 1935 issue of the Indian Textile Journal, Bombay, publishes a short sketch of the official career of Mr. A.G.Clow, Officiating Secretary to the Industries and Labour Department of the Government of India. Prominent mention is made in the sketch of the fact of his having been included in the Indian Government Delegations to four sessions of the I.L.O. Conference.

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The Bulletin issued by the National Council of Women in India publishes in its June 1935 number the report of an address by Mr. K.C. Roy Chowdhury, M.L.A. on the ~~New~~ Indian Factories Act, delivered at Calcutta before the Bengal Presidency Council of women on 22-2-35. The address contained numerous references to the I.L.O.

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The July 1935 issue of the Union Herald, Bombay, publishes a summary of the discussions at the 10th Half-Yearly meeting between the All India Railwaymen's Federation and the Railway Board. One of the items was the application of the Hours of Employment Regulations to all Indian railways.

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The Leader dated 26-7-1935 publishes a short editorial note on the forthcoming Trade Union Unity Conference between the representatives of the All India Trade Union Congress and the National Trade Unions Federation. The note says: "There was a section of opinion in trade union circles that was opposed to Indian labour being represented at the sessions of the International Labour Conference which was one of the causes of the split. Now when even Soviet Russia has entered the I.L.O. it is time Indian extremist leaders should revise their attitude towards Geneva".

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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).

The Planters' Chronicle, Madras, dated 13-7-1935 reproduced item "Recruiting of Labour in Plantations etc" from I.L.O. News Bulletin No.5 (April 1935). "Planters' Chronicle" has reproduced the item from "Commerce", Bombay.

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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 July 1935:-

1. A note dated 15-~~6~~-1935 from Geneva from the Geneva correspondent of the Amrita Bazar Patrika and published in the issue of the paper dated 5-7-1935 re. the amendments moved by Mr. V.M.Ramaswamy Mudaliar on the subject of recruitment of labour.
2. A statement made by the Indian Employers' and Workers' delegates to the 19th I.L.Conference on the refusal of the Committee on Recruitment of Labour to adopt certain amendments on the subject proposed by Mr. Ramaswamy Mudaliar. The ~~xxx~~ statement was sent out by the Associated Press of India as the result of information received by it from Geneva by air mail.
3. A British Official Wireless message dated 2-7-1935 from Rugby re. Britain's ratification of the Hours of Work

(Coal Mines) Convention.

4. A letter dated 22-6-35 from Geneva from the Geneva correspondent of the Hindu re. the results of the 19th I.L.Conference.
5. A British Official Wireless message dated 23-7-1935 from Rugby re. the negotiations between the Minister of Labour and the General Council of the Trade Union Congress regarding reduction of hours of work. +

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Ratifications. +

Workmen's Compensation for Occupational Diseases:

Views of the Punjab Chamber of Commerce. -

Reference was made at pages 19-20 of our June 1935 report to the Government of India's circular letter to provincial governments regarding the action to be taken on the I.L.O. Convention re. Workmen's Compensation for Occupational Diseases. The question was discussed at a meeting of the Committee of the Punjab Chamber of Commerce which was held at Delhi on 13-6-1935. The Committee felt that in view of the relatively insignificant incidence of the occupational diseases mentioned in the revised Convention, save perhaps silicosis in respect of which they had no objection to the Government making a provision in the schedule of occupational diseases, it did not now appear necessary to amend the Workmen's Compensation Act to cover them.

(The Statesman, 16-7-1935). +

The Mysore Factories Regulation, 1935: Bill referred to
Select Committee. +

Reference was made at page 15 of our May 1935 report to the decision of the Government of Mysore State to introduce certain amendments to the existing Mysore Factory Regulations in order to bring them into line with the British Indian Factories Act, 1934. A Bill incorporating these amendments was approved by the June 1935 session of the Representative Assembly and was introduced in the last session of the State Legislative Council which commenced its sittings on 24-6-35. (A copy of the Bill was forwarded to Geneva with this Office's minute D.1/1316/35 dated 11-7-1935). The following is the text of the Objects and Reasons and the Notes on Clauses appended to the Bill:

Statement of Objects and Reasons.- The Mysore Factories Regulation was passed in 1914 and was based on the Indian Factories Act of 1911. The Indian Act was amended in 1922 and the Regulation in Mysore was amended accordingly in 1925. Since then however, the Indian Act has undergone modifications in 1923, 1926 and 1931. The question of amending the Mysore Regulation on the lines of the Indian Act has been under consideration for some years past. When in 1929 the Royal Commission on Labour was appointed in British India, it was considered desirable to await its recommendations before taking action to amend the law in Mysore. The Royal Commission made a number of recommendations for the amendment of the Indian Act and these were published with their Report in July 1931. After examining these in detail, the Government of India drafted a Bill to replace the Factories Act then in force. The Bill embodied a great majority of the more important recommendations of the Royal Commission with such further alterations that experience has shown to be desirable. The opportunity was also taken to rearrange the Law on the subject, and to revise its expression wherever necessary. The Bill was introduced in the Indian Legislature in 1933, and was passed into law as the Indian Factories Act, XXV of 1934, in last August, and came into force from 1st January 1935.

Government consider that the time has come for the amendment of the law relating to labour in factories in Mysore on the lines of the Indian Act.

The Board of Industries and Commerce who were consulted in the

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matter are of opinion that the amendments may be adopted and the Regulation brought into line with the Indian Factories Act. The present Bill has accordingly been framed closely on the lines of the Indian Act with the necessary alterations to suit the conditions in Mysore.

The substantial changes made in the present Law are explained in the Notes on clauses. Nearly all the more important alterations are based on the recommendations of the Royal Commission. This Bill when passed into law will supersede the Mysore Factories Regulation of 1914, as amended in 1925.

Notes on Clauses.

(In these Notes "Section" denotes a section of the present Regulation).

Clause 2.- The definitions have been generally revised and supplemented making them accurate and exhaustive and those defining the manufacturing process and determining when a person is employed have been simplified. The definition of "factory" has been modified so as to cover those establishments which, although they employ more than 20 persons in the day, do not employ that number simultaneously.

Clause 3.- This clause is desirable in view of the general acceptance of standard time.

Clause 4.- The Labour Commission recommended differential treatment for seasonal and non-seasonal factories in the matter of adult hours and in other respects. This clause is based on their recommendations.

Clause 5.- This clause reproduces the provision contained in section 2(3) empowering the Government to bring workshops not using power and the smaller power-factories within the scope of the Regulation; but certain changes have been made. It is proposed that the Government should be empowered to apply the Regulation to workshops in full or in part. At present they have no choice between applying the whole of the Regulation or none in such cases. Provision has been made in sub-clause (2) for the notification of classes of premises, where necessary, and sub-clause (3) is designed to ensure that a notification of the Government does not remain in force after the conditions justifying its issue have ceased to apply.

Clause 6.- Reproduces in substance section 52; but it is proposed that notifications should be limited to specified factories as there is no occasion for notifications applicable to classes of factories.

Clause 7.- This is a new clause designed to enable the Government to exempt from the Regulation premises which by reason of a change in their use should no longer be treated as factories.

Clause 8.- Cf. section 54.

Clause 9.- Cf. section 33.

Clauses 10 and 11.- Cf. sections 4 and 5. A provision has been added for the appointment of a Chief Inspector.

Clause 12.- Sub-clause (1) reproduces sections 6 and 8, providing that only registered medical practitioners may be appointed as certifying surgeons.

Clause 13.- This combines the provisions of sections 9(a) and 37(2)(e).

Clause 14.- Sub-clauses (1) and (2) are based on section 9(c) and section 37(2)(g), while sub-clause (3) is based on section 10. Sub-clause (4) is designed to enable the Government to do by rules for classes of factories what Inspectors under sub-clause (3) can do by orders for single factories.

Clause 15, sub-clause (1).- Section (9)(d) at present requires that the atmosphere shall not be rendered so humid by artificial means as to be injurious to the health of the workers, and section 37(2)(g) gives the Government power to prescribe standards of artificial humidification and the methods to be adopted to secure their observance. It is now established that humidity, by itself, affords no measure of the degree of danger or discomfort; the cooling power, a factor dependent on the temperature, the humidity and the movement of the air, is a much more reliable criterion. Moreover, the Labour Commission has called attention to the fact that the existing law gives inadequate power to protect the worker from acute discomfort. It is therefore proposed to omit the prohibition of excessive humidity and, in sub-clause (1), to enable the Government to prescribe standards of cooling power, in place of standards of humidification, and to regulate the methods used for artificial humidification. Sub-clauses (2) and (3) reproduce the substance of section 12.

Clause 16.- This is based on a recommendation of the Labour Commission who give in their report the previous history of the Legislative proposals for protecting workers against the effects of excessive heat.

Clause 17.- This combines the provisions of section 9(b) and section 37(2)(f) with an addition enabling the Government to prescribe standards of floor space either generally or for a particular class of work.

Clause 18.- Sub-clauses (1) and (2) reproduce the substance of section 11. In sub-clause (3) it is proposed to enable the Government to prescribe standards of lighting by rule for particular classes of factories.

Clause 19.- Sub-clauses (1) and (2) reproduce sections 14 and 37(2)(i). Sub-clause ~~(3) and (2)~~ is new and is based on a recommendation of the Labour Commission.

Clause 20.- This combines sections 13 and 37(2)(h). The proviso to the former section has been omitted in accordance with a recommendation of the Labour Commission.

Clause 21. - Cf. section 15. The maximum number of person who may occupy a room in which the doors open inwards has been reduced to 20 and the saving in favour of factories erected before 1914 has been omitted.

Clause 22.- This is new prescribing precautions against fire.

Clause 23. -Cf. Section 16.

Clause 24.- Cf. Section 18.

Clauses 25 and 26.- Inspectors have already power under section 18A, which is substantially reproduced in clause 26, to issue orders requiring action to be taken where the machinery or plant has become dangerous and prohibiting the use of dangerous machinery or plant pending repairs in cases of necessity. But an Inspector may have reason to fear that the use of certain machinery or plant involves danger without having sufficient data to warrant him in issuing definite orders requiring its alteration or repair. Clause 25, embodying a recommendation of the Labour Commission, has therefore been added to enable Inspectors to secure the requisite information when necessary. See also clause 33(3).

Clause 27.- This is based on section 19; but it is proposed to extend to the oiling of machinery the prohibition which at present applies to the cleaning of machinery, and to extend it to work done between moving parts as well as between fixed and moving parts.

Clause 28.- Sub-clause (2) reproduces the substance of section 19A. In sub-clause (1) it is proposed to give the Government general powers to exclude non-working children with a view to their protection.

Clause 29. reproduces section 20.

Clause 30.- This reproduces section 34 with a small amendment to secure that notices are given not only of accidents resulting in death or serious injury, but also of those in which the injury is of any nature which may be prescribed in this behalf.

Clause 31.- This is based on section 50. The period for an appeal has been extended to 30 days.

Clause 33. - Sub-clause (3) is based on a recommendation of the Labour Commission, and is designed, along with the provisions of clauses 25 and 26, to protect workers against dangers arising from the use for factory purposes of unstable buildings. It is limited to factories erected or taken into use after this provision comes into force.

Sub-clause(4) is designed to enable the Government to secure the protection of the worker against special hazards arising from the use of particular processes. The present Regulation already contains in section 19B and the Schedule provisions designed to protect women and young persons against dangers from lead poisoning,

and section 38A confers on the Government power to make rules for the disinfection of wool which may be infected with anthrax spores. But with the constant elaboration of factory processes, the provisions of the existing Regulation are considered inadequate; and the steady accumulation of knowledge of the best methods for protection against dangers due to special processes render it desirable that Government should be able to make and to modify, from time to time, the necessary regulations.

Clause 34.- The main part of the clause embodies the recommendation of the majority of the Labour Commission for the reduction of weekly adult hours in non-seasonal factories to 54. The limit for seasonal factories is retained at 60 hours. In the proviso a special exception is made in favour of factories where the processes must go on throughout the day, such as factories providing electric power and light, water works, etc.

Clause 35. - Cf. section 22. Sub-clause (2) providing for the cancellation of notices on the part of the employer is new.

Clause 36.- The majority of the Labour Commission proposed to reduce the hours for adult work in non-seasonal factories from 11 to 10. This has been embodied in the clause and it is proposed to apply a similar reduction to women workers in seasonal factories.

Clause 37.- This is based on section 21, but certain changes have been made. That section is defective in that, where two intervals of half an hour are given, a manager who closes his factory before the second interval is due infringes the law. In addition, the present law makes the request of the employees concerned necessary before the rest interval can be split up into two half hours. It is proposed to remove these defects. With a short working day, it is better that the extra half hour should be spent in the worker's home than in the precincts of the factory, and this applies with, if anything, more force to women than to men. Section 51 which allowed in certain circumstances unexpected interruptions of work to count as intervals has been omitted.

Clause 38.- This is based on a recommendation of the Labour Commission and is designed to require the hours of work being so arranged that the worker gets a reasonably long period away from the factory on each day.

Clauses 39 and 40.- These are based on section 26 and 36. Opportunity has been taken, by inserting separate sub-sections relating to the various methods by which factory hours are arranged, to make it clear that hours need not be fixed separately for each individual worker. It is provided that notice of periods of work for adults should be sent to the Inspector, before the factory begins work; in order to prevent the evasion of the Regulation, it is proposed to provide that changes should be notified to the Inspector, before they are made, and that his previous sanction should be required if a change has to be made within a week of the previous change.

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Clause 41.- Sub-clause (1) is based on section 35, but the main part of the clause has been remodelled. Sub-clause (2) is based on section 37(2)(1); the addition relating to the preservation of the register is new.

Clause 42.- This clause is new.

Clause 43.- Sub-clause (1) is based on section 29, Sub-clause (2) is based on sections 30(1) and 30(3) and 32. The main change proposed is that these exemptions should in future be made by rules under the Regulation and not merely by notification. In addition it is proposed that exemptions should not be granted from the weekly holiday in the case of workers engaged in intermittent work, and the definition of such work has been made more specific.

The remaining sub-clauses are new. Sub-clause (3) has been found to be necessary in order to enable the factory management to avail itself of other exemptions that may be given.

Sub-clause (4) provides for the fixing of absolute limits to overtime and sub-clause (5) is designed to ensure that the exemptions and the conditions on which they are granted are reviewed at intervals of not less than three years.

Clause 44.- This provides for certain exemptions which cannot suitably be made by rules. Sub-clause (1) is designed to meet the case of those factories where the fixing of hours beforehand would impose an unreasonable limitation on the working of the factory: for example, there are factories where work comes in at unexpected times and has to be done with extreme expedition. Sub-clause (2) is based on section 30(2), but it is proposed that the power to grant exemptions may also be exercised by the Chief Inspector, subject to the control of the Government. Sub-clauses (3) and (4) are designed to secure that the limits prescribed by the Government for overtime apply to such exemptions and that they do not remain in force for an unreasonable period.

Clause 45.- This clause is based on section 24, but it is proposed to change from 5-30 A.M. to 6 A.M. the hour before which women may not normally be employed. The object is to secure for women a night rest of not less than 11 hours, which is the period prescribed by the International Convention relating to this subject and recommended by the Labour Commission. The provisos are new.

Clause 46.- This is a new provision designed to meet the difficulties of factories working on shifts. For example, a factory worker who works up till 4 A.M. on Sunday morning and then gets 40 hours of rest, commencing work again at 8 p.m. on Monday night, has at present to be exempted from the provisions relating to the weekly holiday.

Clause 47.- Sub-clauses (1) and (2) replace section 31 and embody the Labour Commission's recommendation that work in excess of 60 hours in the week should be paid at the rate of time and a half. It is proposed to make similar provision for work done in excess of the daily limit of hours in a non-seasonal factory.

Clause 48.- Cf. section 25.

Clause 49.- This embodies a recommendation of the Labour Commission and is designed to give the Government power to control the working of multiple shifts.

Clauses 50 to 53.- These embody, so far as children are concerned, the substance of sections 23(a) and 7. It is proposed to enable the Government to prescribe for the guidance of certifying surgeons granting certificates physical standards to be attained by children.

It is also proposed, as recommended by the Labour Commission, that adolescents should be required to produce certificates of fitness before they can be permitted to work as adults. Adolescence has been defined so as to include persons between the ages of 15 and 17. Adolescents may be certified as fit either for children's work or for adult work. In the former case they will be subject to all special restrictions imposed by the Regulation on the work of children, and in the latter case they will be subject to none of these restrictions. The Labour Commission also suggested that young persons should be prohibited from working at night, but the advantages to be gained by preventing male adolescents who are certified as fully fit for adult work from working at night do not outweigh the difficulties that would thus be created.

Clause 54.- Sub-clauses (1) and (2) are based on the recommendations of the Labour Commission. Sub-clause (3) is based on section 23(b). The same modifications have been made in the case of children as in the case of women. Sub-clause (4) is designed to ensure that every child, without exception, enjoys a weekly rest. Sub-clause (5) is taken from section 25.

Clauses 55 to 57.- These extend to children the principles applied to adults in clauses 40, 41 and 42.

Clause 58.- This embodies the principles of section 8 A., but it is proposed to extend it, as recommended by the Labour Commission, to persons who appear to the Inspector to be children or adolescents.

Clauses 60, 62 to 69.- These embody, with the necessary consequential additions, sections 41, 43 and 44. Clause 68 is new. Section 43A, which provided for the grant of compensation to injured workers out of fines has been omitted, as adequate provision is now made by the Workmen's Compensation Regulation.

The Mysore Factories Bill was referred to a Select Committee on 2-7-1935. +

Clause 61.- This follows a recommendation of the Labour Commission and is designed to secure in suitable cases adequate penalties in the case of repeated offences.

Clause 70.- This is a new clause designed to ensure that whenever possible the person responsible as occupier is clearly designated.

Clause 71.- This reproduces section 42.

Clause 72.- Cf. section 46. The provision is at present limited to parts of the factory where certain work is carried on. It is proposed to extend it to all parts of the factory where children are employed.

Clause 73.- Cf. section 47.

Clauses 74 and 75.- Cf. sections 48 and 49. The proviso to clause 75 is new.

Clause 76.- Cf. section 36(1) Sub-clause (2) is new.

Clause 77.- Cf. section 38.

Clause 78.- This is based on sections 39 and 40, but the exception contained in section 39(1) has been omitted.

Clauses 79 and 80. - These reproduce sections 53 and 54.

Clause 81. - The proviso is intended to ensure that there is no breach of continuity in respect of matters not covered by section 6 of the General Clauses Regulation, 1897.

The Bill was referred to a Select Committee on 2-7-1935.

Madras Maternity Benefit Rules, 1935.

At pages 17-21 of our March 1935 report was given the full text of the Madras Maternity Benefit Act, 1935. The following is the text of the rules under the Act, issued by the Government of Madras:

1. These rules may be called the Madras Maternity Benefit Rules, 1935.
2. In these rules, 'the Act' means the Madras Maternity Benefit Act, 1934.

3.(1) For the purposes of sub-section (3) of section 6 of the Act, the fact that a woman has been confined shall be proved by the production of a certified extract from a birth register.

(2) For the purposes of section 7 of the Act, the death of a woman may be proved either by the production of a certificate from a registered medical practitioner or by the production of a certified extract from a death register.

4. Every employer of women in a factory, not being a seasonal factory, shall, before the 15th of January in each year, furnish to the Inspector of Factories an annual return in duplicate in Form A annexed (not reproduced here) to these rules for the year ending on the 31st December immediately preceding.

5. (1) Every employer of women in a factory not being a seasonal factory, shall prepare and maintain a muster roll and shall enter the following particulars in it, namely:-

- (a) Name of factory.
- (b) Name of woman and father's name.
- (c) Department in which employed.
- (d) Ticket or departmental number.
- (e) Dates with month and year in which employed and not employed, the date of admission to employment and the date of discharge, if any, being clearly indicated.
- (f) Date on which the woman gives notice under sub-section (1) of section 6 of the Act.
- (g) Date of confinement.
- (h) Date of production of -
 - (i) certified extract from a birth register that the woman has been confined, or
 - (ii) certificate from a registered medical practitioner or certified extract from the death register, as to the death of the woman.
- (i) Date of first payment of maternity benefit and amount of same.
- (j) Date of subsequent payments of maternity benefit and amount of same.
- (k) If the woman died, name of person to whom maternity benefit was paid.

The muster roll shall also contain a separate column at the end for the use of the Inspector of Factories, headed '(1) Remarks of the Inspector of Factories.'

(2) All entries in the muster roll shall be maintained up to date and the roll shall always be available for inspection by the Inspector of Factories on the premises during the working hours of the factory.

(3) The employer may enter in the muster roll such other particulars as may be required for any other purpose.

6.(1) The Chief Inspector of Factories appointed under sub-

section (2) of section 10 of the Factories Act, 1934, shall have jurisdiction throughout the Presidency of Madras, and he shall be responsible for the due administration of the Act and the rules made thereunder, throughout the said Presidency.

(2) Every Inspector of Factories appointed under sub-section (1) of section 10 of the Factories Act, 1934, shall have jurisdiction within the local limits assigned to him under that sub-section, and it shall be the duty of such Inspector to see that the provisions of the Act and the rules made there-under are duly complied with within such limits.

(3) District Magistrates who are ex-officio Inspectors of Factories by virtue of sub-section (4) of section 10 of the Factories Act, 1934, shall have jurisdiction within the limits of their respective districts.

(4) Officers appointed as additional Inspectors under sub-section (5) of section 10 of the Factories Act, 1934, shall have jurisdiction within the local limits assigned to them under the said sub-section.

7.(1) Every Inspector shall have power, within the local limits of his jurisdiction -

(a) to require the production of, and to examine, such records as are maintained in the factory, and

(b) to make such enquiries as may be necessary for the purpose of ascertaining whether the provisions of the Act or the rules made thereunder, have been or are properly carried out:

Provided that he shall not require any employer to answer any question or to give any evidence tending to criminate himself.

(2) The power to sanction prosecutions under sub-section (1) of section 11 of the Act shall be exercised -

(a) within the limits of the City of Madras, by the Commissioner of Police as an additional Inspector of Factories, and

(b) elsewhere, by the District Magistrate as an ex-officio Inspector of Factories.

8.(1) An Inspector shall at each inspection of a factory satisfy himself-

(a) that due action has been taken on every notice given under sub-section (1) of section 6 of the Act;

(b) that the muster roll prescribed in rule 5 is correctly maintained;

(c) that the amounts of maternity benefit have been correctly calculated;

(d) that there have been no cases of notices without sufficient cause coming within the purview of clause (b) of sub-section (2) of section 8 of the Act since the last inspection; and

(e) that section 14 of the Act has been complied with.

(2) The Inspector shall make a note of every inspection made under sub-rule (1) in the inspection report specified in rule 5 or rule 6, as the case may be, of the Madras Factories (Amended) Rules, 1923.

(3) An Inspector of Factories shall issue orders in writing to the employer asking for the correction of all irregularities under the Act noticed by him and shall after consulting the Chief Inspector of Factories and having obtained the sanction required under sub-rule (2) of rule 7 institute prosecutions for breaches of law whenever deemed necessary.

(4) An Inspector of Factories shall keep a file of the records of his inspection and shall indicate in the diary maintained with reference to rule 7 of the Madras Factories (Amended) Rules, 1923, the work done by him under the Act.

9(1) The payment of any amount against a claim of maternity benefit shall be made by the employer to the claimant, or to the person nominated by her in the notice given under sub-section (1) of section 6 of the Act, and if there is no such person, to her legal representative.

(2) Whenever the payment referred to in sub-rule (1) is made, a receipt shall be obtained by the employer in Form B annexed to these rules.

10. Records relating to the payment of maternity benefit under the provisions of the Act or these rules shall be preserved for a period of two years from the date of their preparation.

11.(1) Any employer who contravenes the provisions of rule 5 shall be punishable with fine which may extend to fifty rupees.

(2) Any person who -

(a) wilfully obstructs an Inspector of Factories in the exercise of his powers or the performance of his duties under these rules, or

(b) fails to produce on demand -

- ~~(i)~~ (i) the muster roll, or
- (ii) the notice given under sub-section (1) of section 6 of the Act, or
- (iii) the receipts for maternity benefits paid or any other document necessary to enable an Inspector of Factories to ascertain whether the provisions of the Act and these rules have been complied with or not, or

(c) fails to submit any return or to preserve any record as required by these rules shall be punishable with fine which may extend to fifty rupees.

(Extracted from the Fort St. George Gazette, Madras, dated 4-6-1935, Part 1, pages 851-852).

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Labour Legislation in Travancore: Factories,
Workmen's Compensation, Trade Disputes and
Trade Unions Bills under Consideration. +

The Travancore Government are understood to have under consideration the revision of labour legislation in the State in the light of recent developments in such legislation in British India. Proposals for legislation for the registration and recognition of trade unions, the grant of workmen's Compensation and the settlement of trade disputes are being framed, along with the revision of the Factories Regulation.

The Travancore Factories Bill.- The present factory law in the State was framed over 20 years ago on the lines of the Indian Factories Act of 1911. It applies to factories employing 50 persons and over and lays down provisions regarding hours of work, lighting, ventilation, sanitary arrangements, fencing of machinery, child labour, prohibition of employment of women and children in certain dangerous work and at night, etc. The State, at the end of 1933-34, had only 154 factories, but the progress made in respect of conditions of labour in India and elsewhere has had a great influence on Travancore. The growing industrialisation of the country is also held to require the modernisation of the Factory Law, this step having also been urged by labour conferences.

The Factories Bill takes note of the recent changes in the British Indian Factory Law and is also drawn closely on the lines of the Indian Factories Act. The statement of Objects and Reasons says that factory labour conditions in Travancore are not materially different from those in British India and in the interests of labour

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as well as of industries, it is desirable that the Travancore law in this respect should be uniform with that in British India. There has also been a demand in Travancore that such uniformity should be effected.

The Bill was introduced in the 6th session of the Sri Mulam Popular Assembly on 19-7-1935.

The Trade Unions Bill.- The Trade Unions Bill is drawn on the lines of the Indian Trade Unions Act, The statement of Objects and Reasons says that there has been some industrial organisation in the country, accompanied though it may be perhaps with some unrest recently. The Bill provides for registration of such organisations (i.e. Trade Unions) and regulations so that they may function on right lines and confers some privileges and immunities on such organisations.

The Trade Disputes and Workmen's Compensation Bills.- The Trade Disputes Bill is ~~is~~ prepared on the lines of the Indian Trade Disputes Act, 1929, and the Workmen's Compensation Bill, is also drawn closely on the lines ~~is~~ of similar legislation now in force in British India.

(A copy each of the Bills will be forwarded to Geneva when they are received in this Office.)

(The Times of India, 16-7-1935. &
The Hindustan Times, 18-7-1935). +-

(A copy each of the Bills are sent to Geneva with our Minute A.8/ 1472/35 dated 8-8-1935).

The Bombay Shops Bill, 1934-35: 1st Reading of Bill. +

At pages 17-19 of our October 1934 report was given the text of the statement of objects and reasons appended to the Bombay Shops Bill, 1934, introduced by Mr. R.R. Bakhale in the Bombay Legislative Council on 11-9-1934. The Bill prohibits the employment of children and limits the hours of work of young persons in shops and provides for their early closing. The motion for the first reading of the Bill was moved in the Bombay Legislative Council by Mr. Bakhale on 15-7-1935. The following is a summary of the debate on the occasion:-

In moving the first reading of the Bill, Mr. Bakhale said that the Bill was a piece of social legislation calculated to regulate the conditions of employment of those persons who were working in shops and secure for them periodical leisure which was essential for the general welfare of the community. The conditions of employment of the working classes in factories, railways, mines and other industrial concerns were, to some extent, regulated by the respective acts, but there was no law which regulated the conditions of employment of what were known in Great Britain and other countries as shop assistants.

There was also no legal restriction on the hours during which shops could remain open. It would be admitted that there were shops which opened early in the morning and were closed only after midnight. Such long working hours necessarily entailed long stretches of work on the part of shop assistants and meant the absence of well-regulated rest. That was highly undesirable from the point of view of the health of the people concerned and must be remedied in the interest of public health and well-being of the community. The Bill sought to remove that social evil to the extent to which it was possible to do so in the existing circumstances. The Bill was largely modelled on the lines of the shops legislation in Great Britain.

Mr. Bakhale pointed out that in several shops in Bombay weekly hours were between 84 and 90. This, he said, was rather excessive and should be curtailed.

Mr. S.D. Saklatwala (Bombay Millowners) said that Mr. Bakhale had certainly made out a prima facie case and, as such, he had no hesitation in supporting the principle of the Bill. But in the matter of such legislation they must proceed very cautiously and there should be no provisions which should militate against genuine traders.

Mr. J.F. Gennings, Labour Commissioner, considered the Bill from the point of view of its administration. He said he was afraid that several of these matters mentioned by the members, being matters of detail which could be adjusted at a later stage, were really fundamental, and if they could not be removed, they would be fatal to the Bill. As the mover pointed out, the Bill was based upon British

legislation, but he would point out that the earlier Bills of 1886, 1897 and 1912 had not very much effect. It was not until the peculiar circumstances of the war had ~~xxx~~ caused the compulsory early closing of shops that legislation for the protection of shop assistants really became effective. The legislation in England provided for the compulsory closing at specific times of all shops in particular areas. The most important feature of the Bill before the House was that it provided for the compulsory closing of shops at particular times.

Mr. Gennings doubted very much whether the conditions in India were suitable for a legislation of that kind. In England the closing hour was 8 p.m. but in that country the household and most other shopping was done by women, while in India it was almost the universal custom for shopping to be done by the male members of the family which meant that that must be done before or after office hours. If the closing hour had to be fixed at a very late time of the day, then the practical utility of such closing was doubtful.

Mr. C.W.A. Turner, Home Member, complimented Mr. Bakhale upon the way in which the Bill had been drafted. He said that while everyone might sympathise with the object of the Bill, he was afraid that when one came to the subject matter, one could not help feeling that many of the members had allowed their sentiments to outrun their reason. In his opinion it would be found that the Bill was premature and impracticable. India was not yet ready for it.

He would like to point out that if they looked at sections 8, 9 and 21 of the Bill, it was clear that the responsibility for the proper administration of the Bill would rest upon the local authorities. If the local authorities could not implement the Bill properly it would be merely a dead letter if enacted into law. Moreover, there was a danger that the effect of the Bill might injure the very class it was intended to benefit.

Another point for consideration was that the Bill did not apply to shops run by men and members of their families. Therefore the question of unfair competition as between two classes of traders would arise. The Home Member made it clear that Government were not prepared to vote against the first reading of the Bill if the House was of opinion that it should be circulated for eliciting public opinion. But it must be clearly understood that this would not bind Government in any way as regards their attitude to the Bill.

The motion for the first reading of the Bill was carried. On the motion of Mr. Bakhale the House agreed to circulate the Bill for eliciting public opinion within six months.

(The Times of India, 17-7-1935).

(For ~~xx~~ a full report of the debate on the Bill in the Bombay Legislative Council, see pages 342 to 361 of Vol. XLII, Part V of Bombay Legislative Council Debates, July 15, 1935). †

Amendments to C.P. Factories Rules Re. Hours of Work. +

Attention is directed to page 969 of Part III of the Central Provinces Gazette, dated 5-7-1935, where the draft of certain amendments to the C.P. Factories Rules, 1935, is published as Notification No. 1548-1651-XIII, dated 2-7-1935. The amendments refer to certain entries regarding hours of work to be made in column 5 against serial No.5 of the Schedule under Rule ~~73~~ 74. +

Bill re. Attachment of Salaries of Debtors: Views
of Southern India Chamber of Commerce.

At pages 36-39 of our February 1935 report was given the text of the Code of Civil Procedure (Amendment) Bill, 1935, introduced in the Legislative Assembly on 18-2-35, which seeks to prevent the attachment of salaries below Rs.100. The following are the views of the Committee of the Southern India Chamber of Commerce on the Bill:

The Committee state that the present Bill for restricting the creditor's right of attachment should be viewed in the light of the various 'difficulties created or proposed to be created in the way of creditors recovering their dues from debtors.' Legislation they add, had been either passed or had been proposed for regulating the profession of money-lending, or for reducing agricultural indebtedness arbitrarily or restricting interest rates, transfer of property, etc. The Government of India, they state, had also contributed to this campaign by proposing sometime ago to restrict the right of arrest and imprisonment of debtors and they now proposed to restrict the right of attachment of salaries and wages. The cumulative effect of these measures, undertaken by the Government of India and the Local Governments severally and independently, would, in their view, be to restrict credit very drastically and make it dear throughout the country and also confront creditors with serious losses on existing loans and advances. In the circumstances, the committee stated that they were not inclined to approve of the raising of the attachable limit from Rs.40 to Rs.100. They expressed the view that at least 25 per cent of the salary between Rs.40 and Rs. 100 should be liable to attachment and that in respect of salaries above Rs.100 there should be no restriction on attachments. The Chamber are not in favour of curtailing the right of continuous attachment in any manner. The Committee however, have no objection to the discontinuance of the special privilege allowed to co-operative societies of a lower attachable limit than that allowed to other creditors or to leave allowances being treated as salary or wages for purposes of attachment.

(The Hindu, 5-7-1935). +

Quarterly Strike Statistics for
THE Quarter Ending 31-3-1935. +

According to the statistics of industrial disputes in British India for the 1st quarter of 1935 ending 31-3-1935, published by the Department of Industries and Labour of the Government of India, there were 49 disputes during the period involving 48,416 workers and entailing a loss of 320,061 working days. As usual the largest number of disputes occurred in the Bombay Presidency, where 22 disputes involving 31,502 workers entailed a loss of 137,826 working days. Next come Bengal with 10 disputes involving 4,191 workers and entailing a loss of 24,946 working days, Madras with 9 disputes involving 6,157 workers and entailing a loss of 24,101 working days; Assam with 4 disputes involving 2,699 workers and entailing a loss of 8,970 working days and Burma, the Central Provinces, the Punjab and the United Provinces with one dispute each involving 127, 2,121, 119 and 1,500 workers and entailing losses of 2,667, 29,694, 357, and 91,500 working days respectively.

Classified according to industries, cotton and woollen mills were responsible for 17 disputes which involved 35,708 workers and entailed a loss of 135,358 working days, engineering workshops with 3 disputes involving 1,084 workers and entailing a loss of 7,472 working days, and railways including railway workshops with one dispute involving 141 workers and entailing a loss of 396 working days. Other industries were responsible for 8 disputes involving 11,483 workers and entailing a loss of 196,833 working days.

Of the 49 disputes during the quarter under review, 35 were due to wage questions, 7 to personnel, 4 to leave and hours and 3 to other causes. In 9 disputes the workers were successful, in 10 partially successful and in 27 unsuccessful. 3 disputes were in progress at the end of the period under report.

(Strike statistics for the quarter ending 31-12-1934 are given at pages 23-24 of our April 1935 Report). +

Holidays with Pay: Views of BombayChamber of Commerce. †

At pages 41-42 of our June 1935 report were given details of an enquiry conducted by the Government of India to elicit public opinion of industrial interests on the question of holidays with pay which figured as an item on the agenda of the 19th I.L.Conference. The following is the text of the answers furnished by the Bombay Chamber of Commerce on the I.L.C.Questionnaire on the subject:

Answer to question No.1.- We are in agreement that on humanitarian grounds, annual holidays with pay should be granted to workers but we do not think the system is suitable for general application in India at present.

No.2.- The International Regulations should take the form of a "Recommendation".

No.3.- We approve the definition.

No.4. - The Regulations should be applied generally but we recognise that there may possibly be some classes of workers and/or undertakings which will have to be excluded from their scope, but these can be ascertained by circulation if and when legislation is contemplated.

No.5.- (a) Yes.

(b) Twelve months.

(c) We consider that the occasion of the holiday should be fixed by the employer and should be within the first three months of the leave becoming due.

(d) We are of opinion that seasonal workers and those in intermittent employment should be excluded from the scope of the Regulations.

No.6.- (a) The length of the holiday with pay should be six

consecutive normal working days after 12 months' service, but the leave should not be cumulative from year to year.

(b) There should be no increase in the length of the holiday in proportion to the length of service.

(c) Sundays and public holidays should be excluded.

(d) Yes. Leave should be taken undivided.

(e) No.

No.7 No. Any such regulations if found necessary should be made by local legislation.

No.8. - We agree.

(Extracted from the Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce, for June 1935). +

Provision~~s~~ of Sickness Insurance Schemes: Views of
Bombay Chamber of Commerce. +

At pages 12-14 of our May 1935 report were given details of a circular letter issued by the Government of India to provincial governments containing certain proposals for the initiation of sickness insurance schemes in India. The following is a summary of the views expressed by the Committee of the Bombay Chamber of Commerce on the subject:-

The Committee pointed out that apart from the economic effect of ~~all~~ all the other industrial legislation which had been introduced in recent years in this country, conditions of labour in India and particularly the mental equipment and outlook of the labourer, made the adoption of a scheme of contributory health insurance altogether premature. Even in the United Kingdom with all its highly scientific industrial organisation, such legislation had been.

in force for only about 20 years and the present proposal seemed to be a further attempt to impose on India an imitation of the British model for which she was not ready. The Committee were definitely of the opinion that a scheme of sickness insurance would not work satisfactorily in India and they considered that the introduction of any such scheme should be withheld until such time as it would be possible to gauge the effect of the existing welfare work which had been introduced so rapidly in recent years especially into the local cotton textile industry. In this industry practically all ~~mills~~ mills gave free medical attendance, and in most cases to the families of the workers as well. Above a certain grade, leave from 15 days upwards was given on full pay and in addition the Maternity Benefit Act was in force in this Presidency. It was mentioned, incidentally, that the latter Act was not, even now, known fully to female operators and cases occurred regularly where applications for benefits were not made and the mills were unaware of the cases. It was pointed out by the Committee that at the moment it was dearer to produce cloth in Bombay than in Lancashire and an analysis of costs showed that in spite of sickness and unemployment insurance being a direct charge on the industry in Lancashire, much of the increased cost in India was made up of extra charges including housing, welfare work, etc., most of which was provided by the State in Lancashire. In this connection the Committee forwarded a statement showing the welfare work done in one of the larger groups of mills as indicative of what was already being done on a voluntary basis by the Bombay Mill Industry.

In regard to the statistical enquiry proposed by the Whitley

Commission, the Committee were strongly opposed to any suggestion of an elaborate and undoubtedly expensive statistical enquiry. They were of opinion that if it was thought necessary that the way should be felt towards the possible introduction of a general insurance scheme, this should be done by experiments on a small scale. As the Government of India had suggested, such empirical schemes would be sounder and more quickly brought into operation. At the same time they would afford the experience necessary on which gradually to build a more comprehensive scheme should, eventually, this be considered practicable. It was suggested that the experiment might first be tried either in some of Government's own industrial establishments or in selected private establishments which might be willing to make a trial, in which case they should be entitled to ask for assistance, financial as well as advisory, from Government. This would mean, of course, that the industry would in the long run still pay but the incidence would be spread.

In conclusion the Committee stated that they were not aware of any definite scheme of sickness insurance as such in operation in any local industry in this city which involved ~~the~~ the payment of financial benefits.

(Extracted from the Printed Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce for June 1935). +

Abolition of Attachment of Salaries for Debt;

Views of Bombay Chamber of Commerce.

At pages 36-39 of our February 1935 report was given the full text of the Bill introduced in the Legislative Assembly on 18-2-35 with the object of preventing the attachment of salaries below Rs.100/-. The following is a summary of the views of the Committee

of the Bombay Chamber of Commerce on the provisions of the Bills which the Committee communicated to the Government:-

After carefully considering the provisions of the Bill in consultation with the Labour Sub-Committee, the Committee informed the Government that it was their unanimous opinion that the proposed legislation should be directed to the removal of any distinction between the rights and the liabilities of Government ~~servant~~ servants, and those of private employees, in respect of attachment of salaries. The Bill as at present drafted appeared to perpetuate a distinction in that it was only in the case of Government servants that the amendment by section 2 of section 60(I)(1) of the Code of Civil Procedure, 1908, was to apply. The Committee considered that this was a salutary provision, and they were strongly of opinion that it should be applied to all classes of salary or wage earners without distinction. They were somewhat at a loss to understand the suggestion which they read into the Government of India's letter that the Government of India were apparently prepared to consider the abandonment of all restriction on the amount attachable, including presumably the lower limit of Rs.40 for which the existing law provided. The Committee considered further that the provision in section 2 for restriction of the period of attachment should likewise not be limited in its application to the servants of Government, railway companies, and local authorities. The Committee understood that the total exemption from attachment of salaries not exceeding Rs.100/- monthly was intended to apply to all classes of employees, industrial, agricultural domestic or of any other nature, and without differentiation between Government servants and those

in the service of private employers. With this they fully agreed.

There was a further distinction in this matter between Government and other employees which the Bill did not propose to adjust. Under the existing law the salary of a private employee could, it appeared, be attached only after it became payable. That of a Government servant could be attached at any time,. In this respect the latter was clearly at a disadvantage and the Government of India contemplated the possibility of amending the Bill so as to provide that in this respect he might be given the same protection as the private employee. The Committee were definitely of opinion that the existing inequality should be removed, but by the reverse process. While anxious to discourage in every legitimate way the opportunities of the money lender, they considered that the interests of legitimate ~~way the opportunities of the money~~ creditors should not be overlooked, and they recognised that attachment, which could be made only after salary was due, was of very little practical value save in the case of employees the actual payment of whose salaries was deferred beyond the date at which they became due. They therefore recommended that (subject to the specified limits of exemption) the salaries of private, as of Government employees, should be made liable to attachment before they became payable.

(Extracted from the Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce, for June 1935). +

Working Conditions in Ceylon:

Report of the Controller of Labour, 1934.* +

The Administration Report of the Controller of Labour, Ceylon, for 1934, is divided into two parts: the first contains a general review of working conditions in Ceylon and the second deals with the second deals with the conditions of life and work of Indian immigrant labour in the Island.

Labour Legislation:- Workmen's Compensation Ordinance.- This Ordinance, which is intended to enforce and regulate the payment of compensation to workmen who are injured in the course of their employment, was passed by the State Council at the end of the year and has received the assent of His Excellency the Governor. Steps are being taken to draft the necessary regulations under the Ordinance.

Trade Union Bill.- The standing Committee of the State Council to which this bill had been referred presented its report during the year. The report is still under consideration.

Factory Legislation.- A Committee was appointed by the Hon. the Minister for Labour, Industry and Commerce to make recommendations with a view to amending the Mines and Machinery Ordinance, 1896. The Committee at once decided that the Mines and Machinery Ordinance should be repealed and a more comprehensive Ordinance on the lines of the Indian Factories Act, 1934, be enacted in its place. Working on this assumption the Committee proceeded to visit a number of mills and workshops in Colombo and to take evidence from representatives of various associations interested in factories and mines, or generally in the welfare of workers therein. A report was presented to the Minister recently (vide pages 23-32 of our June 1935 report for a summary).

Unemployment Relief. - A sum of Rs.340,000 was provided in the 1933-34 Estimates for unemployment relief works. For the first time it was considered necessary to start works of this kind in areas

*Ceylon. - Part I -Civil (O) -Administration Report of the Controller of Labour for 1934. - Printed on the Orders of Government, mf. Printed at the Ceylon Govt. Press, Colombo. To be purchased at the Govt. Record Office, Colombo: 1935. - Price 40cents. - pp.36.

outside Colombo, and a number of grants were made to assist local authorities to carry out approved schemes. The usual grant from Government was one-third of the amount to be spent on labour in each scheme, the remaining two-thirds being found by the local body concerned.

The following are some of the more important relief works undertaken during the year in Colombo and outstations; ~~and~~ the total estimated cost is shown within brackets:-

1. Colombo North Flood Protection Scheme - (Rs. 397,000).
- 2.- Levelling of land at Kolonnawa - (Rs. 120,000).
- 3.- Levelling of land at Ellie House Park - (Rs. 25,350).
- 4.- Construction of a road from Peter's lane to Wanatumulla - (Rs. 46,000).
- 5.- Galle Municipality - Improvement to the esplanade - (Rs. 10,400).
- 6.- Kalutara Urban District Council - Filling of swamp - (Rs. 37,500).
- 7.- Negombo Urban District Council - Opening of road and dredging of lagoon - (Rs. 15,000).

Besides providing relief through public works, as above, the Government also gave Rs. 90,550 to be distributed by Government agents as charitable allowance at various rates to poor persons, Rs. 21,500 to Friend-in-need Societies and Rs. 10,600 to workmen's and sailor's resorts. During the latter part of the year a widespread draught led to the failure of crops in many parts of the "dry zone". Relief works were started and Rs. 59,150 was authorized on this account by special warrants. In October and November the north-east rains caused severe floods in certain parts of the Southern, Central and Western Provinces, and in the Chilaw District of the North-Western Province. Relief was granted by special warrants to the extent of Rs. 20,500. In December further distress was caused by an epidemic of malaria, of unprecedented severity. Prompt measures were taken to alleviate distress, and the Government Agents arranged a very efficient system of food distribution. A special fund was opened for the benefit of those affected by the epidemic, the State Council voting Rs. 300,000 as a first contribution.

Industrial Disputes.-The year under review has been singularly free from any industrial disputes or labour troubles either in the Government departments employing large forces of labour or elsewhere.

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Personal relations between planters and labourers have been throughout satisfactory and no cases of strikes, lockouts, indiscipline or litigation have been reported. Contractual relations between planters and labourers have been satisfactory and desertions without notice are reported to be less frequent than formerly.

Indian Immigrant Labour.- Part II of the Report deals with the conditions of life and work of Indian immigrant labour. The subjects dealt with are the activities of the Board of Indian Immigrant Labour, Statistics relating to immigration of Indian labourers to and from Ceylon, issue of recruiting ~~xxx~~ licenses, repatriation and conditions of labour in the Ceylon estates under the heads of health and vital statistics, education, liquor consumption, crime, savings, estates of deceased Indians and inspections.

Figures re. Migration of Indians to Ceylon:- Practically all passenger traffic between Ceylon and South India is either by a rail and ferry via Talaimannar-Dhanushkodi, or by a sea voyage of about 150 miles, between Colombo and Tuticorin. The annual average number of Indians who travelled over these two routes to Ceylon from 1914, when the Dhanushkodi route was opened, until the beginning of 1924, when Government control over assisted emigration had been fully established, was 148,696 of whom 75,557 were unassisted and 73,139 assisted. Since 1924, the average number has been 215,162 of which 109,375 were unassisted and 105,787 assisted immigrants. In 1934 the number of arrivals was 245,483 (104,876 unassisted and 140,607 assisted immigrants). The increase in the number of assisted labourers arriving in Ceylon in 1934 was due to the revival of the tea and rubber industries. An outstanding fact is the very large proportion of assisted migrants who have previously been in Ceylon. The percentage of old labourers to the total in 1934 is 49 per cent (69,310). Of the total Indian estate population of 688,741 in 1934, 223,531 were men, 209,650 women, and 255,560 children.

Repatriation of Indians.- The number of Indians repatriated under Ordinance No.1 of 1923, and the scheme of 1924 at public expense was 2,304 as against 11,583 in 1933.

Population and Vital Statistics.- The mean population of Indian labourers on estates, according to the half-yearly returns furnished by superintendents, was 650,564 in 1934, as against 618,314 in the

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previous year. At the beginning of 1934 the population amounted to 609,170 (194,486 men, 186,939 women, and 227,745 children), at the middle of the year to 654,167 (209,340 men, 199,454 women, and 245,373 children); and at the end the figure rose to 688,354 (223,374 men, 209,563 women, and 255,417 children). There was thus an increase of 44,997 during the first half of the year and 34,187 during the second half, or a total increase of 79,184 during the year. The population at the end of 1934 was about the same as that at the end of 1931, but about 50,000 less than in 1929 when the trade depression set in.

23,346 births were registered during the year (11,790 of males and 11,556 of females), as against 24,335 in 1933. The decrease was 989 or 4.1 per cent. The birth-rate was approximately 35.9 per 1,000 of the mean population, as against 39.4 in the previous year and 37.2, the rate among the total population of the Island for the year reviewed. The number of deaths registered among the Indian labourers on estates rose from 11,688 in 1933 to 13,709 this year, the increase being 2,021 or 17.3 per cent. Of these 6,633 were males and 7,076 females. The mortality during the year corresponded to an approximate rate of 21.1 per 1,000 of the mean population, as compared with 18.9 in the previous year and with 22.9, the rate for the Island in the year under review. The health conditions of the labourers have improved considerably in recent years.

Medical Facilities.- There are 70 Government Hospitals including 4 Infectious Diseases Hospitals at Kandy, Nuwara Eliya, Galle, and Badulla, and 107 dispensaries in the planting districts employing Indian Immigrant Labour. Fifty midwives are employed in these hospitals and 47 by Health Units in the planting districts. There are 84 estate hospitals and 726 estate dispensaries.

Education.- The total number of registered estate schools at the end of September, 1934, was 587, as compared with 578 at the end of 1933. The total number of estate children of school-going age for 1934 was 69,540 (males 40,187 and females 29,353), of whom 35,638 (males 25,543 and females 10,095) were attending schools - a percentage of 51.25. The corresponding figures for 1933 were 65,401 (males 37,838 and females 27,563), of whom 34,494 (males 24,549 and

5. females 9,945) were attending school - a percentage of 52.74. 23 schools which satisfied the required conditions were registered for grant during the year.

Housing.- The following return illustrates the position of estate housing for 1934 in the various planting districts as regards tea, ~~to~~ rubber, cacao, cardamoms, and cocoanut estates employing Indian labourers:-

	XXXXXX
Number of estates employing Indian labourers. ..	1,694
1.No. of estates for which statistics have been secured.	1,643
2.Average number of Indian labourers employed by resident on these estates. ...	469,025
3.Average number of Indian labourers employed by these estates but not resident thereon. ...	3,625
4.Average number of unemployed young and aged dependants of Indian labourers on these estates.	186,788
5.Average number of non-Indian labourers employed by and resident on these estates. ...	24,136
6.Average number of non-Indian labourers employed by these estates but not resident thereon. ...	34,034
7. Average number of unemployed young and aged dependants of non-Indian labourers on these estates. ...	10,879
8.Number of permanently built labourers' rooms on these estates. ...	216,446
9.Number of permanently built labourers' rooms on these estates constructed or fully reconstructed at after January 1, 1922. ...	178,121
10.(a) Cost or present value of all the permanently built labourers' rooms on these estates. ..Rs.	78,889,817
(b) Cost or present value of the permanently built labourers' rooms constructed or fully reconstructed after January 1,1922, on these estates. ...Rs.	68,027,223
(c) Cost of rooms built during 1934 on these estates.	Rs.638,910

(The Administration Report of the Controller of Labour for 1933 was reviewed at pages 31-33 of our October 1934 report). +

Holidays for Bombay Mill-hands: Recommendations

of Labour Officer. +

The question of the grant of leave by the management of mills in Bombay City to the operatives is raised by Mr. W.Gilligan,I.C.S. Labour Officer, in the course of a report to Government. In the course of his report, Mr. Gilligan observes, "compared with the

millhand of Ahmedabad and Sholapur, accustomed to the home comforts of solid food and good lodging, the miserable physique of the average Bombay worker requires much more than a couple of weeks' leave in the year for him to avoid tuberculosis or anaemia."

Mr. Gilligan thinks that it would surely be better to encourage the millhand of Bombay to spend a couple of months every year in the open air of his village rather than condemn him to a couple of months' sick leave, constantly down with fever in a bug-infested chawl without proper food and little chance of any decent medical attention. Mr. M Gilligan says: "It is the nature of the Mahratta to be as free as a bird and he would really prefer a return ticket by rail or steamer once a year to his village, knowing all the time that the return-half was as good as a guarantee for immediate re-employment so long as he got back to his work in proper time. He would be less tempted to overstay his period of leave when he will have to pay his own return fare, and then beg for a job like any raw hand as the result of his starting late. While on leave, ~~wh~~ he would still be an independent Mahratta to his own satisfaction, and not a ~~xxxxx~~ mere "slave of the lamp" drawing pay on leave, like any ordinary clerk"

(The Times of India, 8-7-35). +

Hours of Work in Jute Mills:

Working Time Agreements in 1934. +

At pages 20-21 of our Report for June 1934 was given a summary of the decisions taken by the Indian Jute Mills Association, Calcutta, during 1933 for curtailment of hours of work. A brief review of the measures taken or in force during 1934 is given below.

Working Agreements. - The hours and conditions of work at the mills in the membership of the Association have, during the year under review, been subject to two separate agreements, namely:- (a) The Indian Jute Mills Association Working Time Agreement dated 6th October 1931. (For details, vide pages 32-33 of our August 1932 report). (b) The "Terms of Arrangement with the Outside Mills" as adopted on 21st January 1933 and subsequently signed by the "Outside Mills" (for details, vide pages 20-21 of our June 1934 report). The agreement remained in operation until 31st December 1934 and continues for an indefinite period thereafter.

Details of Working Agreements. - From the 1st January 1934 to the 31st October 1934 the working arrangements, in accordance with the terms of the above agreements, were as follows:-

(a) The mills in the membership of the Association - with the exceptions mentioned below - worked for forty hours per week with 15% of all looms sealed, the looms so sealed being hessian looms of 40" reed space or over;

(b) Craig, Waverley, Megna and Nuddea Mills - which are members of the Association - worked for forty hours per week but with a full complement of machinery, in accordance with the special terms afforded to them in 1932 under Clause 7 of the "Terms of settlement with the outside mills"; and Premchand Jute Mill, also a member of the Association, worked - according to the privilege given to it in 1932 - for fifty-four hours per week with all looms in operation:

(c) The five "Outside Mills", namely Adamjee, Agarpara, Jagalbhai, Ludlow and Shree Hanuman Mills, worked for fifty-four hours per week with a full complement of machinery.

From the 1st November 1934 onwards these working arrangements were modified to the extent that the mills in the membership of the Association have worked with only 12½% of all looms sealed, while Premchand Jute Mill and the five Outside Mills have, in order to give them a proportionate increase in production, worked an extra one hour thirty-five minutes per week.

Alterations in Agreements during 1935. - At the special general meeting of members of the Association held on 22nd January 1935 it was resolved to effect an alteration in the form of Clause 1 of the Association's Agreement dated 6th October 1931 - regarding working hours, sealing of looms, mill extensions and employment of Association Inspectors - necessitated by the restrictions on the hours of work of Women Workers imposed, with effect from 1st January 1935, by the Factories Act 1934. The Committee applied for exemption from Section 45(1)(b) of the Factories Act, which was refused by the Bengal Government.

(Summarised from pages 24-28 of the Report for 1934 of the Committee of the Indian Jute Mills Association, Calcutta.) +

Working of the Workmen's Compensation Act in Assam, 1934* +

According to the Report on the Working of the Workmen's Compensation Act in Assam during 1934, there were 15 deaths, 31 cases of permanent disablement and 215 cases of temporary disablement in respect of which compensation was paid. During the year Rs.17,405-12-3 was paid as compensation to the dependants of deceased workmen and to workmen permanently and temporarily disabled. Of this amount Rs.11,189-3-0 was paid through Commissioners and Rs.6,216-9-3 by employers direct. Of the total amount of Rs.17,405-12-3, Rs.8,302-0-0 was paid as compensation for cases of death, Rs. 7,637-4-9 for cases of permanent disablement and Rs.1,375-7-6 in cases of temporary disablement. The returns do not record of any accident in which minors were involved and in respect of which compensation was paid.

The number of compensation cases pending at the commencement of the year was 3 and 31 cases were filed before the Commissioner, bringing the total number of cases to ~~34~~ be disposed of to 34. Of these 3 were transferred to other Commissioners for disposal, 21 cases which were not contested, were disposed of and 10 cases were pending at the end of the year under review. +

* Government of Assam - The Governor in Council - General and Judicial Department - Branch- Immigration - No. Immgn 2866G-I Report on the working of the Workmen's Compensation 360 Act 1926 for the year ending 31st December 1934.

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Working of the Workmen's Compensation

Act in Burma, 1934* +

Legal Changes. - The Workmen's Compensation (Amendment) Act, 1933, came into force on the 1st January 1934, with the exception of those provisions which, among other things, enlarged the scope of the original Act and revised the scales of compensation payable. These provisions came into force on the 1st July 1934 and were applicable only in cases of accidents which occurred on or after that date.

The Government of India by a Notification in the Department of Industries and Labour, No.L-3033, dated the 10th August 1934, amended the Workmen's Compensation Rules so as to make them conform to the changes in the Act and to remedy certain defects. Rules were also issued by the local Government in a notification in the Judicial (Miscellaneous) Department No.12, dated the 14th March 1934, prescribing (1) a form of notice which a Commissioner may send to an employer under sub-section (1) of new section 10A of the Act and (2) a form of statement which the employer is required to submit under the same sub-section in reply to the notice from the Commissioner.

Number of Workers and Compensation Paid.- During the year under review, the total average number of adult workers employed per day in Burmese Factories coming under the operation of the Act was 120,653 as against 117,354 in the previous year. The number of minors employed showed a further fall from 267 to ~~241~~ 246 during

* Report on the working of the Workmen's Compensation Act, 1923, in Burma for the year 1934 - Rangoon: Supdt., Govt. Printing and Stationery, Burma 1935 - Price Rs.1-8 =2s.3d. - pp.20. +

the year under report. ~~Although~~ Altogether 1,190 returns were received, of which 71 were from establishments which did no work in 1934 and 34 were from establishments which are not required by the Government of India's notification to submit returns; thus there were strictly 1,085 returns from establishments required to report. Of these 2 belonged to railways, 920 to factories, 160 to mines, 2 to tramways and 1 related to the staff employed by the Commissioners for the Port of Rangoon to move cargo. Only 96 of the 1,085 returns showed any payment of compensation. Compensation paid in 1934 amounted to Rs.51,776, the corresponding amount for 1933 being Rs. 41,216. The number of casualties was 1,129 made up of 30 deaths, 75 cases of permanent disablement and 1,024 cases of temporary disablement; for the previous year the corresponding figures were 759, 25, 50 and 684. The average cost of compensation per workman employed rose from Rs.0.35 to Rs.0.43 while the cost of compensation per person killed or injured fell from Rs. 54 to Rs.46. Since the total number of casualties for which compensation was paid rose from 759 to 1,129 and the total number of workmen increased from 117 to 121 thousands, casualties were at the rate of one per 107 workmen instead of one per 155 (or 94 instead of 65 per 10,000). A fatal accident to a minor was reported by a cotton and oil milling firm in respect of which Rs. 200 was paid as compensation. Two cases of temporary disablement due to occupational diseases occurred in the Namtu Mines.

Workmen's Compensation Commissioners.- Two changes occurred in the list of Commissioners for Workmen's Compensation, who are mostly District Magistrates. With the abolition of his post from the

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6th October 1934, the Director of Statistics and Labour Commissioner, Burma, ceased to be a Commissioner for the Rangoon, Hanthawaddy and Insein Districts, but his Assistant continued throughout the year as Commissioner for these districts. The number of Commissioners at the end of the year was 49, i.e., 37 in Burma proper and 12 in the Federated Shan States, as against 51 at the end of the preceding year.

Applications before the Commissioners.- The total number of cases filed during the year under review was 123 as against 78 in the previous year. Of these 31, 18 and 9 related to award of compensation for total accidents, permanent disablements and temporary disablements respectively, 44 to distribution in fatal cases and 18 to distribution in non-fatal cases (14 in respect of permanent disablements and 4 in respect of temporary disablements).

(The working of the workmens Compensation Act in Burma during the year 1933 is reviewed at pages 52-53 of our July 1934 report). +

New Match Factory for French-India: Notification

re. Conditions of Work. +

The Government of French India have issued a notification sanctioning the starting of an indigenous match factory in French India in response to the several representations made by the public in that behalf. Owing to the levy of duty on the import of foreign matches by the Government and the subsequent rise in the price of those matches, an agitation was set afoot in the country to get the Government permit for starting of a match factory in this place both as a business proposition and as a means of competing with foreign imports by Japan.

According to the notification, His Excellency the Governor of French India will be the final authority in all matters affecting the conduct and administration of the match factory and he will be advised by the Hygienic Council and a Special Commission consisting of members selected from the medical and other departments for that purpose. The entire building of the factory should be made of cement with iron or steel doors and the medicines to be used in case of first aid in accidents should always be kept available at the factory. If the workers number more than hundred, a compounder should be attached to the staff of the factory permanently ~~permanently~~ and if the workers exceed 500 a qualified doctor should be entertained at the factory permanently. The workers before being employed should be made to undergo a close and strict medical examination and diseased and disabled persons and also those under 13 years of age should not be employed in the factory's services. Night-work is prohibited in the factory and the matches should be manufactured from phosphorous chemicals. Provision has been made by the Government for the surprise inspection of the factory periodically by the medical authorities.

(The Hindu, 24-7-1935). +

Kolar Gold Fields Strike. +

3,000 underground coolies employed in the Mysore Mine at Marikuppam, Kolar Gold Fields, struck work on 30-7-1935 as a protest against the introduction of a ~~new~~ set of new rules regarding attendance for bonus. The strikers, who are said to have enlisted the support of many unemployed persons, adopted a violent attitude and are alleged to have set fire to the Panchayat Court. (The Statesman, 31-7-1935). On 1-8-1935 the situation became bad and the workers are reported to have

adopted such an aggressive attitude that firing had to be resorted to by the police twice. As a result of firing two strikers were killed and many injured (The Times of India, 2-8-1935). The strike spread to all other mines and by 1-8-1935 the number of strikers had swelled to 8,000 (The Hindustan Times, 2-8-1935). On 2-8-1935, however, operatives of all mines except the Mysore Mines employing about 4,000 resumed work (The Hindustan Times, 3-8-1935). On the same day the authorities of the Mysore Mining Company rescinded the new rule governing the attendance and bonus. By 3-8-1935 the strike ended. (The National Call, 5-8-1935.) †

Whitley Commission Recommendations:

Action Taken by the Millowners' Association, Bombay. †

In the excerpts from the proceedings of the Committee during the month of June 1935, the Millowners' Association, Bombay, publishes a statement, supplementing the information conveyed in March 1932, setting forth the action so far taken by the Association to implement the various recommendations made by the Royal Commission on Labour in India.

Jobbers' Powers Curtailed.- According to the statement, since the last report and particularly since the introduction of the Bombay Trade Disputes Conciliation Act, subsequent to which the Association appointed a special Labour Officer, a number of measures had been taken or were in process of being taken with the object of curtailing the power of the Jobber. On the amendment of the Standing Orders in 1933, bribery has been taken out of the list of fineable offences and has been included in the list of offences for which the punishment is summary dismissal without notice. Since the appointment of the Association's Labour Officer it had been possible to deal with charges of bribery very much more satisfactorily than in the past.

Appointment of Labour Officers.- The recommendations made by the Royal Commission on Labour that a Labour Officer should be appointed directly under the General Manager had not yet been taken up generally by Bombay Mills, but there had, at any rate, been no retrogression since 1932. The continued absence of effective trade unions working along trade union lines in the Bombay Cotton Textile Industry still

rendered it difficult for the Association to give effect to the above stated recommendation. It was, however, pertinent to point out that the Association was receiving the active and effective co-operation of the Government Labour Officer in stamping out bribery.

Appointment of Lady Supervisors.- The Association was of opinion that the appointment of special Lady Supervisors was unnecessary in the Bombay Mill industry. Women were not usually employed in very large numbers and no special difficulty had been experienced in the industry owing to the fact that their work, etc. was under the control of men. Special consideration was, however, being given to welfare work among the women operatives and properly equipped creches had been installed in a number of mills. In addition, women workers had been materially assisted by the introduction of the Maternity Benefits Act in the Bombay Presidency.

Holidays with Pay.- It is remarked that 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 would be able to resume their old work. The question of holidays with pay after an approved period of service was at present being investigated in connection with a reference from the Government of India for the purpose of determining Government's attitude in respect of the question which formed an item on the agenda of the International Labour Conference.

Education of Workers.- Special attention was paid to the education of the industrial worker. The Association's annual grant to the Social Service League Textile Technical School had recently been increased and practically every Bombay member mill granted scholarships to such workers as were attending the school. Higher education of the children of the Bombay textile workers was also being encouraged by grants from the Association and from individual mills to schools like the Maharashtra High School, Parel.

Practically all apprentices at present employed in the Mills had had preliminary education of the type which the Whitley Commission had considered desirable. The improvement of technical qualifications was being encouraged by granting apprentices facilities to attend the apprentice classes of the Victoria Jubilee Technical Institute during ordinary working hours where the preliminary education which the apprentices had had, had not been of a technical nature.

Health of Workers and Safety Work.- Since 1932 one or two mills in Bombay introduced the underground gutter system of ventilation in their weaving sheds with very good results. It had made for improved ventilation and humidification and had greatly benefitted the health of the worker. Valuable work continued to be done by the Association and by the Bombay Mill Industry as a whole in Safety work. A number of Safety First posters have been put in practically all mills and in addition mills have endeavoured to draw the attention of workers to the dangerous points of textile machinery by painting a red triangle on all recognised dangerous parts. A fair number of mill workers had undergone training in First Aid at the special classes conducted under the auspices of the Association.

Standardisation of Wages.- Since 1932, the cotton mill industry in Bombay had passed through a very severe financial crisis and in order to enable it to survive substantial cuts in wages had had to be

effected. By the end of the first quarter of 1934 practically all mills in Bombay had brought down their wage rates for all classes of operatives but there was even less uniformity in rates than before the reductions were effected. The Association made a full review of the situation and as a result a ~~new~~ minimum scale of wages for the main classes of time workers was introduced from July 1, 1934. Provision was also made that this minimum should be maintained even after the introduction of the shorter working week which came into operation from January 1, 1935. In the case of piece workers the Association laid down a minimum dear food allowance below which member mills would not be permitted to go. The further steps which should be taken towards the achievement of standardisation in the case of ~~piece~~ ^{piece} workers were being carefully considered and data ~~was~~ ^{is} being regularly collected regarding the average piece work earnings of various classes of operatives in all member mills in Bombay. After three or four months further experience of the 54-hour week, definite conclusions would be arrived at in regard to the basis at which standardisation of piece workers' earnings should be attempted.

Trade Disputes.- The failure of the Textile Trade Unions in Bombay to take advantage of the opportunity given to them in 1929 ~~and~~ together with the reduction in the membership of registered trade unions during recent years had undoubtedly militated against an early introduction of a satisfactory joint machinery for the settlement of trade disputes and for the discussions of labour questions generally. If, however, strong trade unions, or ~~trade~~ unions working on trade union lines came into being the Association would undoubtedly welcome the establishment of facilities for mutual discussions on labour matters and joint machinery for settlement of trade disputes.

Efficiency of the Workers.- Since the Royal Commission ~~is~~ had made its report a large amount of experimental work had been consistently done by the Industry and by individual ~~mill~~ millowners to improve output and efficiency by the introduction of improved machinery, new processes and new methods. Experiments were also being made in certain mills as to the possibility of increasing the efficiency of workers by shortening the working day.

(The Hindustan Times, 25-7-1935)

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Views of Punjab Chamber of Commerce on Provision

of Sickness Insurance and Holidays with Pay. †

At its monthly meeting held at Delhi on 13-7-1935, the Committee of the Punjab Chamber of Commerce considered among other things the proposals of the Government of India regarding starting of sickness insurance schemes and grant of holidays with pay.

Sickness Insurance.- Regarding the question of framing sickness insurance schemes for industrial workers, the Committee felt that the entire burden of the cost of such schemes should not be laid on the employer alone. It felt that if the State and the workers paid their share of contributions to any sickness insurance fund the employers might be relied upon to co-operate in working the scheme.

Holidays with Pay.- The Committee also dealt with the question of holidays with pay. The Government of India, in eliciting the views of Local Governments on the question of holidays with pay, which was on the agenda of the last session of the International Labour Conference, desire to be informed of the action taken by leading employers of labour on recommendations No.4 and No.5 of the Royal Commission on Labour in India.

The recommendations are to the effect that:-

4. Workers should be encouraged to apply for definite period of leave and should go with a promise that on their return at the proper time they will be able to resume their work; and

5. Whenever possible an allowance should be given to the worker who goes on leave after approved service.

The proposals before the International Labour Conference, it was pointed out, ~~to~~ go further as they contemplate:-

(1) That annual holidays with pay should be granted to workers other than those engaged in agriculture or shipping.

(2) That a minimum period of service under one employer should be prescribed after which a worker will be eligible for holidays with pay.

(3) That the period of the holiday and the pay to be granted to the workers during holidays should be fixed on some definite basis.

While the Government of India feel that the adoption of these proposals might increase the efficiency of the worker they, however, appreciate the practical difficulties which are involved, such as the migratory character of Indian labour, and a general lowering of wages as a result of the additional burden on the industry.

All that the Committee felt they could agree to was to recommend to industrial members to consider favourably the question of allowing to such of their employees as had worked for not less than a year a fortnight's holiday without pay, but with the assurance that on their return they could continue to do their former work. Beyond this they felt they could not commit their members at the moment to any proposal which raised costs of manufacture at a time when not only were industries generally depressed, but competition from abroad and in the country was severely felt.

(The Statesman, 16-7-1935). +

Factory Administration in Bombay, 1934.* +

As in the previous year a Note on the Administration of the Bombay Maternity Benefit Act is published along with the Annual ~~Report~~ Factory Report of the Bombay Presidency for 1934.

Number of Factories. - The number of factories subject to the control of the Factories Act increased from 1,868 to 1,900. 136 factories were added to and 104 were removed from the register. There was the usual ebb and flow in the seasonal factories and in those on the border line of the legal qualification, but 24 new factories connected with the cotton ginning and pressing industry were erected in Sind to cope with the increased crop in the areas irrigated by the Sukkur barrage. These factories were, under the provisions of the Cotton Ginning and Pressing Factories Act, constructed according to plans approved by the Inspector, and are all of liberal dimensions. The number of working factories was 1,678 compared with 1,610 in the previous year. Of these, 873 were perennial and 805 were seasonal. 230 of the perennial, and 682 of the seasonal, i.e. 54 per cent of the total working factories, were connected with the cotton industry. In 1927, 61 per cent of the working factories were connected with the cotton industry. The diminution in the percentage is indicative of the wider range of industry in the Presidency.

Number of Operatives.- The number of operatives employed in all industries based on the annual returns received from the factories, and including a weighted average of the operatives working on night shifts in the textile mills was 375,833 compared with 356,827 last year. The figures of employment shown in last year's report should be increased by 2,190 and credited to the textile industry of Ahmedabad

* Annual Factory Report of the Presidency of Bombay, 1934, including a Note on the Administration of the Bombay Maternity Benefit Act.- Bombay: Supdt., Govt. Printing and Stationery, -Price As.3 or 4d.- pp.49.

where the weighted night shift average was not correctly given. There was an increase of 4,523 in the figures supplied by the Bombay cotton mills. After an allowance is made for the group of mills that closed towards the end of last year, and from which figures could not be obtained, there is a decrease of 6,244. The position however will be improved during the current year, since two mills are being re-conditioned and will restart soon. Ahmedabad again improved its position, and an increase of 5,606 in the cotton textile mills was reported. Night shift working fluctuated somewhat considerably, and the peak months in Ahmedabad coincided with the general strike in Bombay. Trading conditions have been undoubtedly difficult in the last few years and a settled policy in the industry is doubtless difficult to achieve, but some mills worked night shifts for short periods only, and this must lead to labour dislocation and unrest. A few mills have ceased night working in circumstances where one would have expected a more liberal attitude from the Agents, and a Bombay mill, after a month's trial, suddenly stopped the night shift.

Inspections.- Of the 871 perennial factories, 168 were inspected once, 246 twice, 171 thrice and 267 more than three times while 19 were not inspected. Of the 807 seasonal factories, 382 were inspected ~~six times~~ once, 246 twice, 83 thrice and 44 more than thrice while 46 remained uninspected.

Sanitation.- The statutory limewashing and painting of factories has generally been observed although it was necessary to institute proceedings in a few flagrant cases of neglect. The disposal of trade waste from the Ahmedabad mills is still a difficult problem and the constant efforts of the Inspectors and the Managers are necessary to prevent insanitation in the mill compounds. Ahmedabad has developed industrially at a greater rate than the facilities provided by the Municipality. Sanitary facilities in most of the new factories are a very great advance on those of a decade ago.

Ventilation.- The effects of the Ahmedabad climate have, in the past, been neutralised in the Ahmedabad mills by the provision of ventilating, humidifying and cooling plants on which very large sums have been spent. Progress continues, and six mills provided air conditioning plants during the year. The report states that in the most of the Ahmedabad mills, however, there is a distinct need for improvement in the sizing departments, and it is hoped to progress in this direction during the year. The Bombay mills have, owing to climatic and other differences, not felt the necessity of air-conditioning on the lines of the up-country mills. The General Manager of a group of mills however, who was familiar with the progress made in Ahmedabad, agreed to install a couple of underground gutters with external spray chambers and with fans of fairly high capacity whereby humidified and cooled air is blown into the weaving shed. The weavers and the departmental heads were so gratified with the all round improvement in working conditions and efficiency, that three further gutters, spray chambers and fans have been installed. It is hoped that the current year will witness a considerable advance in the

improvement of working conditions in several of the mills in Bombay on lines that have proved so successful elsewhere. Ventilation, both general and local, in several other factories has been improved, and improved methods of dust removal in the metal polishing factories have been urged and will be provided shortly.

Wages and Strikes.- A general strike occurred in the mill industry of Bombay and lasted for a few months. The disastrous results of the strikes in Bombay have been of concern to Government, the industry, and the public. In the absence of authoritative trade unions, Government appointed a Labour Officer in September 1934 to represent the grievances of the workers to their employers. This appointment was made under the provisions of the Bombay Trade Disputes Conciliation Act, 1934, which was passed by the Legislature and is designed to help in the prevention and settlement of strikes in the textile industry in Bombay City.

In Ahmedabad, a decision on the wages question where a cut in wages was proposed, was reached by conciliation, and the threatened general strike did not materialise, although strikes of short duration occurred in several mills towards the close of the year. Full details of the strikes occurring in industry are published monthly in the Labour Gazette.

The general demand for agricultural labour in India has apparently led to an increase in the wages of factory workers.

Employment of Women and Children.- The following table shows the number of women and children employed in the last five years:-

Year.	Women			Children.		
	Bombay.	Mofussil.	Total	Bombay	Mofussil.	Total.
1930. ..	31,404	46,561	77,965	83	4,306	4,389
1931. ..	29,459	44,018	73,477	100	3,741	3,841
1932. ...	29,916	44,061	73,977	114	2,678	2,792
1933. ..	22,456	43,702	66,158	62	2,050	2,112
1934. ..	22,195	43,748	65,943	44	2,103	2,147

The 1922 amendments with the raising of the age limit of children led to a considerable diminution in the employment of this class. There was consequently an increase in the volume of employment for women. The percentage of women employed last year is the smallest since 1920, and it would appear that the Maternity Benefit Act of 1929 has not been without some influence in this direction. Although the total number of persons employed in all industries in 1934 was 19,006 more than in the preceding year, Women employment fell by 215,

despite an increase of 676 in the seasonal industries which employ a high percentage of women.

Irregularities in 5 factories regarding child labour and in 12 factories regarding the employment of women were countered by prosecutions and the imposition of Rs. 1,414 by way of fines.

Fencing of Machinery.- The report remarks that on the whole, the fencing of machinery has not deteriorated during the depression of the last few years. Managers of the large factories are generally alive to the statutory requirements, and are often willing to go beyond them. It has required the exercise of a great deal of patience and frequent visits to ensure the guarding of machinery in several of the new factories, some of which have been started by persons formerly unconnected with industry. The need for engaging competent managers and engineers is not always appreciated. Considerable difficulty is also experienced in the smaller factories, partly due to economic difficulties, and partly to a lack of knowledge on the part of occupiers and managers who have frequently little experience of factory dangers. It was necessary to institute proceedings against 27 factories for breaches of the safety requirements of the Act. 34 convictions, with fines ranging from Rs.10 to Rs.250 resulted.

Accidents.- During 1934, 6,004 accidents were reported (41 fatal, 1,527 serious and 4,436 minor) as against 5,425 in the previous year (38 fatal, 1,329 serious and 4,058 minor). The rate per 100 persons employed rose from 148 in 1933 to 160 in 1934. The increase is reported to be partly due to increased employment, to fluctuations in night-shift working, and to the dislocation caused by the general strike in Bombay. A greater use of machinery is also partly responsible together with the development of new industries whose dangers are not always known or appreciated. The increase is also probably partly due to the fact that Inspectors have not been able to devote as much time to accident prevention as was formerly the case.

Prosecutions.- 634 cases were instituted against 94 factories by the full-time Inspectors. Convictions resulted in all except 8. The fines ranged from Rs.2 to Rs. 250 and totalled Rs. 15,199. A few cases are pending. The cases pending from last year resulted in 40 convictions. There was an increase in irregularities in the employment of labour engaged on the bleaching of cloth in the Ahmedabad mill compounds. Most of this labour is employed by contractors who have endeavoured to secure the former level of profits with reduced rates by overworking labour. The Inspector, the report records, has been vigilant in detecting abuses, and the imposition of satisfactory fines should assist in preventing what would otherwise result in an exploitation of labour. A couple of mills in Ahmedabad experimented with recess systems whereby the operatives were supposed to be given their hour's interval at different times. The schemes proved to be paper schemes only, were found impracticable, and were dropped. Possibly the imposition of fines of Rs. 1,200 and Rs. 800 helped the Agents to arrive at this decision.

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Housing.- About 300 tenements were constructed by the Ahmedabad Millowners' Housing Society during the year as the first instalment of their agreement with Government and the Municipality to erect 1,000 tenements within a period of three years. The Labour Union also increased by 20, the 60 tenements previously built. These represent the ~~Welfare Work; Creches~~ most notable addition to the housing of factory hands, although most of the new ginning factories in Sind have provided accommodation for their permanent staffs. A few seasonal factories in Gujerat, at the urge of the Inspector, improved the facilities provided for their labourers.

Welfare Work: Creches.- Apart from a few exceptions, the standard set by last year is reported to have improved. Three mills in Ahmedabad built creches during the year, whilst the mills in Jalgaon, Amalner, Dhulia, Poona, Gadag, and Barsi have also recognised their value. The position in Bombay City was again affected by the general strike and considerable attention was paid by the Lady Inspector to restart the creches after the mills had restarted. Improvements have been effected in a few of them, and in December an average of 442 infants were being cared for. Women are being educated regarding the evils of opium drugging and in Bombay the mothers of 228 infants stopped the practice whilst 24 infants were not introduced at all to the pernicious "bal goli". Formerly about 98 per cent of the infants of mill women were regularly opium drugged. The creches, combined with the Maternity Benefit Act, and the development of maternity homes by private philanthropy, by the Municipality, and by the Infant Welfare Society aided by Government, are reported to have effected remarkable changes in the last ten years and a high percentage of the infants born to mill women in Bombay start life in maternity homes, whilst many infants are carefully looked after in the mill creches whilst their mothers are at work. An effort is being made to establish creches in the Bombay mills that have not recognised their value, and the results will probably appear in the course of the current year.

Safety First.- Monthly articles on accidents and their prevention were sent to the organs of the Millowners' Association, Bombay, the Labour Union, Ahmedabad, and the Safety First Association. Safety Committees have been consistently advocated by the inspectorate and about 35 are now functioning in the factories of the Presidency. Most of the Bombay Committees ~~xxx~~ have been addressed by the writer with the object of explaining both the need for, and the value of Safety First principles in industry.

Co-operative Meals.- The standard of the so-styled hotels in the Ahmedabad mills has improved, and a great advance has been made by the mills of the E.D.Sassoon group. It was decided, as a result of a successful experiment in the Manchester Mill, where the Manager takes a keen interest in labour uplift, to undertake the provision of meals on a co-operative basis. Committees, on which the operatives are represented, have been set up in the mills. Dining halls have been built and it is possible for any operative to obtain a square meal prepared under hygienic conditions for a fraction over two annas. Most of the Ahmedabad mills have provided dining sheds of

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of varying standards and the two new factories in Sewri connected with the soap and oil industries have provided excellent dining accommodation.

Indebtedness.- A few co-operative credit societies have been started in mills where they did not ~~adapted~~ formerly exist. Several of the mills of the E.D.Sassoon group have adopted a more forward policy. Debtor and creditor have been brought together, and it has been possible to liquidate the debts incurred at ruinous interest on terms favourable to the borrower and not unfair to the lender. An advance from the co-operative credit society is then made and it is possible for the borrower to get out of debt in a couple of years instead of having a mill stone round his neck for the rest of his life. It is recorded that the connection between debts and labour unrest is not sufficiently realised. In one mill where a dishonest official connected with the credit society set back co-operative credit progress by a decade, the workers have, on their own initiative, re-established the credit society.

Maternity Benefits in Bombay for 1934.

Legislative Changes.- Returns were received from 414 of the 419 factories amenable to the Act. A feature of the year was the amending of the Act by the Legislative Council. The duration of benefit has been increased from seven to eight weeks, and the qualifying period from six to nine months. The flat rate of 8 annas a day has been retained in the principal cities, but in other areas the rate has been fixed at the average earnings, with a maximum of 8 annas a day. A valuable change has been the introduction of a pre-maternity benefit of 4 weeks subject to safeguards. The women under the former system did not derive the maximum advantage from the benefit since it was usually drawn some months after the event. Efforts have been made by the Lady Inspector to acquaint the women with the advantages of the change, and publicity has been given to it in the organs of the Millowners' Association, Bombay, and the Labour Union, Ahmedabad. In Broach and Surat arrangements were made by the Lady Inspector whereby the women employed in the factories may obtain free medical certificates to enable them to draw the pre-maternity benefit.

Benefits Paid.- A sum of Rs. 97,879-8-9 was paid by the factories to 4,123 women and 54 other persons. The ~~an~~ benefits per 100 women were 9.3 compared with 6.2 in the previous six months. The report records satisfaction that employers in most of the large factories are guided more by the spirit than the letter of the law, and in several cases benefits are paid although there has been no legal obligation to do so.

(The Annual Factory Report of the Bombay Presidency for 1933 is reviewed at pages 44-47 of our July 1934 report and the working of the Bombay Maternity Benefit Act during the six months ending 31-12-33 at page 48 of the same report). +

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Rationalisation and Scientific Management.

Rationalisation of Sale and Purchase Methods in Karachi

Market: Elimination of re-weighing throws 3000 men out
out of work. +

Nearly 3,000 labourers have been thrown out of work as a result of a change in the mode of purchase recently introduced in the Karachi market. Formerly, business was done on the "weighing basis", which meant that the seller supplied the commodity in his own gunnies (bags), and the goods on arrival at their destination were weighed, and transferred to the buyers bags and stacked in his godown. An idea of the waste involved in the process will be obtained when it is stated that this process meant engaging the services of different categories of labour such as throwers who unloaded the goods, re-weighers for weighing them, fillers to transfer the goods to the buyers' gunnies, holders for the gunnies when they were being filled, stitchers, and stackers to store the gunnies in godowns. Finding this proceeding ruinous, the merchants, particularly cotton-seeds and gram's merchants, decided on the "packing system" whereby delivery was taken of the goods as received at the destination without re-weighing or transference to other containers. In consequence all the labour engaged in handling the goods in Karachi has been thrown out of employment.

Representatives of labourers discussed the question with merchants at the Buyers' and Shippers' Chamber hall, but no decision was reached.

(The Statesman, 30.7-1935). †

7th Industries Conference to be held on

28 & 29-10-35: Items on the Agenda.

It is understood that the Government of India have issued invitations to leading Provinces and States to participate in the seventh Industries Conference, which it is proposed to hold in New Delhi on 28 & 29-10-1935.

1. Hand-Loom Industry.- According to a communique on the agenda of the Conference, issued by the Government of India the Conference will be asked to review the working of the important schemes which have been instituted for the development of the handloom industry. It will also consider the possibility of taking steps for the encouragement of exhibitions or competitions relating to the handloom industry. Following the grant of funds by the Legislative Assembly, allotments amounting to Rs.573,500 have been made to the different provinces and with the assistance of those funds, various schemes have been started. These include, for example, training of weavers in improved methods of production, establishment of sale depots and weavers' co-operative societies for marketing of handloom products, introduction of new patterns and new designs and improved appliances. The Conference is expected to have before it memoranda giving accounts of progress of schemes and in the light of this information, it will advise on the allotment of funds available for next year.

2. Control of Unregulated Factories and Workshops.- The Conference will also be asked to consider the question of control of unregulated factories and particularly those small workshops which do not employ any power machinery. This is discussed in detail in

Chapter VII of the Report of the Whitley Commission, which made a number of recommendations on the subject. The Commission's investigations revealed the existence of serious abuses in a number of these workshops. In particular children of tender years were frequently found to be employed under very unsatisfactory conditions. The Conference will be asked to assist in the examination of the question of framing legislation with a view to subsequent consultation of Local Governments and public opinion, before legislation is undertaken.

3. Sericulture Industry.— The minutes of the first meeting of the Imperial Sericultural Committee will also be placed before the Conference for their consideration. Following that meeting, grants amounting to Rs. 93,000 were allocated to the various Provinces to enable them to set up schemes for the benefit of sericulture and it is expected that particulars will be available of the inception and progress of schemes.

(The Hindu, 6-7-1935). †

Textile Industry in Baroda: Facilities Offered by
State for Expansion.

The Baroda State is engaged at present in making a determined effort to encourage the expansion of the textile industry in the State. With this purpose in view, the State authorities have developed a policy of granting various concessions to industrialists establishing textile mills in the State.

The following particulars of the position of the textile industry in Baroda and the facilities there in regard to raw materials, cheap labour and available power are taken from a statement on the subject furnished by Mr. A.B.Pandya, Director of Commerce, Industries and Labour, Baroda State, and published in the Industrial Supplement of Indian Finance, Calcutta, for May 1935.

Inducements to Industries for Expansion.- That the Baroda State offers many inducements to industries in general and to the textile industry in particular has been known to many. "A few enterprising persons have availed themselves of the advantages offered but the number was small owing to several causes chief among which have been (1) the disaster to new companies following the war period boom, (2) the reluctance of managing agents to change their scene of operation from established centres and (3) the hesitation of investors in British India to subscribe to shares of companies established in an Indian State.

Some new textile mills have started in the Baroda State during the war boom but as happened elsewhere and for the same reasons they did not prosper and had to be wound up as failures. The causes which were not peculiar to Baroda are too well known to need any discussion. During the reconstruction period that followed all such failures have been converted into successes due to management by experienced managing agents from Ahmedabad.

During this period of reconstruction, outsiders were apathetic in view of the failures referred to above and attributed them to their working in the Baroda State rather than to natural causes. Those who saw the real causes were engaged in the management of their own mills and did not wish to spread out their activities.

The third cause was at one time of considerable importance, but in the wake of management through experienced Ahmedabad agents the necessary capital has followed.

Scope for Further Expansion.- Over 20 million rupees are invested in the textile industry in the Baroda State. But the State is not satisfied with this and the Government think that there is scope for many more mills now. In the important centres where this industry is established there is abundant trained labour. In fact the territory round about Kalol, Sidhpur and Kadi furnish a large proportion of mill labour to Ahmedabad and it is but natural that such labour would prefer to be employed nearer home even at a little sacrifice in wages. In view of these advantages the Government have sent out a circular to persons likely to be interested showing the concessions that are granted to industries. The main features of that circular are:-

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New Industries will need: (i) Cheap and ample land, (ii) Vicinity to Railway sidings, (iii) Cheap and abundant supply of water, (iv) Sufficient trained labour, (v) Centres of business, (vi) Raw materials, and (vii) Low and stable taxation, &c. Baroda State has several industrial centres where all the above facilities are available. The Director of Commerce, Industries and Labour will be only too glad to discuss the location of prospective industries. If suitable lands cannot be purchased by private negotiations in trade centres, Government will help in the compulsory ~~and~~ acquisition of suitable land. In all important trade centres, industrial areas have been marked out near railway stations. The department will also assist in obtaining railway sidings where necessary.

Nature of State-Help Available.- In most of the trade centres abundant water is available, and in places where water works are provided water at special and concession rates will be given. Good and cheap labour is also available. Where expert advice is required Government will give the services of officers of the Government.

There are large textile centres like Navsari, Billimori, Gandevi, Baroda, Kalol, Kadi, Mehsana and many other places where new industries can be developed. Raw materials for new industries are available. Agricultural products which are necessary in starting industrial concerns are also available in good quantities. Raw materials for cement, lime, China clay, alkalis, etc., can be procured at very low rates. Agricultural products like sugarcane, oil seeds, cotton, etc, can also be obtained in good quantities.

Concessions in Taxation.- Taxation, including municipal terminal taxes, income tax and land tax, is very light. Octroi or municipal terminal taxes can be commuted for a nominal lump sum. Exemption will be given from extra taxation on account of the non-agricultural use of land. The incidence of income tax in the State is very low, viz., $1\frac{1}{2}$ per cent and there is no supertax. An exemption from future increase can be given for a definite period. Total or partial exemption from export or import duties, if there are any such on finished or semi-finished articles manufactured, may also be made.

State-aid.-The department can arrange for grants and loans of tools or machinery to such concerns freely or at reduced cost provided the same can be spared by any of the State departments. Manufacturers within the State are given preference in the purchase of stores on behalf of the State. Grant of such other concessions as may be necessary or convenient according to the circumstances of any particular cases will be considered. For products of forests, required for the industry, preference will be given to established industries.

Grant of Loans.- Small loans of about Rs.5,000 to Rs.10,000 are occasionally granted to small industries but not on any extensive scale. The present incidence of income tax is $1\frac{1}{2}$ per cent

flat on all incomes exceeding Rs. 750, but it has been found necessary to assure some new entrepreneurs that for a period not exceeding ten years, no further income tax either by way of increase, surcharge or supertax will be levied from them. It is also likely that the State will consider the giving of financial help in order to attract outsiders to establish new industries in the State. The Director Industries of the Baroda State will be always ready to give further information on the above concessions.

(The Indian Finance,
Industries Supplement, May 1935)+

Advisory Council of Industrial Intelligence and
Research: Results of Inaugural Meeting.

Reference was made at pages 70-73 of our June 1935 report to the items on the agenda of the first meeting of the Advisory Council of the Industrial Intelligence and Research. The meeting was held at Simla on 8 & 9-7-35 and was attended by 24 members representing the Provincial and Indian States Governments and by a few non-officials. The Hon'ble Mr. Mitchell, ^{Acting} Member incharge of Industries and Labour, in inaugurating the proceedings, ~~said~~ said:

Bureau, a Clearing House of Industrial Information.- "The Bureau of Industrial Intelligence and Research has been started with two main objects in view. When the provincial economic conference met last year, the general feeling of the provincial representatives was that the most immediate need to be served by a central organisation of this character was for a clearing house of information re. industrial developments, both in India and other countries, and to be in a position to give advice to industrialists and persons seeking industrial openings. If it is to fulfil this purpose the Bureau must depend on constant co-operation of industrial departments in the provinces and States. I am sure that those of you here who are in charge of those departments are aware both of the difficulty and of the value of collecting and disseminating information and will give us unstinted assistance in this matter".

Co-ordination of Industrial Research.- "The second main purpose of the Bureau will be to co-ordinate and foster industrial research. There is no need for me to emphasise the increasing importance of industrial research in modern industry because I feel sure that you are all well aware of this already, and its importance is gradually

securing public recognition."

Necessity for Research.- "A certain amount of industrial research has been conducted by official agencies and by institutions such as the Indian Institute of Science at Bangalore, but the amount of purely industrial research directly done by industrialists in this country hitherto has been small. I sincerely trust when, as a result of your labours and the investigations of the Bureau, there are clear indications of lines along which industrial research can be most profitably directed in India, the Government will be able to reckon on generous co-operation from the industries concerned. Industrial research has made most progress in the United States where it has been conducted on a very large scale by private enterprise, and for any big advance in important industries it will be necessary to look mainly to the industries concerned. But numerous small and unorganised industries are seldom able to undertake research on any appreciable scale and we feel that progress in this country is likely to be secured most effectively by co-operation between industrialists, the Central Government and the Governments of the provinces and States."

"I sincerely trust that as industrial research develops it may be able to indicate new spheres of activity and that we shall not be confined to endeavouring to transplant to India achievements of the West. India has resources and aptitude of her own, and to help her to develop these in her own way will be public and national service of the very highest value."

Reports of the discussion on the various items on the agenda and the decisions of the meeting are very meagre. Below are summarised the decisions arrived at by the Conference on some of the items on the agenda:-

Co-ordination of Research Activities.- As regards the question of co-ordinating various research activities now being conducted in different official and non-official institutions, the Council concluded that it was desirable to appoint a committee for the purpose of examining research being conducted into fatty oils, soaps and essential oils, and of advising on co-ordination of the work.

Publication of Bulletins.- The Council examined the question of publications and decided to issue a series of bulletins dealing with various industries for the benefit of the public and those particularly concerned.

Industries re. which Research should be undertaken.- The Council decided that research should be carried out concerning paint, portland cement, lime cement, concrete, manufacture of dry cells and the use of vegetable oils for lubrication of internal combustion engines.

7.
Glass Industry.- The position of the glass industry was discussed and the conclusion was reached that a series of analyses of Indian sands and felspars should be carried out to determine their suitability for glass-making. It was also recommended that a survey of Indian glass factories should be conducted.

Grant of Prizes for Research Work.- The question of the allocation of prizes for research was considered and it was decided that a sub-committee be appointed to draw up a detailed scheme.

Industrial Standardisation.- The question of industrial standardisation was discussed at length and arrangements were made for interchange of specifications, through the Bureau, between Provincial and Central Government departments.

Procedure.- The procedure to be followed by the Bureau in dealing with requests for advice and assistance was decided.

(The Statesman, 9 & 10-7-1935)

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U. P. Five-Year Plan of Urban Development:

Circular Letter to Municipalities. -

A Five-Year development plan of U.P. urban areas is foreshadowed in a letter addressed by the Government of the United Provinces to Municipalities and Improvement Trusts. The letter seeks information about various matters connected with town improvement. The questions contained in the letter are also the subject matter of an inquiry by the Board of Economic Inquiry, which has for some time been recording evidence in various towns in the province.

Relief of Congestion and Improvement of Sanitary Conditions.-

The Government want to know whether the Improvement Trusts and Municipalities in the United Provinces are taking adequate steps for opening out congested localities and for improving the sanitary conditions of areas inhabited by the poorer people. They invite suggestions from public bodies in this respect. Information is

sought in regard to the question of provision of playgrounds, gardens and parks for the recreation of men, women and children. The Government wish to know whether the existing provision is sufficient or not.

Housing the Poor Classes.- The question of providing suitable houses for the poorer classes is one of the main items on which the Government invite the opinion of Municipalities and Improvement Trusts and they wish to find out how ~~the~~ Trust and Municipal employees can help in its solution. Suggestions are invited in regard to the question of enforcement of Municipal by-laws and views of public bodies are sought in respect of the existing Municipal by-laws relating to buildings, roads and discrimination of residential and industrial areas.

Welfare Work among Labourers.- The question of financial assistance to Municipalities and Improvement Trusts has also been dealt with and the Government want to ascertain what additional sources of revenue are available to Municipalities in order that they may look forward to future development on modern lines without assistance from the Government. The necessity of welfare work among labourers in industrial centres has been emphasised and information is being collected about the best form of welfare work which can be undertaken by official and non-official agencies.

(The Statesman, 7-7-1935). +

Industries in Ceylon:

Interim Report of Technical Adviser. +

Some time back the Government of Ceylon appointed Mr. K.D. Guha, as Technical Adviser on Industries and directed him to conduct an enquiry into industrial conditions in the Island and make recommendations regarding the industrial policy which the State must adopt. Mr. K.D. Guha has now submitted an interim report a summary of which is given below:-

Balance between Agriculture and Industries.- Mr. Guha remarks: "It is true that agriculture has been, and perhaps will be for any years yet the mainstay of Ceylon, but a wholesome economic balance of agricultural and industrial production is the greatest need of the moment."

Creation of a Department of Industries.- The Report favours the creation of a Department of Industries, its function being (1) to assist industries by placing at their disposal technical advice, (2) to undertake pioneer and demonstration work in relation to industries, and (3) ~~in~~ in general, to guide the industrial policy of the Government. He remarks that the present distribution of various industrial subjects over different portfolios is somewhat anomalous and is perhaps the result of the absence of a definite industrial policy on the part of the Government in the past. It is very necessary, therefore, that those dispersed subjects should be brought under one portfolio to make the Department of Industries an effective and useful organisation. The following subjects may be considered as capable of amalgamation with the proposed Department of Industries:- (1) Cottage Industries, (2) Technical and Industrial Education, (3) Registration of Patents, (4) Inspection of Factories, (Mineralogy, and (6) Fisheries.

Importance of Cottage Industries - The Report emphasizes the promotion of cottage industries. It states: "In addition to the staff and equipment already mentioned the necessity for carrying the technique of certain cottage industries to the door of the masses, especially the agriculturists through the demonstration of peripatetic parties has long been advocated, and it is now insistent. In Ceylon as in India, I understand, that the vast majority of the agricultural population hardly find any opportunity of employing their time and energy in any useful and productive occupation other than cultivation which, in the absence of large holdings per capita and satisfactory irrigation facilities, does not give them enough employment all the year round. Besides the general cultivation Ceylon is so hopelessly dependent on the vagaries of rainfall that a continued drought such as that experienced this year, drives the agricultural population who, at present, has no other occupation, into the depths of misery and starvation. It may be mentioned in

this connection that the existing industrial and weaving schools in Ceylon hardly touch the fringe of the problem. Their instruction, as far as I could gather, is limited to persons of middle and lower middle classes whose main tendency is towards getting a job as teacher rather than starting industries of their own. A programme of imparting practical instruction in cottage industries to the cultivators whom the industrial and weaving schools cannot reach at present because of the nature of their organization, will not however be exposed to such danger owing to the fact that they have had already a major stake in the land and may perhaps be easily induced to undertake cottage industries as a subsidiary occupation.

Varieties of Cottage Industries Suggested.- Of all the prospective cottage industries in Ceylon, the Technical Adviser considers that spinning, weaving and dyeing of coir, cotton, and silk-yarn deserve special encouragement at the present moment and might be introduced among the masses through the demonstration of peripatetic parties. A careful survey of the available raw materials followed by scientific investigation in laboratories and workshops to find out the possibilities of their industrial exploitation is suggested to be the correct and most fruitful procedure which the proposed Department of Industries must undertake in an attempt to develop the resources of the country. There is a number of research institutes which are already functioning in Ceylon, viz., Rubber Research Institute, Coconut Research Institute, Tea Research Institute, etc., and it may be presumed that the proposed Department of Industries will chiefly undertake investigations in connection with industries which are not catered for in these organisations.

In the absence of a thorough industrial survey and closer acquaintance with the social and economical conditions of Ceylon, it is considered unwise to mention at this stage the industries most suited to the Island beyond giving the outlines of the organisation of an administrative machinery fully equipped with scientific equipment for a general campaign of industrial development. From data already at hand it appears, however, that the following industries deserve encouragement and immediate investigation and are already engaging attention: (1) Soap, (2) Cement, (3) Fish products, (4) Bakery, (5) Matches, (6) Coir, (7) Handloom weaving, (8) Button making, (9) Cutlery, (10) Sugar, (11) Fruit-canning, (12) Pottery.

Industrial Survey Suggested.- In addition to the preliminary work of organisation of the Department of Industries, Mr. Guha suggests, in the meantime (a) to carry on an industrial survey of the Island; (b) to help the manufacturers with technical advice; (c) to direct the operation of the provincial peripatetic spinning, weaving, and dyeing parties.

(The Amrita Bazar Patrika, 6-7-1935). +

Revival of Cottage Industries in Mysore:

Sub-Committee Appointed. +

The Government of Mysore State are under-stood to be actively engaged in the consideration of the revival and development in the State of cottage industries, such as weaving, bee-keeping and coir industry. These matters are now under scrutiny by a sub-committee of the Industries Board.

Handloom Industry.- The most important subsidiary occupation in the rural areas in the Mysore State is the weaving industry. Next to agriculture, weaving of cotton cloth is probably the biggest industry in the State. Due to intense competition the cotton and woollen industry have deteriorated to a considerable extent. The Industries Board is now engaged in finding out whether suitable agencies should not be established in several places in the State for easy sale of dependable yarn at cheap prices. Another important factor is that the products of hand-looms in the rural areas should be such as to be consumed locally as far as possible. Sale of these goods in centres away from the places where they are produced or in towns, will not be in such quantities that it will keep the agriculturist engaged in his occupation during a good portion of his spare time.

Other Cottage Industries.- Sheet metal working, carpet weaving, coir industry, glass-making, toy-making etc., are some of the possible village industries that could be ~~may~~ encouraged and developed. In some parts of the Hassan District, the industry of sheet metal working is dwindling down due to causes over which the people have no control. The Department of Industries and Commerce

hope that with the advent of electricity to several parts of the Hassan District, this industry could be developed as a cottage or minor industry.

Toy-making, which is carried on successfully in Chennapatna, is full of possibilities for further development. Toy-making in wood or in scrap iron could be developed as a village industry. The Department of Industries and Commerce, it is understood, contemplate the installation of toy-making set at Chennapatna. If this proves successful, this industry will be introduced wherever electricity is available.

Survey of Position Undertaken.- A comprehensive survey of the cottage and minor industries which could be taken on hand with advantage, is being made by the Department of Industries and Commerce. Action is being taken to get into touch with the Presidents of District Boards and through them the Village Panchayats to form committees which will function as advisory bodies to the Director of Industries. The programme of work for each year will be drawn up by the Director in consultation with these bodies and it will be carried out by departmental agencies, with the help of the non-official bodies. Committees of this nature have been formed in Madras and Bombay and are working successfully.

(The Hindu, 17-7-1935). +

Problem of Educated Unemployed in Bihar and Orissa:

Government Appoints Committee. +

At the meeting of the Bihar and Orissa Legislative Council held on February 2, 1935, Maulvi Sheikh Muhammad Shafi moved a resolution recommending the appointment of a committee of officials and non-officials to devise ways and means to relieve unemployment in Bihar and Orissa, especially amongst the educated classes. After discussion the Hon. Mr. Nirsu Narain Sinha, member in charge of the Commerce department, expressed his willingness to accept the recommendation and the resolution was carried.

In pursuance of the resolution, the Government of Bihar and Orissa have now appointed a Committee of officials and non-officials with Mr. S. Ball, I.C.S., Secretary to the Government of Bihar and Orissa, Education Department, as chairman, to examine and report on the nature and extent of unemployment among the educated classes, to investigate the possibilities of diverting more educated young men to industry and to make recommendations for reducing the volume of middle class unemployment; in particular to examine (a) the extent to which employment can be found in connection with the industries of Bihar and Orissa for the educated young men of the province; (b) the causes which operate against the admission of educated young men in the industries and the measures necessary to overcome their difficulties in securing employment; (c) the technical and other qualifications required for industrial employment and the extent to which facilities are available for acquiring these qualifications; (d) whether posts in the industrial system of the province for which men from this province are fitted are in fact being filled to any considerable extent by men from

other provinces, and if so, for what reasons; (e) the nature and scope of the training provided in the Bihar College of Engineering and the technical and industrial institutes of the province, the extent to ~~which~~ which these institutions qualify their students for industrial employment and whether modifications are desirable; and to make recommendations.

The Committee is authorised to form one or more sub-Committees and depute them to important industrial centres in the province to collect information. If necessary, persons with special local knowledge may be co-opted to the sub-Committees.

(The Leader, 25-7-1935). --

Unemployment in Assam: Government Action on Enquiry
Committee's Report. +

Reference was made at page 60 of our September 1933 report to the appointment of a Committee by the Assam Government to enquire into the unemployment problems of Assam and to devise schemes for solving them. A summary of the more important of the recommendations of the Committee was given at pages 44-46 of our March 1934 report. Information is now to hand regarding the action taken by the Government of Assam on the recommendations. The following is a summary of the Government action:-

1. Economic Survey.- The question as to what can be done in the absence of sufficient funds for a large scale survey, is under consideration.

2. Assam Stores.- The Government are prepared to do what is possible to offer a market for satisfactory local products in the shape of Government purchases. The standardisation of such requirements is under consideration by the Bureau of Industrial Research and Intelligence, which is in correspondence with the Assam Government in this matter.

3. Development of Cottage Industries.- The schemes for the improvement of the handloom and sericultural industries, etc., have already been sanctioned and given effect to with the help of a grant from the Government of India.

4. Soap Industry.- A scheme for giving peripatetic instruction has been sanctioned. This scheme will enable Government to obtain evidence as to the possibilities of this business.

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5. Agricultural Colonies.-- Pending discovery of the large tracts of suitable land that are postulated, Government have decided, as a preliminary step, to undertake training in agriculture of the prospective settlers and have sanctioned a scheme for training unemployed youths on the existing farms.

6. Printing Industry.-- A scheme for training of apprentices in the Government Press is now under consideration of the Government.

7. Service for youths of the Province.-- The Government have addressed the authorities concerned, the railways, steamer, oil and coal companies, tea gardens and insurance companies and have pressed the Committee's point of view, viz., employment of educated young men of Assam in such concerns.

(The Statesman, 15-7-1935).

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Social Conditions

Criminal Tribes in Bombay Presidency;

Working of the Settlements, 1934-35.* +

Population.- According to the report on the working of the settlements established under the Criminal Tribes Act in the Bombay Presidency during the year ending 31-3-1935, the total population of all settlements as it stood on 31-3-1935 was 8,199 as against 8,123 in the previous year. There is thus a slight rise of 76. During the year 170 registered persons with 277 dependents were interned in settlements on the recommendation of the Police. 52 dependents of settlers living in settlements and free colonies were registered and interned under section 16 of the Criminal Tribes Act, as they had proved by ~~that~~ their conduct that it was unsafe to release them from settlements or to allow them to reside in free colonies. During the year 139 registered persons with 348 dependents were released on license to free colonies and 54 registered persons with 120 dependents were released on license to villages. Out of the number discharged from settlements 199 persons including dependents were recalled from license to settlements during the year, from the colonies attached to settlements and from villages, for breach of conditions of license. About 152 persons for whom Government orders of internment have been obtained have not yet arrived on account of some being in jail and others absconding. The population of the free colonies as it stood on 31-3-1935 is 6,865 as against 6,761 the figure ~~of~~ for the last year. There is an increase of 104.

*Annual Administration Report on the Working of the Criminal Tribes Act in the Bombay Presidency, Part I. Price - Annas 2 or 3d. Bombay: Printed at the Government Central Press, 1935.

Employment.- The Report says that owing to unstable economic conditions and general trade depression very strenuous efforts were needed to keep employment in the various settlements at its normal level during the year. 19,00 men, 701 women and 125 half-timers were employed in spinning and weaving mills, railway workshops or factories. 63 were employed in canal construction and maintenance work; 35 in forest coupe-cutting work; 160 in field work under sugar factories; 67 in the Bijapur Special Settlement industries; and the remainder in metal breaking, and general coolie work. These figures are only approximately correct, as they undergo day to day variations. It is remarked that considering the depression existing throughout the country, settlement Managers are to be congratulated on their success in keeping the people under them at work. Another difficult year has been well tided over, and unemployment has never been serious in any settlement.

Health.- The health of settlers and of those living in the Free colonies is reported to have been good. Plague was prevalent in Baramati for 4 or 5 months; and when the towns-people had gone into plague encampments in the fields the settlement and the free colonies were surrounded by plague affected areas. The settlers and free people were inoculated with the result that there was only one non-fatal case.

Education.- Education in settlements is compulsory. Out of a total population of 8,199 in the settlements proper, the number of children attending the day and night schools are 1,779 and 182 respectively, and out of a total population of 6,865 in the free colonies the corresponding numbers are 1,371 and 201. Thus the number of children attending day or night schools per thousand of the population is 239.3 for the settlements, and 229.9 for the free colonies. In addition, 157 children from the settlements and free colonies attend outside vernacular schools and 14 children attend English schools.

95 non-criminal tribe children, and 57 children of the criminal tribes from outside, attend the settlement schools. Various trades in which settlement lads are being apprentised are: carpet^{stry} (23), weaving (36), tailoring (7), masonry (3), smithy (2), agriculture (1), electrical works (1) and moulding (1). During the year 9 boys have passed the examination in carpentry and drawing and 4 the examination in weaving, held by the Committee of Direction for Technical Instruction.

Co-operation.- The Co-operative Credit and Producers' Societies in settlements are reported to have had a satisfactory year and that they are all in a sound financial position. The Gadag Labourers' and Artizan's Society was liquidated as it had not been able to secure sufficient orders in recent years and so began to show a loss. Special attention is being paid to increasing the deposits from settlers in order to provide them with a small capital for purchasing lands or building houses on the eve of their discharge on license. The deposits as they stood on 31-3-1935 amount to Rs. 37,264-6-1. Greater caution in advancing loans is being shown in order to avoid the risk of bad debts. The amount of share capital has increased to Rs.18,879-15-6. The Staff Co-operative Society of the Backward Class Department has made satisfactory progress and the share capital as on 31-3-1935 was Rs. 7,175.

Free Colonies.- As has been mentioned in the previous reports the practice of building good houses on the free colonies is spreading. The staff at Hubli and Gadag are specially to be congratulated upon the development of their colonies during the year. According to the report experience gained during the year tends to show that the discharge of settlers belonging to wandering tribes such as Haranshikaris and Mang-Garudis to villages, as distinguished from free colonies,

requires to be stopped except in most unusual cases. Even when provided with land they do not make good cultivators, and prefer to hire out their land to neighbours on a crop share rather than work it themselves. If their share in the produce is sufficient to maintain them, they may keep out of trouble; otherwise they tend to revert to their wandering habits which will probably lead them again into crime. The only hope for members of these tribes is to keep them permanently in organized colonies under supervision. The year under report saw the formulation of a definite policy in this direction.

Many persons who are freed from the operation of the Criminal Tribes Act, having fulfilled the period of their license satisfactorily, have continued to live in the free colonies of their own choice to receive the advantages of education for their children and the general amenities of the free colonies and assistance in finding employment. It is intended ultimately as the settlers reform and the settlements are closed down, that the free colonies will be absorbed into the Municipal or other local areas, the persons living in them being treated as ordinary members of the public. This has already ~~be~~ happened in the case of Gadag and Bijapur free colonies. The steady rise in the population of the free colonies and the great increase in the number of decent houses built by the colonists themselves are a sure indication of the measure of success attained in the progress towards reclamation.

Special Institutions.- The Women's Home attached to Hubli Settlement which has been established for troublesome and immoral women of all settlements has continued its beneficent work. During the year 13 women were admitted and 13 were discharged. At the close of the year 12 were remaining in the Home. The Women's Home attached to Bijapur Settlement contains 11 women at the time of submitting this report. It

is intended for women who are too old and hardened to be suitably kept in the Women's Home at Hubli, and who it is feared would have a bad moral effect on the younger women. The Children's Home at Hubli, Sholapur and Baramati closed the year with 86 inmates. 14 children have been discharged from the Homes. One died and 18 were newly admitted during the year. Only in extreme cases are children placed in the Homes. Such children are either themselves beyond the control of their parents, or are orphans with no suitable relatives to care for them, or are children of irreclamable criminals.

(The working of the Criminal Tribes Act in the Bombay Presidency during the year 1933-34 is reviewed at pages 69-71 of our July 1934 report).

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Public Health.

Leprosy in Bengal Jute Mill Areas:

Action by Jute Mills Association during 1934. +

Reference was made at pages 57-58 of our June 1935 report to the measures concerted during 1933 by the Indian Jute Mills Association to eradicate leprosy in jute mill areas. During the months of July and August 1934 Dr. B.N. Ghosh, M.B., the Leprosy Propaganda Officer who was responsible under the direction of the Calcutta School of Tropical Medicine and Hygiene for carrying out the leprosy survey of the jute mill areas in 1930-31, - made a comprehensive tour of the leprosy clinics which are now in existence in most of the mills in the membership of the Association. Dr. Ghosh did not issue any report regarding the findings of his tour. In December, however, a ten day's special course in leprosy was held by the British Empire Leprosy Relief Association at the All India Institute of Hygiene and Public Health and this was attended by ten mill doctors who had not previously taken such a course.

(Summarised from the Report of the Committee of the Indian Jute Mills Association, for 1934). +

Standardisation of Safety Guards for Jute
Mill Machinery. +

In 1931 an agreement was reached between the Association and the Factories Department of the Government of Bengal concerning the standardisation of guards and safety devices for jute mill machinery. The agreement applied to new machinery only and prescribed that all new machines installed on or after 1st January 1932 (subsequently altered

to 1st July 1932, with the consent of members) in the mills within the membership of the Indian Jute Mills Association, shall comply with certain general provisions regarding guards and safety devices.

In connection with the working of that agreement the Committee received from the Chief Inspector of Factories, Bengal, in February 1934, copies of letters addressed by him to two mills in the membership of the Association notifying the Managers of the mills that the safety devices fitted to certain new Fairbairn-Lawson Carding Machines stood condemned in consequence of their failure to comply with the terms of the agreement. Under the terms of the relative section of the agreement the Chief Inspector pointed out, all doors in the underframe, and the cage doors, must be controlled by a device which will ensure that they cannot be restarted until they are closed. It appeared that the device fitted to these particular machines had been tested on numerous occasions but had invariably failed, the control lever being capable of being released and the guards opened immediately the belt was struck on to the loose pulley; and in consequence the Chief Inspector had informed the mill Managers that the existing device by not later than 31st August 1934. The Chief Inspector concluded his letters to the mill Managers by stating that "it must be clearly understood that any device dependent for its operation on continuous skilled attention is necessarily unreliable and does not fulfil the terms of the agreement".

(Summarised from the Report of the Committee of the Indian Jute Mills Association for 1934). +

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Migration.

Marketing Legislation Tanganyika, Uganda and Kenya:

Mr. K.P.S. Menon's Report. +

When the Government of India commissioned Mr. K.P.S. Menon, I.C.S. in September 1934 to proceed to Zanzibar to enquire into the effects of certain anti-Indian legislation in Zanzibar (vide pages 87-88 of our August 1934 report for details), he was also instructed to proceed to Kenya, Uganda and Tanganyika and study their marketing systems with special reference to the proposed Marketing of Native Produce Bill, Kenya. Such a study of the marketing systems was to be attempted with a view to assess the probable effect, on Indian ~~xxx~~ interests, of the Kenya Bill, modelled on the legislation in force in Uganda and Tanganyika. Mr. Menon's report has now been published by the Government of India. A summary of the report is given below:-

Indian Interest and Uganda and Tanganyika Marketing Legislation.-
The legislation in force in Uganda and Tanganyika was passed in February and August respectively of 1932. Its main objective was to improve the quality of native produce especially for purposes of export and to ensure payment in cash to the native producer by regulation of marketing. Countries dependent for their economic prosperity on the export of their raw products cannot, in these days of strenuous competition, afford to neglect the quality of what they sell to the outside world. Indifferent packing and inferior quality swiftly bring retribution in the shape of lower prices and reduction or even cessation of exports. Transition from barter to a monetary basis of economy is a common and laudable purpose of administrations charged with the progressive civilisation of primitive communities. No enlightened Government, least of all the Government of India, which has only recently started comprehensive and expensive investigations to improve the marketing of India's raw produce, could object to either of these two aims. India's main concern in the existing and projected legislation in these territories arises from the very natural desire that the methods employed to achieve objects wholly admirable in themselves do not inflict on her nationals who have settled there sacrifices out of proportion to what a settler community may legitimately be required to make in the interests of the prosperity of the land of its adoption and of its indigenous population.

Features of Tanganyika Legislation.- The licensing of dealers in specified commodities produced by natives, the fixation of markets to which dealings in such commodities should be limited, the requirement that transactions shall be in cash and the purchased produce stored under prescribed conditions and, finally, that where the encouragement of some new crop is specially desired by the administration, exclusive licenses should be issued are the main features of the Tanganyika Ordinances and the proposed Kenya Bill. Mr. Menon's task was to ascertain how these provisions had actually worked in Tanganyika and Uganda and how, if enacted into law, they were likely to operate in Kenya from the Indian point of view. The racialism, which has marked the administration of trade laws in South Africa, has made the Indian mind suspicious of seemingly innocuous laws throughout that Continent. It was to be expected, therefore, that Indian opinion, in India and in these countries, should view these developments with apprehension.

Effect of Tanganyika Legislation on Indian Interests.- The papers now published by the Government of India provide material for appraising the situation. In Tanganyika, Mr. Menon could not find any instance in which the powers taken by Government under the Trades Licensing (Amendment) Ordinance had been abused. His anxiety arose from the possibility that these powers might be used in future. As regards the Markets (Amendment) Ordinance, he found it difficult to estimate accurately the effects of the system of marketing controlled in respect of the venue and condition of sale of certain commodities in certain areas which this Ordinance introduced. He claimed, however, that it had eliminated a substantial number of Indian traders from the produce trade and increased the distress of the small traders. Mr. Menon also saw danger to Indian interests from certain provisions of the Co-operative Societies Ordinance of 1932 .

Views of Government of Tanganyika.- The despatch of the Government of Tanganyika deals with all these points in detail. The most satisfactory part of the despatch is the assurance given by the Governor to India's former Agent in South Africa, the Hon'ble Kunwar Sir Maharaj Singh, that in this mandated territory Indians are recognised to be most valuable link in the economic chain and that there is no intention to get rid of them no ~~x~~ less reassuring is the information that, of the two exclusive licences that ~~x~~ have been given since these ordinances came into force, one has gone to an Indian. It is a sign that the principle of exclusive licensing will not be applied in a racial spirit. That the power to restrict the number of itinerant traders in any area has not been used affords ground for the presumption that this class of trader has not suffered.

Working of the Marketing Ordinance in Uganda.- Mr. Menon considers that the Ordinance to control and Regulate the Marketing of Native Produce has been more extensively used ~~x~~ in Uganda than the corresponding legislation in Tanganyika. An exclusive licence was issued in respect of the purchase of groundnuts in the Eastern Province. Buying centres were established and the number of licences, restricted in respect of simsim. Mr. Menon feared that traders in many townships would find it difficult, if not impossible, to go to these centres. He also criticised the Coffee Grading Ordinance, which requires all traders, who buy coffee from natives, to get it

cured and graded in 'licensed curing works', as having diverted the coffee trade into the hands of firms holding licences for curing works - licences in the granting of which it was complained to him there had been racial discrimination, only one Indian having secured a licence out of seven granted. Extension to coffee of the Native Produce Marketing Ordinance, in certain areas, came in for adverse comment as an unnecessary restriction on the private trader.

Views of Government of Uganda.- As in the case of Tanganyika, Mr. Menon's comments, on the legislation in force in Uganda have been reviewed by the Governor of the territory in a long despatch. The action taken in respect of grounds is sought to be justified on the ground that his Government aim at increasing the export of this commodity to an average of 50,000 tons per annum. He admits, however, that, in order to give the holder of the exclusive licence a better chance of perfecting his organisation, the area of his operations has had to be restricted. Application of the Marketing Ordinance to this crop is attributed to the desire to encourage selective buying, without which improvement of quality of the variety which is suitable for export cannot, it is said, be achieved. Separation of the premises in which a dealer carries on the business of the ordinary retail trader from premises in which certain specified varieties of native produce may be stored is considered to be the ideal; hence the requirement that licensed dealers should have a weather-proof store for simsim. Elaborate explanation of the Coffee Grading Ordinance and of the application of the Native Produce Marketing Ordinance to coffee in certain area is also furnished. The real danger of the Marketing of Native Produce Ordinance appears to have lain in the establishment of produce buying centres only at points situated at some distance from retail trading centres. Application of this principle to a large range of commodities handled by the ordinary Indian retail trader would have been a great blow to him. It is satisfactory, therefore, that the Government of Uganda are considering proposals which would permit of the establishment of produce markets at every retail trading centre.

Features of the Kenya Bill.- The Kenya Bill, which is to be introduced in the session of the Legislative Council of the Colony beginning on the 26th June 1935, has the same objects as the Ordinances in force in the two adjoining territories. The Government of India asked the Colonial Office that it should not be proceeded with. Having committed themselves to a policy of regulation and control of the marketing of native produce in Tanganyika and Uganda, the Colonial Government and the Colonial Office could not abstain from giving it a trial in Kenya. Effort should now be concentrated on securing such improvements in the Bill as would provide safeguards against abuse of its provisions. Indians were afraid that, if the Tanganyika and Uganda procedure were followed in the matter of issuing exclusive licences, there would be neither enough publicity nor adequate opportunity for discussing the question whether exclusive licences should be given for a specified commodity. The provision that Government should move a regular motion in the Legislative Council, after 14 days' notice, of their intention

to adopt this procedure for a particular native produce will ensure both. Another Indian fear was that the markets established for specified commodities may be different from the ordinary centres of trade. The Governor proposes to give an assurance that, except for a number of outlying or unimportant trade centres, the policy of Government will be to establish native markets at existing centres of trade.

Views of the Colonial Office.- The following are extracts from the letter on the subject from the Colonial Office of the British Government to the Government of India:-

Delay not Advisable.- Sir Philip Cunliff-Lister has given the most careful consideration to the proposed Bill in the light of Mr. Menon's report. He has also taken into account the observations of the Governors of Tanganyika and Uganda on the experience of the practically identical marketing legislation which has been in force in those territories for the last three years and on Mr. Menon's criticisms of that experience. He feels that, like himself, Sir Samuel Hoare cannot fail to be deeply impressed with the weight of evidence in favour of the legislation which these despatches bring forward. He has reached the conclusion that he would not be justified in prolonging further the delay which has occurred in the carrying through of the Bill. It will be recalled that it was originally proposed to introduce the Bill in July last year.

Indian Fears Groundless.- Sir Samuel Hoare will no doubt agree that the objection taken to the Bill by the local Indian community is based not so much on the fact that the Bill in itself will prejudice their interests as on the fear that the powers which it will give to the Kenya Government to take executive action might be so used as to prejudice their interests in future. This is indeed self-evident since the Bill is no more than an enabling Bill. Sir Philip Cunliffe-Lister trusts that in large part he will be able to show that this fear is groundless.

Exclusive Licenses.- The first ground of objection is stated by the Acting Governor to be the power given to grant exclusive licences. On this point it will be seen that he proposes to introduce a provision that an exclusive licence shall only be granted by motion in the legislative Council after fourteen days' notice. It will also be seen that the Secretary of State has informed him that it is his desire that his prior approval should be sought before notice is given in Council. This will enable any objections to the proposal to grant licences to be fully considered before the grant is actually made. Similar stipulation was made in the case of Tanganyika and Uganda at the time of the passing of their legislation. In point of fact very sparing use has been made of the Governments' powers in these territories: in the case of Tanganyika, as will be observed from the Governor's despatch, only two exclusive licences have been granted in the last three years, one of which was to an Indian.

Provisions re. Marketing.- As regards the provisions of the Bill which relate to the organisation of marketing, it will be seen that

it is proposed to give an assurance that the normal trade centres will be declared native markets, and the Secretary of State trusts that this will go far to remove Indian apprehensions on this head. It will be observed that Mr. Menon suggested that the objects could be attained through the powers which the Government of Kenya already has under the Crop Production and Livestock Ordinance, 1926. Apparently there would be no objection to the same action under that Ordinance as it is now proposed to take under the new Ordinance. If this argument is correct, it seems to Sir Philip Cunliffe-Lister that in these circumstances the marketing provisions of the new Ordinance should be a matter of indifference to the Indian community.

Prosperity of the Native.— Sir Samuel Hoare and the Government of India will readily admit that the prosperity of the Indian trader depends on the prosperity of the native producer, and that no Indian can reasonably object to a policy the whole aim of which is to increase that prosperity. Some of the arguments summarised in paragraph 3 of the Government of India's telegram of the 7th November are to the effect that the proposed legislation will not in fact achieve this aim but the proposals are put forward by the Government of Kenya with full knowledge of the local conditions and in a matter of this nature the views of the Colonial Government - with which Sir Philip Cunliffe-Lister is in agreement - must obviously prevail.

(Summarised from the Gazette of India Extra-Ordinary, dated 24-6-1935).

5 (A summary of Mr. Menon's Zanzibar Report is given at pages 77-80 of the report of this Office for November 1934). +