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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for July 1938.

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

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Ratification

Minimum Age (Industry) Convention (Revised) - 1937;
Implementing Legislation Contemplated by
Government of India. ✓

It is understood that legislation to give effect to the I.L. Convention regarding Minimum Age (Industry) - (Revised), 1937, is now contemplated by the Government of India. (Article 7 of the Convention contains certain special provisions for India). A bill giving effect generally to this Convention is likely to be introduced in the Central Legislature at its forthcoming autumn session.

(The Hindustan Times, 14-7-1938)..

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National Labour Legislation.

Underground Work of Women in Mines: Pro-
hibited by Government of Jodhpur. ✓

The Government of Jodhpur (an Indian state in Rajputana) has promulgated rules under the Jodhpur Mines Act prohibiting women from working underground in mines in the State.

(The National Call, 5-7-1938)..

Pleas of "Common Employment" and "Assumed Risk" in Work-
men's Compensation Proceedings to be inadmissible:
New Legislation Proposed by Government
of India. ✓

It is understood that the Government of India has under contemplation a legislative measure which will give additional protection to the interests of workmen in the matter of injuries sustained by them in the course of their occupation.

Existing Position. According to the law as it stands at present, one of the remedies for persons injured by accidents is to file suits for damages against their employers in civil courts, and under the law two defences may be evoked by the employer to defeat the claims: One is the defence of "common employment" by which an employer can plead that an accident was due to the default of a fellow workman, and that, therefore, he is not normally liable to pay damages; and the other is the defence of "assumed risk" by which an employer is not liable for injuries caused to workmen through the ordinary risk of employment, and a workman is presumed to have assumed risks which were apparent when he entered upon his occupation.

Recommendations of the Whitley Commission. The Royal Commission on Labour, which went into this question, regarded both the doctrines of "common employment" and "assumed risks" as inequitable, and recommended that a measure should be enacted abrogating these defences. (vide pages 314 -15 of the Whitley Report). Their recommendation was referred to the provincial Governments and minor administrations in 1932. The recommendation had the support of most of these Governments. In view of certain recent judicial decisions of a conflicting nature involving questions of "common employment" and "assumed risk", the Government of India has decided to proceed with necessary legislation forthwith.

A Bill on the subject, it is expected, will be introduced in the August 1938 Session of the Central Assembly.

(The Statesman, 23-7-1938).

Exemptions from Hours of Work and Weekly Rest.

Provisions of the Indian Factories Act:

Bengal Government's Proposed Regulations. ✓

Attention is directed to pages 1486 to 1490 of Part I of the Calcutta Gazette dated 28-7-1938 where are published the draft of certain rules which the Bengal Government proposes to adopt under Section 43 of the Factories Act. The rules define the classes of factories which may claim exemption from the provisions of the Act regarding hours of work and weekly rest and the conditions under which such exemptions may be availed of.

The Baroda Trade Unions Act, 1938. ✓

As a number of trade unions have grown up in the Baroda State within recent years and as there has been no provision in the existing laws of the State to regulate them properly, the Baroda Government has recently included in its Statute Book, the Baroda Trade Unions Act, 1938. The Act, it is reported, has come into effect from 7-7-1938. The new enactment is reported to be based on the lines of the British Indian Act on the subject. The Government has appointed Dr. C.A. Mehta, Director of Industries and Labour, to be the Registrar of Trade Unions.

(The National Call, 10-7-1938).

(A copy of this Act has been asked for and will be forwarded to Geneva when it is received in this Office.)..

The Baroda Trade Disputes Act, 1938:

New Legislation Comes into Force. ✓

As a result of the increasing tempo of industrial production during the last few years and the growing labour unrest in Baroda State, the Government of the State felt the necessity for the adoption of measures for controlling trade disputes. In 1932, the Government set up a Conciliation Board and soon after introduced legislation on the model of the British Indian Trade Disputes Act, 1929. It is now understood that the Baroda Trade Disputes Act,

1938, received the assent of His Highness the Gaikwar recently and has come into effect. The salient features of the Act are summarised below:

Reference of Disputes to Voluntary Conciliation: The new enactment which is divided into eight chapters, lays down that in the event of a trade dispute between an employer and any of his workmen, the Director of Industries and Labour, with the sanction of His Highness or his Government, may order reference of relevent matters of the dispute to a Court of Enquiry to be appointed by the Government of to a Board of Conciliation, provided both parties to the dispute apply either separately or conjointly for such reference and the Government is satisfied that such applicants represent majority of each party to the dispute. The Court would consist of an independent chairman and such other independent persons as the Government may appoint.

Board of Conciliation: The Act also lays down the constitution of a permanent Board of Conciliation the business of which would be to endeavour to bring about a settlement of a dispute referred to it in such manner as it thinks fit and without delay.

Strikes in Public Utility Concerns: The Act lays down that strikes in public utility concerns should be declared only after a months notice in writing. If any strike declared without notice or within the notice-period in such concerns, the penalty which on strikers will be imprisonment which may extend to one month or a fine up to Rs. 50/- or with both. Similarly employers declaring a lock-out in such concerns without notice or with the notice-period are punishable with imprisonment up to one month or with a fine up to Rs. 1,000/- or with both.

Illegal Strikes and Lock-outs: Chapter 7 of the Act defines what are illegal strikes and lock-outs and punishes any person declaring, instigating or inciting others to take part or commit acts in furtherance of such illegal strikes or lockouts with imprisonment extending to three months and fine up to Rs. 200/-.

(The National Call, 10-7-1938).

(A copy of the Act has been asked for and will be sent to Geneva when it is received in this Office). .

Recognition of Registered Trade Unions by
Employers: Mr. N.G. Ranga's Indian Trade
Unions (Amendment) Bill, 1938..

Mr. N.G. Ranga, M.L.A., (Central) has given notice of his intention to introduce an Amending Bill to the Indian Trade Unions Act, 1926, so as to make provision for the compulsory recognition by employers of registered trade unions and to grant leave to union leaders to attend Legislatures of which they are members. The two additional clauses which Mr. Ranga has proposed to be added to the Indian Trade Unions Act are as follows:-

1. Recognition of Unions. A trade union duly registered under this Act, which satisfies such conditions as may be prescribed by the Government of India in respect of central services and by local Governments in respect of local industrial undertakings, shall be recognized by all employers in the industry for the employees of which that trade union functions.

2. Leave for Legislative Work. No employer shall refuse ~~leave on loss of pay to any of his~~ employees who are members of a registered trade union, whenever such leave is required by such employees for the discharge of their functions as members of a local Legislature or local Board or as officers of a trade union.

3. Penalty. A maximum fine of Rs. 50 for default of the first provision, and in case of continuous default an additional fine which may extend to Rs. 50 each week after the first, during which the default continues, is prescribed: while non-compliance with the second provision is punishable with a maximum fine of Rs. 500..

(The Statesman, 29-7-1938)

Legislation for Promoting Industrial Peace:

Bill Drafted by Bombay Government..

The following details regarding a new Bill drafted by the Government of Bombay for introduction in the local Legislature at an early date with a view to make provision for the promotion of peaceful and amicable settlement of industrial disputes by conciliation and arbitration, is taken from a Communique dated 30-7-1938 on the subject issued by the Director of Information, Bombay. The Government had drafted a Bill in March 1933 for the purpose, but as the result of criticisms on that bill and of a more thorough and detailed examination of the problem many changes have been made in the present Bill.

Notice and Registration of Changes in conditions of Service:-

The basic idea of the bill is to ensure that the redress of grievances of industrial workers shall be taken in hand without delay and for this purpose it is provided that no employer can make any alteration in the conditions of service, wages, etc., of his employees without giving them due notice and at the same time informing the Government authorities who will function under the Act -- the Labour Officer, the Conciliator and in some cases the Registrar -- as well as registered unions or other representatives of the workers. Negotiations with regard to the acceptance or the refusal of the proposed change will then take place and if agreements are reached they will be properly drawn up and registered with the Registrar.

In the same way, employees who have grievances which they wish redressed or alterations in wages and conditions of service which they desire to be made will similarly be required to notify the appropriate authorities as well as their employers.

Disputes re. Changes in Conditions. Only if the parties fail to reach an agreement is a trade dispute considered to have occurred and the official Conciliator will then step in and endeavour to bring about a settlement of the dispute. If he fails, or if Government otherwise orders, a Board of Conciliation may be appointed.

Strikes and lock-outs Illegal during Conciliation-Proceedings:

During negotiations and conciliation proceedings it will be illegal for an employer to cause a lockout or for the workers to go on a strike, because one of the underlying ideas of the bill is to prevent lightning strikes.

Obligations of Employers to draw up Standing Orders:- One

of the most fruitful causes of strikes, it is observed, is the absence of any set of rules or regulations dealing with the day to day discipline and working of a factory. The Bombay Millowners' Association has standing orders and so have public utility services, and the bill provides that every employer must draw up standing orders regulating relations between him and his employees with regard to a number of industrial matters that are set out in a schedule to the bill. These standing orders have to be approved by the Commissioner of Labour and registered with the Registrar and thereafter they continue to be in force for twelve months and are binding upon the employer and the workers in the factory. From the decisions of the Commissioner of Labour an appeal lies to a Court of Industrial Arbitration.

Court of Industrial Arbitration:- The Court of Industrial

Arbitration is a distinctive feature of the new Bill and it is hoped that in course of time it will play a very important part in the industrial life of the Province. The bill provides for use of the Industrial Court as a voluntary Court of Arbitration to which an industrial dispute can be referred by the parties for a final and binding decision. The Court will consist of two or more members, one of whom shall be its President, and the President shall be a person who is or has been a judge of a High Court or is eligible for being appointed a judge of such court. In addition to its functions as a Court of Arbitration the Industrial Court will be the appellate and deciding authority to decide appeals from the Orders of the Registrar, as regards the registration of unions under the Act or cancellation of

unions and also as regards references by a Registrar or by an Arbitrator for a decision on a question of law. The Court will also decide whether a strike or lockout or a proposed change is illegal and it will also interpret awards given by it under arbitration proceedings.

Arbitration of Disputes: It will also be open to employers and employees to agree to submit all disputes between them to arbitration, either by the Industrial Court or by an agreed arbitrator. In such cases the conciliation machinery of the Act will not apply, but the arbitrator's awards will be registered.

Organisations of Workers: The duties of the Registrar are important because he will have to decide whether unions are entitled to be registered, the basis upon which registration is obtainable being based upon membership relative to the number employed in the industry or recognition by an employer. The whole Province will be divided into areas and in each area there can be only one registered union in respect of any industry or occupation in that area. The bill also provides for qualified unions where there are no registered unions. Here, as in the case of registered unions, qualification depends upon the union having a membership which bears a prescribed percentage to the number of workers engaged in the industry or occupation in local area. +

Labour Conditions in Hyderabad Collieries. +

The following information regarding conditions of labour in collieries in the Hyderabad State is taken from a press note issued by the Information Bureau of the Hyderabad Government on 2-7-1938.

Output of Collieries. The coal mining industry is one of the more important large scale industries of Hyderabad. The mining operations are carried on at three places -- Singareni, Tander and Kothagudium. The total annual output of the three collieries has increased steadily from 552,133 tons in 1913 to 1,007,570 tons in 1937.

Numbers of workers, Housing and Sanitation. The three collieries employ approximately 12,000 people regularly, the bulk of whom are housed in the vicinity of the mines. They are housed in stone and concrete buildings in which ample ground inside is left for the cultivation of garden produce. At the Tander Collieries the houses are of a more spacious and up-to-date design than the old types of buildings in use at Singareni Collieries. In the new houses being built at Kothagudium Collieries, extra ventilation, better facilities and cook houses are being provided. It is the intention of the authorities to instal the flush system of sanitation.

Special attention has been given to water supply arrangements and sanitary work. Good drinking water is distributed in pipes to the various parts of the Collieries area by pumps. A special department deals with the removal of refuse above and below ground and special precautions are taken to prevent the spread of epidemic diseases. It is recorded that at no time during the last 25 years has any serious epidemic, involving a large loss of life occurred.

Medical Facilities. Medical and sanitary work is carried out under the supervision of a fully qualified European doctor assisted by five qualified Assistants. There is at Singareni Collieries a fully-equipped hospital, including a bacteriological department and X-Ray equipment, of 70 to 100 beds. In addition, there is an isolation ward of 20 beds. This year an Ante-Natal and child welfare centre clinic in charge of a lady doctor has been opened by the Company. Up-to-date arrangements also exist for rendering first aid in case of accidents at the pits themselves. At the Tander Collieries a fully-equipped hospital of 20 beds together with an isolation ward has been erected for the treatment of accidents and of cases of illness.

Conditions in Underground Working. The underground workings are well-ventilated by double inlet "sirocco" fans. In laying out the underground workings special efforts have been made not only for providing good ventilation but also for dealing with fire or floods.

Accident Prevention. With a view to reducing accidents, special attention has been given to the training of underground officials; the hours worked by these officials have been recently reduced. A fully-qualified lecturer has also been appointed for the purpose of giving lectures on practical mining subjects to these officials.

Hours of work and Workmen's Compensation. The three-shift system under which no labour is employed for more than eight hours a day has been in force since the collieries were first opened. Compensation for accidents is paid on the basis of the British Indian Workemen's Compensation Act, 1923, as amended up to 1929.

Encouragement of Thrift. In 1921 a provident fund was started under which all subordinate officials, clerical and other junior staff in receipt of monthly salaries, are now members. In 1934 a savings scheme for the benefit of daily paid employees was brought into operation under which a certain sum of money is collected each month on which 5 percent interest is allowed by the Company.

Recreational Facilities. Arrangements have been made for the provision of recreation for the workpeople; at Singareni and Tandur Collieries, recreation clubs have been opened for the use of the employees, at which provision has been made for games. In each club an up-to-date wireless set has been installed. It is proposed to open in the near future a recreation club for the use of the employees at Kothagudium Collieries. Children's playgrounds have been opened at Singareni and Tandur Collieries.

Bihar Scavengers' Conference - Patna 9-7-38:

Demands re. Minimum Wages, Holidays with Pay, etc.,

The Bihar Scavengers' Conference, which met at Patna on 9-7-1938 under the Presidentship of Mr. Jagjiwan Ram, a Parliamentary Secretary with the Bihar Ministry, passed a number of resolutions urging improvement of the social and economic conditions of the scavengers, chiefly employed in the Municipalities of the Province.

The Conference requested the Government to so amend the Bihar Municipal Act as to make ^{the} following provisions obligatory and binding on Municipal Boards.

- (a) Appointments and dismissals of sweepers to rest in hands of a Committee.
- (b) Permanency of service to scavengers, with benefit of Provident Fund.
- (c) A monthly minimum salary of Rs. 15, rising up to Rs. 20, with annual increment of annas 8 should be provided.
- (d) Half-holidays on Sundays and other festival days.
- (e) 15 days' leave on full pay and one month's leave on half pay in the year.
- (f) One month's maternity leave to females with pay.
- (g) Simple uniforms to be provided for scavengers while on duty.
- (h) Housing arrangements (quarters) for all scavengers of Municipalities with proper arrangement of water, light, etc..

Report of Labour Census in Hyderabad
State, 1935.*

The Director of Statistics, Hyderabad State, has submitted to his Government the first issue of a quinquennial report on a labour census of the State. The statistics collected relate to the first week of Isfandar 1344 Fasli (January 1935).

The village officials of the Revenue Department collected the required information for rural and urban labour. The factory owners and Government institutions supplied data regarding their concerns. In addition to the schedules, a questionnaire was issued to perennial factories calling for information on hours of work and conditions of employment, etc.

Method of Census. The system adopted for the present census was that in order to see to the regular trend of the rise and fall of wages every Tahsildar was asked to select four of the typical villages and one town (preferably the taluqa headquarters in his jurisdiction) from where the data was collected. In future censuses also data will be collected from the same areas.

Agricultural Wealth of Hyderabad. Sir M. Visweswarayya has estimated the value of agricultural produce in general of the Hyderabad State at Rs. 25/- per acre. On this basis, the total cultivated area of the State in 1935 being 28,781,926 acres should have yielded an income of nearly 720 million rupees. This, when divided by the estimated population of the State, of 1,50,30,600 persons in 1938 gives an income of Rs. 47-14-0 per annum per person with an ^{average} acre of nearly two acres of cultivated land.

Statistics of Labourers. For purposes of collecting statistics labour was divided into four classes: (1) skilled labour (including carpenters, blacksmiths, masons etc.); (2) agricultural workers; (3) unskilled labour, and (4) factory labour.

* Report on Labour Census 1935 (1344F.)- Hyderabad-Deccan - Government Central Press, 1937. - Price Rs. 3/- 90.000.

(1) Skilled Labour. The following table gives the statistics of various classes of skilled workers according to the population census returns of 1931.

Class of Worker.	Number according to caste.	Actual Number of workers.
Carpenters	110,350	30,688
Blacksmiths	93,460	24,689
Coppersmiths	35,730	13,341
Goldsmiths and Silversmiths	137,891	32,818
Workers in Other metals and smelters. ---		1,564
Masons and Stone Dressers	217,574	20,335
Leather Workers	----	73,614
Fishermen	----	99,481
Tailors	----	40,854
Washermen	----	108,714
Barbers	----	36,580
Potters	154,198	43,933

(2) Agricultural Workers. According to the Census Report of 1931 there were 1,479,662 agricultural labourers (705,968 males, 773,694 females) and 1,228,870 herdsmen and shepherds (625,320 males and 603,550 females). The number of cultivators was 3,393,420.

(3) Unskilled Labour. The Census Report for 1931 gives the following number of unskilled labourers in the State under various heads:-

	Males.	Females.
Labourers employed on canals	9,682	2,131
Labourers employed on roads and bridges.	89,627	59,972
Porters and Messengers	5,491	414
Railway labourers	59,008	48,999
Domestic servants	317,317	217,026
Labourers unspecified.	92,825	81,944
Total	573,950	410,486

Total (males and females) 984,436.

(4) Factory Labour. The number of workers in factories was 33,424 in 1931; 30,625 in 1932; 33,308 in 1933; 39,157 in 1934; and 52,109 in 1935 distributed in 469 factories.

The textile Industry. The Textile industry is the chief industry of the State and employs 189,051 persons according to the 1931 census. The analysis according to the various occupations connected with the textile industry is as follows:-

	Number of persons employed.
Ginning, cleaning and pressing	17,775
Spinning, sizing and weaving	141,572
Rope, twine, string and other fibres.	10,606
Wool-carding, spinning and weaving	16,296
Silk spinning and weaving	2,156
Dyeing, bleaching, printing etc.	4,686
Lace, embroideries, etc.	828

Handloom Industry. The most important of the State's village industries is ~~the~~ handloom weaving, nearly every district having its professional weavers who are part-time agriculturists. The 1931 Census Report shows that 111,998 workers on handlooms were engaged in the production of cloth; the industry supports a population of 194,063.

Wages: Main Features. The data regarding wages collected in the labour census has not been analysed properly due to lack of qualified statisticians and shortage of hands in the Department. Steps were taken merely to collect the data for the time being.

The census has shown that in rural areas the wages are mostly paid in kind and for this there is no hard and fast rule and no regular system in vogue, the amount varying from village to village.

Two features are, however, noticed as regards the wage position in the present Census:

(a) Although in most of the villages more than one method of payment is in vogue, it seems that in many cases cash wages are replacing wages in kind in the State. Many of the taluks, which formerly paid labourers in grain, only, are now reported to be paying in cash.

(b) The wages rates have diminished since 1337 F. (1928) by 33 to 50 per cent. due to the economic depression. Wherever payments were made in both cash and kind the latter has either been withdrawn or reduced to half. Women's wages in the rural tracts are about fifty per cent. of men's in the same occupation.

Wage Rates of Agricultural Labourers. The following were average daily rates of wages of different classes of workers in 1935: Blacksmiths Rs. 1-10-10; Carpenters Rs. 1-12-5; Ploughman Rs. 0-3-11; Sowers and Transplanters: males Rs. 0-4-4; females Rs. 0-2-8; Herdsmen Rs. 0-2-9; Other agricultural labourers males Rs. 0-4-6-; females Rs. 0-2-8;

Wage Rates of Factory Labourers. The Census shows that wage rates in industries in the Hyderabad State vary very widely not only from centre to centre and unit to unit in the same centre but also between different individuals in the same occupation in the same unit.

Bonus. Besides wages in kind or cash or both, regular workers or permanent labourers, while working away from home, are given food

or certain facilities for meals. The details vary according to the districts and local customs. A coarse balnket for the daily use, a pair of country-made leather footwear, a pair of dhotis, and tobacco for the earthern pipe are the articles that are given once a year. Thus bonus in the case of rural labour may be regarded ^{more} in kind than in cash. On certain festivals there is a general practice of giving dhotis, saris, etc., to the urban labourers and in some cases cash amounting to annas eight to rupee one.

Bonus to the factory labour though not given in general in the Hyderabad State, but the bigger concerns there is a system of paying or crediting one month's pay every year ~~of work~~ as bonus.

Hours of Work. The hours of labour in different classes of factories according to the data gathered during the labour census are tabulated below:-

Concerns.	Daily.	Weekly.
Textile mills.	9 to 10	..
Ginning and pressing factories..	10	60
Oil mills	10	..
Rice mills	10	..
Cement factories	8 to 8 1/2	..
Jails	7 1/2 to 8	..
Iron works	8	56
Button factories.	8 3/4	..
Stone polishing factories.	10	..
Manure works	9	54
Tiles & pipes factories (male, female & child)	10	..
Distilleries	8	52
Motor workshops	9	54
Government Central Press	7	42
Government Electrical Department	8	48
Match factories. (male & female	10	60
Child	6	..

(A copy of the Report ^{will} ~~has~~ been forwarded to Geneva with this office's minute D-1/ /38 dated 28-7-1938) ~~when received in this Office~~.

Complete

United Provinces Employers Urge Action against Communism: Local Government's Attitude of Toleration.

As an aftermath to the recent labour troubles in Cawnpore, the Employer's Association of Northern India had ^{asked for} definite assurances from the United Provinces Government that active steps would be taken to check the spread of communistic propaganda amongst the workers.

United Provinces Government's Attitude of Toleration. The United Provinces Government in its reply says that Congress stands for non-violence and goodwill amongst all classes and sections of the community and for justice for all. Consistently

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with these principles it aspires to advance the interests of the masses, including workmen. It does not wish that the Red Flag should be substituted for the national tri-colour flag, (Congress flag), but communism as a doctrine or as a school of political thought, however much one may dislike it, cannot be suppressed by coercive methods alone. There is no ban on it in civilised states such as the United Kingdom where communists have been openly carrying on their propaganda and seeking election to legislature on communist tickets. Finally the United Provinces Government has pointed out that associations like the Employers' Association of Northern India must be concerned not so much with political opinions of individuals as with the maintenance of discipline, scrupulous fulfilment of agreements, proper discharge of duty and avoidance of lock-outs, and that the Government will exert authority to secure these conditions.

(The Leader, 10-7-1938). +

Working Class Cost of Living Index Numbers for Various Centres in India during May 1938. *

The cost of living index number for working classes in various centres of India registered the following changes during May 1938 as compared with the preceding month.

~~Bombay.~~ The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in May 1938 declined by 1 point to 104. The average in the year 1937 was 106.

~~Ahmedabad.~~ The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad in May 1938 rose by 1 point to 70: for 1937 the average was 75.

~~Sholapur.~~ The index number (Base: Year ending January 1928) of the cost of living in Sholapur during May 1938 increased by 1 point to 71. The average for 1937 was 73.

~~Nagpur.~~ The index number (Base: January 1927) of the cost of living in May 1938 remained stationary at 61.

~~Jubbulpore.~~ The index number (Base: January 1927) of the cost of living in Jubbulpore in May 1938 declined by 1 point to 55.

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Forced Labour in Bihar;
Government's Preventive measures.

Begar (forced labour) is still prevalent in many parts of Bihar, particularly in the rural areas. Mr. Jagjiwan Ram, M.L.A., Parliamentary Secretary, Bihar Government, has recently been interesting himself in the matter and has been receiving a number of deputations from the victims of this system. It is understood that, while the Government of Bihar is not inclined to introduce legislation for prevention of forced labour, it is willing to grant certain facilities to those from whom such exactions are made to have their grievances redressed through the Courts. A valuable concession contemplated is that complaints in begari cases will not have to affix necessary court-fee stamps on their petitions of complaints. The Government is further enquiring into the possibility of getting such cases conducted by Government lawyers. It is expected that this action of the Government will check the 'begari' system to a considerable extent.

(The Andhra Bazar Patrika, 17-7-1938).

Wage Standardisation in Coimbatore Textile Mills;
Mr. Strathie Submits Report to Madras
Government.

Reference was made at page 19 of our May 1938 report to the Madras Government's order on the Report of the Court of Enquiry into the Coimbatore Textile dispute. The Government observed that some of the recommendations of the court involved legislation, some amendments to the rules framed under the Factories Act and a few executive action, while in respect of others they stated that they were inclined generally to endorse the conclusions of the court. The Government also called particular attention of the millowners to the recommendations with regard to the need for an immediate increase in the rates of wages paid to skilled and unskilled workers and the grant of sick and casual leave to them.

Representatives of the millowners and workers since waited in deputation on the Hon'ble Minister for Industries and Labour on the 25 and 27-6-1938 respectively, and acquainted him with their several view points on the Report of the court in general and on the question of standardization of wages in particular. The Government directed Mr. D.N. Strathie, I.C.S., Commissioner of Labour, Madras, to study on the spot in consultation with the

representatives of the employers and the workers of Coimbatore, not only the question of standardisation of wages, but also other questions arising out of the other recommendations of the Court of Enquiry, to formulate his recommendations and submit a report to Government as to how far matters can be adjusted satisfactorily between the parties. (Communique dated 2-7-1938 issued by the Development Department, Madras.).

According to another Communique issued on 19-7-1938 by the Development Department, Madras, Mr. Strathie has submitted his report. The report is now being examined by the Government which hopes to announce its decisions in the first week of August 1938.+

The United Provinces Trade Union Recognition Bill, 1938:
Views of Employers' Association of Northern India. +

References were made at page 5 of our April 1938 and page 1 of our May 1938 reports to the introduction and circulation of the United Provinces Trade Union Recognition Bill, 1938. The following is a brief summary of the views on the Bill expressed by the Employers' Federation of Northern India.

The Association opposes the Bill in its entirety, and says that a Bill on similar lines was introduced in the Bombay Legislative Assembly by Mr. Jhabvala in January 1938 and was strongly opposed by the Government of Bombay and consideration of it was postponed sine sine die. The United Provinces bill, makes detailed provisions regarding the recognition of trade unions by employers, but there are no provisions imposing obligations on trade unions to promote cooperation between employers and labour and for the safeguarding of the interests of workers themselves in collective bargaining. The Association does not accept the underlying principle of the Bill that employers should be compulsorily forced to recognise any trade union merely because it is registered under the Trade Unions Act. The Association directs attention to its memorandum to the Cawnpore Labour Enquiry Committee, where it has set forth its views in regard to the formation of trade unions and the Cawnpore Labour Enquiry Committee in its report has also devoted a chapter to this subject and made a number of recommendations which have been endorsed by the Government in its resolution of 17-6-1938. It is the considered opinion of the Association that the Bill should not be proceeded with.

(The Leader, 24-7-1938).+

Programme of Labour Legislation of Madras Government.

The following information regarding the ~~immediate~~ labour legislation programme of the Government of Madras is taken from the Government's review of the working of the Factories Act in Madras during 1937, which has been made an occasion for declaring the Government policy in the matter. (G.O. No. 1557 dated 25-6-1938 of the Development Department, Government of Madras, appended to the Report on the working of the Factories Act in the Madras Presidency for the year 1937).

1. Declaration of "Unregulated" Concerns as Factories. During 1937 the Government pursued an active policy of declaring as "Factories" under the Act industrial concerns like decorticating factories, beedi factories, match factories, in which conditions of work were suspected to be very bad. The question of notifying unregulated establishments such as small rice mills, printing presses, and tobacco grading work places has been deferred pending the strengthening of the inspectorate. The Government has, however, recently notified (vide Notification No. 515 dated 13-6-1938 -- G.O. No. 1481, Development dated 13-6-1938 -- pages 921-922 of the Fort St. George Gazette dated 21-6-1938). ~~Subdivisional Magistrates, Director and Assistant Directors of Public Health, District and other Health Officers and Commissioners of Municipalities where there are no health Officers to be Additional Inspectors of Factories.~~

2. Industrial Relations. Industrial relations in Madras Province during 1937 were rather strained and the Government had, since August 1937, to bring the machinery of conciliation provided by the Trade Disputes Act, 1929, into play on four occasions and in two cases they had to persuade the parties to have recourse to arbitration to resolve their differences. The Government is, in the light of its recent experience, clearly of the opinion that the machinery for settlement of disputes is susceptible of considerable improvement. This question is under its active consideration at present.

3. Reduction of Spreadover. So far as the conditions of work are concerned, the Government has had under its examination to what extent these could be bettered under the rule-making powers vested in it by the Factories Act. It has under consideration proposals for restricting the grant of exemptions from certain provisions of the Factories Act, for the reduction of the spreadover of working hours from 15 to 13 hours a day, and for the provision of better washing and eating facilities.

4. Holidays with Pay. Another question that has been agitating the minds of the workers is the question of the grant of holidays and leave, sick or otherwise, with pay. The Government is glad to testify to the readiness with which employers in general have come forward to concede these demands of the workers, and hopes that those employers who have not yet acceded to these demands will soon fall in line and thus help to remove a cause for legitimate grievance on the part of workers in general.

5. Stricter Application of Maternity Benefit Act. The Government notes with concern the widespread evasion of the provision of the Maternity Benefit Act. They are prepared to take all effective steps, legislative or otherwise, to see that the benefits of the Act are not denied to those on whom the Legislature has seen fit to confer them.

6. Organisation of Labour Office and Unemployment Relief. The Government has under its consideration two other proposals concerning factory labour. The question of organizing a Labour Office on the model of the Bombay Labour Office is engaging ~~the~~ ^{its} attention. It has also under examination a scheme for giving relief to the unemployed. In this connexion the Government has had the advantage of consulting representatives of capital and labour recently, and hopes to be able to place its proposals before the Legislature at an early date.

6. Housing of Workers. The Government points out that the housing ~~of labour~~ has become an urgent problem and must be tackled early if it is not to assume dangerous proportions. The Government hopes that the mill owners in general and of Coimbatore in particular will pay adequate attention to this problem at an early date in view especially of the findings of the Coimbatore Court of Enquiry in this regard.

Enforcement of Conventions.
Factory Administration in Bengal, 1937.* ✓

Number of Factories. According to the Annual Report of the administration of the Factories Act in Bengal for 1937, the number of factories on the register at the close of the year was 1,694, an increase of 27 on the previous years' total. Of these, 1,308 were perennial factories and 386 were seasonal. The powers conferred on Local Governments by Section 5 (1) of the Act, under which any premises employing less than 20 workers may be declared to be a "factory" was exercised in the case of 11 concerns.

Number of Operatives. The average daily number of workers employed in registered factories is as follows:-

	Men.	Women.	Adolescents.	Children.	Total.
In perennial Factories.	463,023	53,280	6,703	707	523,713
In Seasonal Factories.	30,922	7,321	3,673	829	42,745
Total	<u>493,945</u>	<u>60,601</u>	<u>10,376</u>	<u>1,536</u>	<u>566,458</u>

The report shows an increase of 35,223 workers over the 1936 number. Jute mills were responsible for an increase of 15,997 workers out of the total increase, iron and steel smelting and rolling mills for 5,032 workers, general engineering for 2,062 workers, leather and shoe works for 1,306 workers, Jute presses for 1,128 workers and rice mills for 1,003 workers.

Women, Adolescents and Children. Few really serious cases of illegal employment of women, adolescents and children were detected, most of the infractions being of a technical nature. With regard to women, prosecution proceedings had to be resorted to in one instance only, the infraction being Sunday employment contrary to the provisions of section 35. Also, one case and two cases respectively had to be instituted for the employment of adolescents and children without the requisite medical certificate.

During the year 853 children were examined by the certifying surgeon, and of that number 573 were certified as being 12 years of age or over and physically fit for employment, and 173 were certified as 15 years of age or over. 2,318 young persons desirous of obtaining certificates as adolescents were examined by the certifying surgeons. Of that number 2,263 were certified as over 15 years and fit for employment as adults.

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* Government of Bengal - Annual Report of the Administration of the Factories Act in Bengal for the Year 1937. - Superintendent, Government Printing, Bengal Government, Alipore, Bengal, 1938.

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Inspection. During the year a total of 3,052 visits were made by the Inspectors to registered factories and 242 to unregulated concerns. 470 factories were visited once, 270 twice 121 three times and 173 more than three times. The figures include 679 special visits for investigation into complaints, enquiry into accidents, collection of statistics, etc., and also 124 surprise visits outside legal working hours. 160 factories were not inspected.

Hours of Work. The report points out that in factories in which more than one set of working periods are specified, it is not possible to ensure that the daily and weekly hours limit laid down by the Act are being adhered to. Since those systems are permissible under the Act, however, effective action cannot be taken. The reduction in statutory hours of work which came into force with the new Act in 1935, it is reported, has not apparently produced any increase in illegal working of extra hours. Inspectors report that the workers show an increasing objection to long hours and that employers are beginning to appreciate more and more that long hours are not always advantageous, to output. In so far as jute mills and the larger factories are concerned, it can be said that the spirit of the Act is being properly observed. In one or two such factories only were deliberate instances of illegal working detected.

Contract Labour. The position in regard to the control of working hours of labour employed through contractors in the ship-building and engineering industries, remains the same as recorded in previous reports. With directly employed labour, it is pointed out, evasion of the law is simple, where the employer is so minded; but under the contract system of employment, not only can the weakness of the law be exploited but the industries concerned can, in their peculiar circumstances, rightly claim clemency in their difficulties. Any abrupt regulation of contract labour according to the law, however, it is remarked, is liable to result in grave disturbances in the industries involved.

Wages. As far as could be ascertained, there had been no material change in the rates of wages in the principal industries. As regards jute mills, it is understood that considerable progress has been made in the standardisation of wages.

Housing, Welfare, etc. The report states that housing of factory operatives, the conditions under which they live, and the welfare work carried out on their behalf, remain much the same as reported in previous years. Jute mills have maintained whatever welfare schemes have been inaugurated by them and in several instances additional blocks of quarters together with the usual associated amenities, have been provided. Also, probably, in anticipation of the coming into force of the Maternity Benefit Act during the ensuing year, there has been a considerable increase in the number of mills which have adopted schemes corresponding to the requirements of that Act. As regards major industries or factories other than jute mills, there is little to record in the direction of increased housing and welfare activities.

Accidents. Of 8,059 accidents during the year 70 were fatal, 1,575 were serious and 6,464 were minor. Compared with the previous year these figures show an increase of 12 fatal, 102 serious, and 1,129 minor accidents, i.e., a total increase of 1,243. It is reported that the increase is much more apparent than real as, apart from better knowledge of and compliance with the law, there is now a definite tendency amongst many employers to report accidents which are not reportable, i.e., accidents which fail the '48 hour's absence from work' condition of the rules.

(Factory Administration in Bengal during 1936 is reviewed at pages 53 to 58 of our July 1937 report).+

Conditions of Work in Mines of Central Provinces
and Berar, 1937. ✓+

The following information about conditions of work in 1937 in mines in the Central Provinces and Berar is taken from the Central Provinces Government's annual review of the District Reports on the working of the Indian Mines Act, 1923, in the province during the year (Resolution No. 2013-XII-7 dated 23-6-1938, published at pages 702-706 of Part 1 of the Central Provinces and Berar Gazette dated 8-7-1938).

Number of Mines and Workers. The total number of working mines rose to 117 from 94 in 1936. There was an all-round increase in the labour force employed; the increase amounted to 12 per cent in coal mines, 38 per cent in manganese mines and 34 per cent in limestone quarries. Labour supply, which, as usual was mostly local, was adequate.

Wages. The average daily earnings of male labourers employed in coal mines ranged from 4 annas to Rs. 1-6-0 for surface work and 5 annas to Re. 1-11-0 for underground work, the corresponding figures for women being 3 annas to 5 annas. In manganese and other mines unskilled male labourers earned on an average 2 annas 3 pies to 9 annas 6 pies and women from 2 annas to 8 annas 3 pies, while skilled labourers earned 8 annas to Rs.3.

Hours of Work and Employment of Women and Children. The hours of employment both on surface and underground workings varied from 6 to 9 hours per day. Employment of women underground has been altogether prohibited. No case of employment of children under fifteen years of age came to notice.

Health Conditions. The general health of the labourers was not entirely satisfactory and there were epidemics in some of the mining camps. Cholera, Small-pox, Influenza, Malaria and Plague were the main diseases which attacked the mining population.

Sanitary Conditions and Housing. The sanitary condition of mining camps was generally satisfactory and adequate staff of sweepers was provided. The supply of drinking water was adequate.

In addition to the permanent quarters provided by the Central Provinces Manganese Ore Company for the labourers in the Balaghat, Bhandara and Nagpur districts, they have constructed about 330 new quarters at their Bharweli and Tirodi mines in the Balaghat district and have earmarked Rs. 150,000 for the construction of coolie quarters at Ukwa and South Tirodi mines. In other areas, the bulk of the labour is, however, still left to find accommodation in temporary huts of grass and bamboos tattas. The Government Resolution states that the Provincial Government has the question of framing suitable legislation regarding housing under consideration. It considers, however, that progress would be more rapid if labour organisations were formed in mining areas.

Accidents. The number of accidents during the year ~~increased~~ slightly increased from 87 in 1936 to 105, of which 20 were fatal. Although accidents are as usual attributed to negligence of workers or to misadventure, the Government considers that sufficient precautions for the safety of the labour force is not taken by many concessionaires.

Inspection. The majority of mines were inspected by the District Magistrates. The Civil Surgeons of the mining districts also inspected 124 mines and gave instructions regarding sanitary arrangements. The Director of Public Health also paid a visit to the Kendri mine in the Nagpur district.

Factory Administration in North Western

Frontier Province, 1937.*

Number of Factories. ~~During the year under~~ The total number of factories subject to the control of the Factories Act increased from 28 to 30 during 1937. No factory was removed from the factory register during the year. Of the 30 registered factories, 29 worked during the year and one remained closed.

Number of Workmen. The total number of operatives employed in all factories during the year was 1,371 as compared with 1,149 in ~~1936~~ 1934. This increase is consequent on the registration of the two new factories and also to the fact that the Military Workshop at Bannu considerably increased the number of workers to cope with the additional work undertaken during the Frontier Military Operations. Of the 1,371 workers employed in factories, 1,355 were males and 16 females as compared with 1,133 and 16 respectively in the previous year. ~~Fourteen~~ adolescents and ~~five~~ children were employed in factories during the year under report as compared with 72 adolescents and no child worker during the previous year.

*Annual Report on the working of the Indian Factories Act in the North-West Frontier Province for the year 1937. Manager, Government Stationery and Printing, N.W.F.P., Peshawar. R pp. 6+viii

Sanitary Conditions and Housing. Sanitary conditions in factories were ~~not~~ reported to be generally satisfactory. A good supply of drinking water was provided and lighting arrangements in factories were generally satisfactory. No new housing scheme for the benefit of factory workers was undertaken by the factory owners during the year under report.

Health of the Workers. The health of factory workers remained good throughout the year--no epidemics were reported. No case of any occupational disease was brought to the notice of the authorities.

Wages. It would appear that there was little change in the wages of either skilled or unskilled labour during the year under report. Rates varied from Rs. 35 to Rs. 68 per month for skilled labour; for unskilled labour the daily rates were Rs. 0-8-6 for men and Rs. 0-4-6 for women.

Hours of Employment. The perennial factories found a 48-hour week sufficient for their needs except the military factories at Peshawar and Bannu which worked a full 9-hour day during the busy period caused by the Frontier operations. The military workshops at Bannu and Dera Ismail Khan also found it necessary to work their factories by double shifts in order to deal with the increased volume of work. The Government Printing Press, Peshawar, worked intensively for 9 months of the year and on several occasions found it necessary to work beyond the normal hours of work permitted by factory rules.

Safety Measures and Accidents. Due attention was paid to the fencing of dangerous machinery and it was generally found that fencing and guards on machinery were well looked after by factory managers and supervisors. 5 accidents were reported during the year.

Inspection. Of the 29 factories which worked during the year under report, 18 were inspected once and 6 twice; 5 factories remained uninspected, as they were found to be closed at the time of the Inspector's visit. The total number of inspections carried out was 30 as compared with 29 in 1936. In addition to the inspections undertaken, a number of visits were made to unregistered workshops with a view to bringing them on the factory register. ✓

Industrial Organisation.

Employers' Organisations.

1st Bengal Indigenous Manufacturers' Conference,
Calcutta, 26-6-1938. ✓ +

The First session of the Bengal Indigenous Manufacturers' Conference was held at Calcutta on 26-6-1938, with Sir Prafulla Chandra Ray in the chair. The Conference, organised by the Commercial Museum of the Calcutta Corporation, was attended by about 300 Bengali manufacturers of indigenous products.

Presidential Address. Sir P.C. Ray, in the course of his presidential address, stressed the necessity for small manufacturers uniting together for safeguarding their common interests and pooling resources, as concerted action was their only effective weapon against outside competition. He deprecated the tendency for indigenous manufacturing concerns to get split up into too small units, and pointed out that the match, soap, and chemical industries of Bengal were particularly subject to this handicap. He regretted that, in the face of cut-throat foreign competition, indigenous industries were getting little or no state-help.

Resolution. The following resolution, was adopted by the Conference: Resolved that, in consideration of the fact that only co-ordinated efforts of the different indigenous industrial units will enable them to withstand unfair foreign competition and marketing difficulties, it is decided to organise from time to time conferences of manufactures of different kinds of indigenous industries to establish a strong link among them to protect their interests and take advantage of ~~mutual~~ ^{co-ordinate} and co-ordinated sale-publicity organisations and programmes organised either by the Commercial Museum or any auxiliary organisation under its guidance. ✓ +

Worker's Organisation.

Amalgamation of G.I.P. Railway Worker's Union and
G.I.P. Railway Staff Union. ✓

The amalgamation of the new G.I.P. Railway Staff Union with the G.I.P. Railway Worker's Union under the new name, The G.I.P. Railwaymen's Union, (Regd.), was formally agreed to at an extraordinary meeting of the former body held in the second week of July 1938, Mr. N.M. Joshi presiding: It may be recalled that owing to certain differences of opinion with regard to the working and policy of the Union, some people seceded from the G.I.P. Railway Worker's Union and formed the New G.I.P. Railway Staff Union in 1935.

The amalgamation of the two unions was the result of the feeling that the absence of one strong central union representing all G.I.P. Railway workers had led to the recent introduction of revised scales of pay, new leave and pass rules, etc., which affected the interests of the employees adversely.

(Times of India, 16-7-1938 and
Bombay Chronicle, 15-7-1938). ✓

The Hooghly District Jute Workers' Conference--
Hooghly - 16 & 17-7-38. ↓

The Hooghly District Jute Workers' Conference was held at Hooghly, (near Calcutta), on 16 & 17-7-1938, Mrs. Sarojini Naidu presiding. Over 20,000 people attended the Conference, prominent among them being Mr. Subash Chandra Bose (President, Indian National Congress), Mr. Sibnath Banerjee (President, A.I.T.U.C.), and Mr. Aftab Ali. Messages to the Conference were sent, among others, by the International Labour Office, Indian Branch.

Relation between National and Labour Movements. Mr. Subash Chandra Bose (president, Indian National Congress), in his speech opening the Conference refuted the contention of those who said that there was no connection between the national movement and the labour movement, and pointed out that the labour movement was only an economic movement dealing with that particular aspect of the national movement and that in the final

analysis the economic problem and the national problem were one and the same. He promised the 300,000 jute mill workers of Bengal the support of the Congress in their fight for improvement of conditions of work.

Jute Worker's Demands. Mr. A.M.A. Zaman, M.L.A., (Bengal), Chairman of the Reception Committee, in his welcome speech formulated the following demands on behalf of the jute workers: abolition of bribery and all sorts of 'zoolum', taking away powers of appointment and dismissal from the sardars, fixing the minimum salary at Rs. 30, reintroduction of rates of pay obtaining in 1932, 44 hours' work per week, one months' leave with pay each year, three months' prenatal leave for women workers, free quarters, free primary education and free medical aid, old-age pension and Provident Fund, allowance of Rs. 15 per month for unemployed labourers, release of all imprisoned labour and peasant leaders and political prisoners, withdrawal of Sections 144, 107 and other punitive measures, and recognition of the Jute Workers' Union.

Presidential Address. Mrs. Sarojini Naidu in her presidential address urged the jute workers to unite under one powerful union and to resort to collective bargaining for the realisation of their objectives. She deprecated the emergence of communalism in the ranks of the workers and advised Hindu and Muslim workers to unite for their common good.

Resolutions Adopted. Resolutions recording unmitigated opposition to the Federal Scheme, demanding immediate and unconditional release of all imprisoned workers, and peasant-leaders, political prisoners, and detenues, and reinstatement of dismissed workers, were adopted by the Conference. It also deplored that the solemn assurances, given to the jute workers by the Minister for Labour, Bengal, and the Premier, Bengal, had been violated, and recorded its want of confidence in the Labour Minister.

(The Amrita Bazar Patrika 18-7-1938 and
The National Call, 19-7-1938). ✓ +

Number of Unions.- During the year ending 31-3-1937, 14 unions were registered under the Act and the registration of 2 unions was cancelled. The total number of registered trade unions functioning on 31-3-1937 was 43.

Number of Members.- The year opened with 15,449 members. 6,592 members joined during the year and 3,031 left it. The membership at the end of the year was 18,010, of which 2,820 were women.

Free Audit of Unions.- As regards the financial position of unions, the opening balance of all reporting unions was Rs. 19,623-1-4 and the closing balance Rs. 20,306-10-2. The concession of free official audit of account of trade unions has been extended up to the end of 1937-38. The revised draft regulations 18, 19 and 19-A of the Madras Trade Union Regulations, 1927, issued with G.O. Ms. No. 598, Development, dated 12-3-1937 (vide pages 9-10 of our March 1937 report), concerning the compulsory official audit of the accounts of trade unions whose membership during a year is not less than 250, have not yet been confirmed. The accounts of ten unions were audited free of charge by official auditors..

* Government of Madras, Development Department. G.O. No. 1239, 12th May 1938. Labour - Indian Trade Unions Act, 1926 - Report for 1936-37. pp. 6

The Bombay Economic and Industrial Survey
Committee: Nature of Investigation into Small-Scale
Industries. ✓

The Bombay Economic and Industrial Survey Committee, set up by the local Government in April 1938 (vide page 28 of our April 1938 report), has now drawn up a statement of the detailed heads of inquiry under which it is trying to collect information regarding economic and industrial conditions in the province. It has invited information and suggestions from those who are in a position to supply them. The main heads under which information is sought by the Committee are:- (1) the existing industries of the province (2) possibilities of starting new industries in the province; (3) observations on the work done so far by the Government of Bombay for economic and industrial development and suggestions about what could be done in this direction in the future.

(1) Existing Industries. On the subject of the existing industries, the Committee wants information separately on rural and urban cottage industries. In particular, notes on such rural and urban cottage industries as are in a state of decay, with special reference to the reasons for such decay, have been invited. Thus, for example, information is sought as to whether decay is due to changes in taste, or foreign competition, or internal competition from machine-made substitutes, or whether it is due to faulty technique and marketing and financial difficulties. An analysis of the reasons for decay, if it is observed, would be useful from the point of view of estimating the possibilities of the revival of these industries. With regard to existing industries which may be under-going difficulties, but which cannot be said to be in a state of decay, the Committee seek to get information on such topics as periodicity of employment, competition, markets, finance, organisation of the industry, etc. Suggestions are also invited regarding measures -- legislative, administrative or financial -- which could be undertaken by the provincial Government, with a view to help the existing industries of the province.

(2) Possibilities of Starting New Industries. Under this head, suggestions are invited from the public, particularly from traders and others engaged in industrial pursuits, about new industries which could be started in the province, having regard to the availability of raw materials and markets in the province. It is remarked that there is no doubt that a number of commodities of foreign make in use at present could be replaced by articles of domestic manufacture.

(3) Function of the Industries Department. Under this head, the Committee has sought observations on the work done by the different development departments of the Government of Bombay in the matter of promoting the economic development of the Province. Observations are also invited on what the Government can do in the matter of promoting the economic development of the province, and on concrete proposals for future economic development. +

Development of Industries in United Provinces:

Government appoints Advisory Committee. ✓+

The Government of the United Provinces has recently appointed (in July 1938) a Committee with the Hon. Dr. K.N. Katju, Minister in Charge of Industries, United Provinces, as Chairman, and the Director of Industries, United Provinces, as Secretary, to advise the Government as to (1) what large scale industries can be established or developed in the United Provinces with a fair prospect of success, (2) what steps should be taken by the Government to encourage the same ^{and} (3) investigate the utilisation of power alleged to be surplus in the grid area, and ~~the~~ the possibility of having an industrial syndicate for setting up industries which would utilise the surplus power available.

(The Leader, 7-7-1938). +

Industrial Census of Bombay Province:

Proposal under consideration of Government. +

It is understood that a proposal to undertake an industrial census of the Province of Bombay emanating from the Bombay Economic and Industrial Survey Committee is being considered by the Local Government. The Census is expected to furnish adequate quantitative data regarding the industrial production of the Province, which is not available at present. The inquiry, if ordered, is likely to cost about Rs. 35,000, and is expected to be completed in nine months with the help of about 120 investigators.

Scheme of the Enquiry. According to the tentative scheme, a preliminary survey will be undertaken in each town and village of all persons engaged in industrial occupation by the local authorities and village patels, so as to decide the best way of employing the sampling method for further inquiry.

One village from amongst 25 will be selected for census purposes. The Province has about 21,484 villages and about one-eighth of the rural population is said to be engaged in industries. About 40 investigators will be entrusted with the work of collecting data from the villages after the completion of the spade work. In the case of urban areas, however, the inquiry is likely to be more exhaustive. All the factories, both perennial and seasonal ones, and numbering about 1,850 will be covered by the investigators. But the sampling method will be employed in carrying out the inquiry among unregistered factories and small industrial establishments.

(The Times of India, 18-7-1938). ✓

Industrial Expansion in Bombay Presidency:

Government Schemes for Sericulture,

Paper, Pencil and Slate Industries. ✓

Important steps, it is understood, are being taken by the Government of Bombay for the development of new industries in the Province. Details of some of these industries under consideration are given below:

Sericulture Industry: The possibilities of developing the sericulture industry are being considered by the Department of Industries. It is understood that the Government has secured the services of an expert from the Bengal Government for the purpose of conducting a sericulture survey of the Province. The expert is expected in Bombay in September 1938 to undertake the survey, which is expected to last about a year. He will be entrusted with the work of considering the potentialities of building up another type of silk worm industry, Cri-culture industry, which is at present restricted to the Provinces of Bihar and Bengal.

Paper Industry: In connection with the development of ^{the} paper industry, for which provision was made in the budget by Government, the Forest Department is understood to be busy undertaking a survey of the forest area with the object of ~~the~~ ascertaining the adequacy of the supply of bamboos for a reasonable number of years. Arrangements are also being made to carry on tests as to the quality of the pulp from the varieties of bamboos available. The question will be finally decided after considering the possibilities of exploiting the raw material on an economic basis.

Pencil Manufacture: A scheme for starting a pencil manufacturing factory in the Province is also likely to materialise if the quality of wood available in the forests of the Province is found suitable. The Director of Industries is in correspondence with pencil manufacturers in Germany and America regarding the suitability of the raw materials available and their opinion is expected soon.

Slate Manufacture: The Southern Division of the Province is rich in raw material for manufacturing slates from stones. Samples of stones from natural quarries have been sent to the United States of America for analysis with the object of finding out their usefulness in starting a slate manufacturing factory on an economic basis.

(The Times of India, 16-7-1938). ✓

Shifting Venue of New Cawnpore Industrial Ventures to Bhopal State: Attraction of Lower Labour Standards. ✓

According to the Cawnpore Correspondent of the Times of India, owing to chronic conditions of labour unrest in Cawnpore, the maintenance of higher labour standards in British India than in Indian States and the possibility of further ameliorative legis- labour legislation imposing fresh burdens on employers being undertaken by the U.P. Government, a prominent capitalist entrepreneur of the city, Mr. Juggilal Kamapat, has decided to transfer the venue of three new industrial enterprises, which he had originally intended to start in Cawnpore, to the Indian State of Bhopal.

The three new industrial enterprises are a steel-rolling mill, a bakelite factory and a straw-boards mill, and, it is understood, their establishment in Bhopal State will mean the moving of a capital of about Rs. 40,00,000 immediately from Cawnpore to Bhopal and loss of employment to at least 2,000 men there. The Times of India correspondent gives the following details about the proposed transfer:

"The machinery for the steel rolling mill alone costs about Rs. 15,00,000, and the capital is likely to be doubled within three years. The factory will employ at least, 1,000 men. Arrangements for opening the mill here have been cancelled.

"Machinery for the bakelite factory worth Rs. 1,00,000 is already lying in Cawnpore, and the building is also complete; but now the machinery will be moved to Bhopal.

"The strawboard manufacturing concern has a capital of Rs. 10,00,000. At least 40% per cent. of its products would have found an easy market in Cawnpore hosiery and shoe factories."

It is also reported that negotiations for the opening of a textile mill in Rampur State by Sir Jwala Prasad Srivastava, another prominent industrialist of Cawnpore, have also been completed, and it is understood that the State will contribute a quarter of the capital of Rs. 40,00,000.

(The Times of India, 13-7-1938). ✓

These developments furnish concrete instances of the tendency of industrial concerns in British India to migrate to neighbouring Indian States with a view to take advantage of the facilities afforded by the maintenance of lower labour standards in the States; Indian Employers' delegates to successive sessions of the I.L.Conference have drawn attention to this tendency and stressed the need for raising labour standards in the States. ✓+

Employment and Unemployment.

Educated unemployed in Madras Districts: Report
by Director of Industries, Madras.

In September 1937 the Government of Madras decided to entrust the Director of Industries, Madras, with the collection of statistics of the educated unemployed in the districts of Vizagapatam, Anantapur, Chittoor, North Arcot, Tinnevely and Malabar. (for details vide pages 66-67 of our September 1937 report). The following definition of "educated unemployed" given in the Sapru Committee's Report on unemployment in United Provinces ^{was} has been adopted for the purpose of this enquiry:

The Sapru Committee laid down that "educated unemployed" are ^{unemployed} those who had received education at the universities, intermediate colleges, high schools, vernacular middle schools, or at the industrial or technical institutions or professional colleges or schools and passed one of the examinations specified below:

M.A., M.Sc., LL.B., B.A., B.Com., B.Sc., B.Ag., Intermediate in Arts, Science, Commerce, and Agriculture, High School Examination, Vernacular Middle Examination, Oriental Titles Examination, Final Examinations of the technical institutions, Engineering, Medicine."

The Director of Industries has recently submitted his report and the following information is taken from a lengthy summary of the report published in the Hindu of 2-7-1938. (A demand has been made for two copies of the report; when received one will be forwarded to Geneva).

A copy has been forwarded to Geneva on 4-8-38 (vide our S. 171560/24)

Report not exhaustive: Insufficient Returns; Tentative Conclusions
The Director of Industries, in a general review of the report has pointed out that the present census of the educated unemployed cannot be deemed a success from the point of view of the index it has afforded of the intensity of unemployment. The number returned as unemployed is far ~~in~~ short of all reasonable expectations. Nearly 16 per cent of the forms received had to be rejected as they did not satisfy the definition of 'educated' laid down by Government and this points to the need for greater caution in selecting the unemployed for filling in the questionnaire forms in future censuses.

Distribution by District and Sex. In all 9,733 forms were received. Of these, as many as 1,562 forms had to be rejected as they pertained to individuals who did not satisfy the definition of 'educated' laid down by Government. 8,171 forms were finally tabulated, of which 8,065 related to males and 106 to females and their distribution according to district was as follows:-

<u>Districts.</u>	<u>Number of forms relating to</u>	
	<u>Males.</u>	<u>Females.</u>
Vizagapatam	1,444	3
Anantapur	613	1
Chittoor	601	-

District.	Number of forms relating to	
	Males.	Females.
North Arcot	1,169	10
Tinnevelly	1,779	29
Malabar	2,459	63
Total	<u>8,065</u>	<u>106</u>

Intensity of Unemployment:- The intensity of unemployment in the 6 districts based on the estimated number of survivors in 1937 of completed S.S.L.C. (Secondary School Leaving Certificate) holders since 1911 was 8.56 per cent in Vizagapatam, 13.97 in Anantapur, 8.36 in Chittoor, 11.29 in North Arcot, 9.37 in Tinnevelly, and 7.64 in Malabar. The report points out that these percentages are too small to warrant the assumption that the census has been sufficiently exhaustive. It is admitted that, owing to the shortness of the duration of the census, large numbers of villages, particularly in Malabar, have not submitted returns. It is, however, claimed that though the census cannot be regarded as having afforded a true index of the intensity of unemployment in the districts in which it was taken, yet the number of forms received from each district has been sufficiently large to enable certain inferences to be drawn in regard to the form of distribution of such factors as the age and qualifications of the unemployed, the duration of unemployment, etc.

Civil condition of unemployed: The percentage numbers of married and unmarried unemployed are shown below for each district:-

District.	Number married per 100 unemployed.	Number Unmarried per 100 unemployed.
Vizagapatam	65.10	34.90
Anantapur	63.84	36.16
Chittoor	47.25	52.75
North Arcot	48.94	51.06
Tinnevelly	49.00	51.00
Malabar	23.95	76.05

Age Distribution:- Age has been divided into nine class intervals, beginning with the class interval 14.5 to 19.5 years. The number of the unemployed is highest in the age interval 19.5 to 24.5 years in each district. Next in importance as to the number is the age interval 24.5 to 29.5 years in all districts except in Malabar where there is a large number of individuals in the age interval 14.5 to 19.5 years than in the interval 24.5 to 29.5 years. The frequency of the unemployed is relatively small beyond the age interval 29.5 to 34.5 years. The mean age of the unemployed in each district has also been worked out from the frequency distribution relating to it. The means for the several districts are found to agree with each other very closely and they range from approximately 24 to 25 years.

Qualifications: An idea of the educational qualifications of the unemployed may be obtained from the following figures for Malabar: 78.32 were S.S.L.Certificate holders, 7.45 intermediates, 9.51 B.A., or B.Sc., 0.83 B.A. (Hons) or M.A., 3.02 certificate holders of recognised industrial or technical schools and 0.87 holding other qualifications.

Duration of unemployment:- The average interval between the finishing of studies of the unemployed and the date of the census ranges from 4.21 years in Chittoor to 5.59 years in Tinnevely. Not the whole of this interval can be taken as representing the period of unemployment; part of it is covered by employments which the unemployed have held at some time or other after finishing their studies. In all districts except Anantapur, the average duration of unemployment has been less than a year in a large number of cases; in Anantapur however the duration of unemployment has ranged from one to two years in most of the cases.

Previous Employments:- 504 of the unemployed in Vizagapatam, 245 in Anantapur, 182 in Chittoor, 407 in North Arcot, 565 in Tinnevely and 750 in Malabar were employed for varying periods at some time or other previous to the census. The more important of the technical employments held were as typists, stenographers, compounders, co-operative inspectors, vaccinators, sanitary inspectors and doctors. On the non-technical side, the unemployed were employed mostly as teachers, clerks, attenders, karnams, maistries, postmasters and storekeepers.

Liquor Shops to close on Mill Pay Days from 1-8-1938:

Bombay Government's Notification. ✓

Reference was made at page 30 of our February 1938 report to the decision of the Government of Bombay to close from 1-8-1938 all bars, liquor shops and toddy booths in Bombay City and Island on the pay days fixed by the Millowners' Association, Bombay. Full details of this scheme, a summary of which is given below, have now been issued by the Director of Information, Bombay,

The Government Communique on the subject points out that an examination of the figures of sales of country liquor, toddy and foreign liquor in Bombay city shows that a large proportion of the total consumption takes place on the monthly pay days of the mills and on the next day following these pay days. It is to reduce the temptation to buy liquor that the Government has decided to close liquor shops on pay days and on the day following pay days. The Government has suggested that employers of labour who do not at present pay their work-people on the days fixed by the Millowners' Association for the payment of wages in mills employing 1,000 or more operatives, will change their pay days and so give their operatives the benefit of the "drink-less days". Such employers are being addressed on the subject individually, as far as possible.

(The Bombay Chronicle, 23-7-1938)

Prohibition in Selected Areas in Ahmedabad City
inaugurated from 21-7-1938. ✓

References have been made in the earlier reports of this Office to the Bombay Government's plans for the introduction of prohibition in Bombay Province generally and in Ahmedabad in the first instance. The Government of Bombay has declared that from midnight of 20-7-1938, Ahmedabad City, Cantonment and suburbs comprising 25 villages are to be a "dry area". Licenses for the sale of opium and other drugs are also withdrawn. (See Bombay Government Notifications at pages 1304-1311 of Part IV-A of the Bombay Government Gazette dated 21-7-1938).

Temporary Exceptions. Government recognises, however, that at the beginning of this policy in a densely populated industrial area like Ahmedabad it may be desirable in selected cases, to make temporary exceptions in the case of persons accustomed to the use of liquor or drugs, and so, permits will be issued to addicts to purchase for personal use of specified quantities of liquor ^{or drugs} every week from ~~liquor~~ depots maintained by the Government. It is, however, declared that no permits will be issued authorising purchase of opium for administration to children.

(The Times of India, 13-7-1938).+

Medical Inspection of School Children in
Sialkot: Report for 1937. ✓

An idea of health conditions of school children in the Punjab may be gained from the annual report for 1937 of the School Children's Health League, Sialkot, presented at ~~the~~ meeting of the League held recently at Sialkot. The work of medical inspection and treatment of boys studying in schools and colleges in Sialkot town has been undertaken by the League for the last four years and the League is, according to a Punjab Government communique on the subject, run on most efficient lines. Mr. C.N. Chandra, I.C.S., Deputy Commissioner, Sialkot, is President and Dr. C.L. Sahni, Sialkot Municipal Medical Officer of Health, is Secretary of the League.

Method of Medical Examination: The Annual Report shows that all the local educational institutions, 23 in number, participated in the scheme. Close on 8,000 boys were examined by the two School Medical Officers. The treatment of the boys is carried out at a central dispensary called "Students' Health Clinic", as well as in the schools. ~~The results of medical examinations were communicated to the heads of the institutions concerned, who in their turn informed the parents. Teachers were made responsible to make sure that students with defects were regularly treated till they were certified to be cured by the School Medical Officers. It was reported that 37,249 patients were treated during the year.~~

Results of Medical Examinations. The statistics revealed that out of 7755 students examined, 15.10% suffered from eye diseases, 5.36% from defective vision, 18.01% from ear diseases, 10.75% from enlarged tonsils, 14.35% from anaemia, 11.40% from enlarged glands and 4.01% from enlarged spleen during 1937 as compared with 39.35% from eye diseases, 12.06% from defective vision, 35.52% from ear diseases, 37.85% from enlarged tonsils, 39.41% from anaemia, 36.25% from enlarged glands and 16.56% from enlarged spleen respectively in the year 1936.

Supply of Free Milk to Children. During the year free milk and free spectacles were supplied by the League to the students whose parents were not well circumstanced. Milk was supplied to 240 children in Sialkot including 40 girls and 60 infants. The height and weight of the children selected were taken and recorded at the inception of the scheme and at the end of three months, the results showed that the boys taking milk increased by an average of 4.7 lbs in weight during the period as compared with 3.02 lbs. in the case of the boys who did not get milk, while in the case of girls the average increase was 4.87 lbs. as compared with 3.40 lbs. in the case of girls who were not given milk.

Extension of Work of the League. The League has decided to extend the work of medical inspection and treatment in all the girls' schools on the same lines as in the case of boys. It has also provided increased funds in its budget for 1938 for the extension of the scheme of providing milk and supplying free spectacles to poorer classes of school children.

(Summarised from a communique dated 18-7-1938 issued by the Director, Information Bureau, Punjab).+

Education.

Re-organisation of Vocational Education in Bombay
Province: Report of Bombay Advisory Committee. ✓

The Vocational Education Advisory Committee appointed by the Government of Bombay on 10-1-1938 (for details vide pages 35-36 of our January 1938 report) has recently submitted its report on the present state of vocational education in the province, together with a number of recommendations for its future development. The following summary of the Report is taken from a communique dated 4-7-1938 on the Report issued by the Director of Information, Bombay. (A demand has been made for two copies of the Report; when received one will be forwarded to Geneva).

Review of Present Position. The present system of primary education of children in the rural areas which hold over two-thirds of the population of the province, fails to appeal to the average villager since, by spending too much time in the class room the child ~~the child~~ becomes unfit for work in the field and, what is worse, contracts a contempt for ^{manual} ~~manual~~ labour. The position of secondary education is hardly better; the pupils fail to cultivate powers of intelligent observation, ^{and} contract a tendency to depend too much on books. Agriculture, art, crafts, technology, commerce, etc., have no place in the present stereotyped system of secondary education. The Committee maintains that what is needed is a reorientation of educational ideals; education must be made thoroughly practical, both in the primary as well as ^{the} secondary stages, with a view to bringing schools into intimate touch with the life, needs and traditions of the people. The Committee studied in detail the report of Messrs. Abbott and Wood on vocational education in India (vide pages 84-86 of our July 1937 report) and that of the Zakir Hussain Committee (vide pages 33 - 34 of our January 1938 report) and came to the conclusion that the principle of 'educating children through purposeful creative activities leading on to productive work' is sound; its adoption is best calculated to remedy the main weakness obtaining in the present system of education.

Recommendations: (1) A 7-Year Primary and 4-Year Secondary Course:
 The Committee is of opinion that a continuous course of seven years should be the minimum education for every citizen, that this course should constitute "Basic Education" and should be called "Primary". The secondary school course should begin at the end of the seven years' course of primary education and its duration should be four years.

(2) Training of Children of Pre-School Age. The Committee feels keenly that systematic training of pupils of pre-school age should be provided for by the organisation of separate Kindergarten Departments or Montessori and Nursery Schools under specially trained teachers. While it realises that, for financial reasons, it is not possible to provide immediately Kindergarten, Montessori, or Nursery Schools for children of pre-school age, it recommends that the responsibility of the State in this respect should be steadily kept in view and necessary provision in this direction should be made as soon as practicable and that, in the meantime, properly constituted private institutions should be encouraged to organise such schools.

(3) Age of Compulsion. As regards the age of compulsion the Committee recommends that six should be the age of admission to schools as well as the minimum age for compulsion. While the Committee realises that for financial ^{reasons} compulsion cannot at present be enforced beyond the age of 11, it is of opinion that for the full attainment of the objective of primary education, the ultimate aim should be a seven years' compulsory course for boys and girls.

(4) Basic Crafts. Supporting the recommendation of the Zakir Hussain Committee to select some "basic craft" round which all school work should be centred, the Committee has recommended as basis crafts agriculture, including subsidiary occupations, for rural areas, and fruit and vegetable gardening, spinning and weaving, wood-work, clay-work and home-craft for rural and urban areas. At the primary stage, the Committee recommends, not more than half the schoolday should ordinarily be devoted to formal instruction in the class room, and that the other half should be devoted to practical work.

(5) Education of Girls. The Committee recommends that special impetus should be given to the spread of education among girls and that in every scheme of compulsory education preference should be given to girls.

(6) Course of Studies in Secondary Schools. It is proposed that the Secondary School course should be divided into two groups:- (1) General and (2) Scientific. A special committee should be constituted to draw up detailed syllabuses for these two groups. Teachers of requisite qualifications for Vocational work should be selected so far as possible from among teachers who have worked or are working in Vocational Institutions of good standing. In Secondary Schools the mother-tongue should be the medium of instruction in all subjects, except English and Hindustani. Since the whole system of Secondary Education is examination-ridden, the Committee recommends that with a view to removing the tyranny of the Matriculation Examination, Heads

of Secondary Schools should be permitted to hold their own examinations and issue Secondary School Leaving Certificates on the basis of full four years' record of pupils' work in the class-room, on the play-field, in the workshop, in the social and general activities of the school, as also his performance in the school examinations.

(7) University Education. The University should be moved to have the present Matriculation Examination replaced by special tests or examinations for entrance to colleges affiliated to the Bombay University courses, none but those holding the requisite Secondary School Leaving Certificates being considered eligible for admission to the entrance tests of colleges.

(8) Inspection. The Department of Education should arrange for the periodical inspection of vocational work in secondary schools in consultation with a board of experts.

(9) Establishment of an Advisory Board of Education. An Advisory Board of Education composed of official experts in the different branches of education and non-officials eminent in educational, vocational, business, or social activities should be constituted; its function should be:- (1) to advise Government on matters of educational policy and practice; (2) to collect information about educational activities and experiments in other parts of India and also in foreign countries; (3) to issue bulletins disseminating modern ideas in education; (4) to suggest ways and means for securing the co-operation of state utility services as also of commercial and industrial firms, particularly in the matter of pre-vocational training, and (5) to suggest arrangements for vocational guidance to pupils in secondary schools. The Advisory Board should appoint sub-Committees for (1) general education and (2) pre-vocational training, with powers to co-opt experts.

(10) Part-time Vocational Classes. Part-time classes for continuation or vocational education of those who cannot avail themselves of education in day or full-time schools should be organised as suggested in the Abbott-Wood Report, wherever there is a demand for them.

In view of the fact that the Committee has put forward a scheme of primary and secondary education with substantial practical instruction, it is essential to provide an adequate number of specialised vocational, industrial, trade, and technical institutions. Government should take steps for the establishment of such institutions.

Five-Year Programme of Re-organisation: In conclusion the Committee recommends that the above experiment be tried in the first instance during 1938-39, that if the results are good the scope of the experiment be extended during 1939-40, that the position be reviewed fully before the end of 1939-40 and that in the light of experience gained, arrangements for the complete reorganisation of Primary Education be made within five years.

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Agriculture.

The Bengal Money-Lenders' Bill,
1938. ✓

At pages 197-219 of the Calcutta Gazette Extraordinary dated 18-7-1938 is published the text of an Official Bill (The Bengal Money-Lenders Bill, 1938) designed to make better provisions for the regulation and control of money-lenders in Bengal. It is intended to supplement the Bengal Money-Lenders Act, 1933 (vide page 45 of our October 1933 report). The following are the salient features of the Bill:

(1) money-lending business is not to be carried on in Bengal except under licence; (2) it is the duty of a money-lender to keep proper accounts of transactions, give his debtors a written statement of conditions of loans and issue receipts for each payment made by debtors; (3) the total amount of interest decreed by courts on any loan may not exceed the amount of the principal; (4) no Court is to decree interests higher than 25 and 15 per cent per annum on unsecured and secured loans in kind respectively and higher than 12 and 9 per cent per annum on other unsecured and secured loans respectively; (5) charging compound interest is to be illegal; (6) the courts may direct a judgment-debtor to pay the debt in a specified number of instalments.

The Bihar Money-Lenders' Act, 1938. ✓

Reference was made at page 85 of our December 1937 report to the Bihar Money-lenders' Bill, 1937. The Bill was passed by the Bihar Legislature and it received the assent of the Governor on 24-6-1938. The text of the Act is published at pages 28 to 43 of Part IV of the Bihar Gazette dated 6-7-1938.

The Orissa Money-lenders' Bill, 1938. ✓

Attention is directed to pages 1 - 18 of the Orissa Gazette. (Extraordinary) dated 25-7-1938 where is published the Orissa Money-lenders' Bill, 1938, which seeks "to regulate money-lending transactions and to grant relief to debtors in the Province of Orissa." The statement of Objects and Reasons appended to the Bill states as follows:-

There is at present no legal enactment regulating the business of money-lending in Orissa. Very high rates of interest are current in the province, and the Usurious Loans Act, 1918, which controls certain aspects of the transactions of money-lenders does not give adequate relief to debtors. The need for

Extent of Bribery and Organisational Difficulties
of Seamen in Calcutta: B.P.C.C.
Appoints Enquiry Committee. ✓

The Bengal Provincial Congress Committee has recently appointed a Labour Enquiry Committee, with Mr. Humayun Kabir, M.L.A., (Bengal) as Secretary, to enquire into: (1) the extent of the application of Section 107 of the Criminal Procedure Code on leaders of seamen's Unions and other Unions, (2) the policy and methods of disbursements of the Labour welfare Fund; (3) the causes for the appearance of communal and reactionary unions among seamen and electrical and jute workers, and the effect of their activities on the working class movement, with suggestions as to how to combat them; (4) the existence of bribery and other methods of corruption among seamen with particular reference to the responsibility of the Government of India as well as of the Government of Bengal in this respect.

The Committee is understood to have started work.

(The Amrita Bazar Patrika, 9-7-38.) ✓