

INTERNATIONAL LABOUR OFFICE

INDIAN BRANCH.

Report for October 1937.

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

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References to the I. L. O.

The October 1937 issue of the Indian Textile Journal, Bombay, publishes an appreciative review of the pamphlet: "The World Textile Conference" by Lewis L. Lorwin.

\* \* \*  
The September 1937 issue of the Labour Gazette, Bombay, reproduces the note on the Asiatic Labour Congress published in "Industrial and Labour Information" dated 2-8-1937.

\* \* \*  
The Hindu dated 20-9-1937 publishes an editorial article under the caption: "Poverty and Peace". In the article, which deals with the present world political situation, reference is made to the passage in the Director's Report to the last session of the I.L. Conference emphasising the close connection between economics and politics today.

\* \* \*  
The Indian Labour Journal, Nagpur, dated 26-9-1937 publishes the second instalment of a long statement issued by Mr. W.V.R. Naidu, Adviser to the Indian Workers' delegate to the 23rd I.L. Conference, on his impressions of the I.L. Conference.

\* \* \*  
The Indian Labour Journal, Nagpur, dated 3-10-1937 publishes the third instalment of the above.

\* \* \*  
The Railway Herald dated 3-10-1937 publishes an article by Mr. W.V.R. Naidu on his impressions of Europe. References are made in the article to his work at the 23rd session of the I.L. Conference.

\* \* \*  
The Amrita Bazar Patrika dated 23-10-1937 publishes a report of a meeting of the B.N. Railway workers held at Jamshedpur recently. The meeting was addressed by Mr. W.V.R. Naidu, Adviser to the Indian workers' delegate to the 23rd

session of the I.L.Conference. In the course of his address Mr. Naidu made several references to his work at the last I.L.Conference.

\* \* \*

The October 1937 issue of the Indian Textile Journal, Bombay, publishes a news item to the effect that Mr. G.L.Mehta, Adviser to the Indian employers' delegate to the last I.L. Conference, arrived in Bombay on 26-9-1937.

\* \* \*

The Bombay Chronicle dated 29-9-1937 publishes a photograph of Mr. G.L.Mehta, Adviser to the Indian Employers' Delegate to the 23rd I.L.Conference, taken on his return to India from Europe.

\* \* \*

The Bombay Chronicle dated 6-10-1937 publishes a review of the I.L.O. Year Book, 1936-37, with particular reference to the chapter dealing with unemployment.

\* \* \*

The Bombay Chronicle dated 22-9-1937 publishes a reproduction of the review of the I.L.O.Year Book, 1936-37, appearing in I.L.O."Press News", No.2.

The Leader dated 1-10-1937 publishes a summary of the above.

\* \* \*

The Hindustan Times dated 5-10-1937 publishes a reproduction of a review of the I.L.O. Year Book taken from I.L.O. "Press News", No.1.

\* \* \*

The Bombay Chronicle dated 6-10 -1937 publishes a review of the I.L.O. Year Book, 1936-37, with particular reference to the chapter dealing with industrial wages.

\* \* \*

The Bombay Chronicle dated 27-10-1937 publishes a reproduction of a Geneva communique dated 8-9-1937 on the social implications of the recovery.

\* \* \*

The September 1937 issue of the Labour Gazette, Bombay, reproduces the note re. the 23rd I.L.Conference from I.L.O. News Bulletin No.15 (July 1937).

\* \* \*

The Leader dated 1-10-1937 publishes an editorial article under the caption:"40-Hour Week in Practice." The article refers to the statement of M.Georges Bonnet, French Minister of Finance, that one of the principal effects of the introduction of the 40-hour week in France is decreased output, and to the article in "Je Suis Partout" giving certain statistics of workers and output in French industries, which go to show that the 40-hour week has adversely affected French Foreign trade. The Leader asks:

"If that is how the 40-hour week has affected France, which is industrially so far more advanced, how much more seriously would it injure India, which is industrially so backward? She is already finding it difficult to meet foreign competition in the textile industry. A reduction in the hours of work by increasing the cost of production, will bring about the ruin of the industry, which has been built up by so many years of labour. How then will the Indian worker be benefited by the proposed reform?"

\* \* \*

The Leader dated 15-10-1937 publishes an editorial article under the caption:"Hasten Slowly", criticising the proposal for a 40-hour week for industry. After referring to the adverse effects on foreign trade of the 40-hour week in France, the article states:

"More haste, less speed - that is what we have thought of the action of the International Labour Conference in passing the 40-hour week convention. That we were not wrong is shown by what is happening in France, which was one of the first countries to introduce the 40-hour week. Yet there are people who are criticising India because she failed to ratify the Convention. The spokesman of the New Zealand Government at the International Labour Conference said that the delegates of the Government of India and Indian employers who opposed the convention, did not represent progressive Indian opinion but

the opinion of those who were interested in the exploitation of the workers. However wrong and unreasonable might have been their attitude in other matters, we think that in regard to this question the Government and the employers adopted a very prudent attitude.....When it is felt even in France that it was a mistake to have adopted a 40-hour week, and when Britain from the first refused to accept it, how unreasonable it is to criticize India for not adopting the convention.... Our advice to labour leaders is, hasten slowly."

\* \* \*

The Bombay Chronicle dated 13-10-1937 publishes a review sent from Geneva by mail of the I.L.O. Year Book of Labour Statistics.

\* \* \*

The Bombay Chronicle dated 6-10-1937 publishes extracts from a memorandum submitted by the Bombay Provincial Committee of the National Trades Union Federation to the Government of India on the question of holidays with pay. The Committee, which favours holidays with pay, has urged the necessity for legislation on the subject.

\* \* \*

The Abstract of Proceedings of the Bengal Chamber of Commerce during July 1937 publishes the views of the Chamber on the question of holidays with pay. The Chamber opposes legislation on the subject on the ground that it is premature.

\* \* \*

The Bombay Chronicle dated 12 and 16-10-1937 publishes details of the 1st Bombay Provincial Labour Conference held on 10-10-1937. Resolutions were moved at the Conference urging Government to ratify the Maritime Conventions of the I.L.C. Conference and to implement fully and strictly the Hours and Weekly Rest Conventions.

\* \* \*

The Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during August 1937 publish the views of the Committee on the question of promotion of seamen's

welfare in ports. The Committee, while sympathising with the objectives which the Recommendation has in view, expressed the opinion that the Port Trust would be more competent to report on the practicability of its application to the port of Bombay.

\* \* \*

A communique re. the forthcoming visit of the Director of the I.L.O. to India and certain other Asiatic countries (issued by this Office on 9-10-1937) is published by the following:

The National Call dated 10-10-1937, The Hindustan Times dated 10-10-1937, the Statesman dated ~~10-10-1937~~ 10-10-1937, ~~xxx~~ the Times of India dated 12-10-1937, the Hindu dated 12-10-1937 and the Bombay Chronicle dated 13-10-1937. The Times of India of 12-10-1937 ~~also~~ publishes a photograph of the Director.

\* \* \*

The Statesman dated 15-10-1937 published a short editorial note welcoming Mr. Butler to India.

\* \* \*

A long communique re. the Director's visit to India (issued by this Office on 18-10-1937) is published by the following:

The Statesman dated 19-10-1937, The National Call dated 19-10-1937, The Hindu dated 23-10-1937 and The Leader dated 24-10-1937.

\* \* \*

The Hindu dated 23-10-1937 and the Leader dated 24-10-1937 publish a photograph of Mr. Harold Butler, Director, International Labour Office. The photograph was supplied to the paper by this Office.

\* \* \*

The Hindu dated 23-10-1937 and the Leader dated 24-10-1937 publish a photograph of the International Labour Office at Geneva. The photograph was supplied to the paper by this Office.

\* \* \*



The Union Herald, Bombay, dated 16-10-1937 publishes a note under the caption: "Increase in Hours of Work". The note refers to the application of the Hours of Work and Weekly Rest Conventions <sup>to</sup> ~~in~~ Indian Railways and points out that, though the Government of India <sup>had</sup> issued instructions that the application of the Conventions should not worsen existing conditions, hours of work for certain classes of workers in the G.I.P. Railway have been increased from those prevalent before the Conventions were applied.

\* \* \*

The October 1937 issue of the Journal of the Indian Merchants' Chamber, Bombay, publishes a note regarding the rules governing passage allowances for non-official delegates and advisers to <sup>an</sup> ~~an~~ I.L.Conference. The note states that the Committee of the Chamber made representations to the Government of India protesting against the Government's decision that delegates and their advisers should travel by Steamship Lines chosen by the Government and that failure to comply would result in forfeiture of the allowance.

\* \* \*

The Abstract of Proceedings of the Bengal Chamber of Commerce during September 1937 gives the gist of a communication from the Associated Chambers of Commerce of India to the Government of India on the necessity for consulting chambers of commerce regarding the nomination of employers' representatives to <sup>an</sup> ~~an~~ I.L.Conference.

\* \* \*

The October 1937 issue of the Indian Textile Journal, Bombay, publishes a news item to the effect that Mr. N.M.Joshi, M.L.A., left for Europe to attend the Prague session of the Governing Body of the I.L.O.

\* \* \*

A Reuter's message dated 4-10-1937 from Paris to the effect that Sir Firoz Khan Noon is unable to attend the October Session of the Governing Body due to indisposition is published by the Hindustan Times, the Hindu and the Statesman dated 5-10-1937, the Amrita Bazar Patrika, the Bombay Chronicle, the Times of India and the Leader dated 6-10-1937.

\* \* \*

The Amrita Bazar Patrika dated 30-9-1937 publishes a statement made by Mr. M.M.Bhatt, J.P., of Bombay, who has extensive mining interests, regarding the exclusion of women from underground work in mines. In the course of the statement Mr. Phatt refers to the I.L.Convention on the subject and declares that such exclusion is not desirable in India.

\* \* \*

A communique re. the International Conference of Labour Statisticians convened by the I.L.O. (issued by this Office on 18-10-1937) is published by the following: the National Call dated 23-10-1937, the Hindustan Times dated 24-10-1937, the Statesman dated 24-10-1937 and the Leader dated 27-10-1937.

\* \* \*

A communique re. the world unemployment statistics for the 3rd quarter of 1937 (issued by this Office on 21-10-1937) is published by the following: the National Call and the Hindustan Times dated 22-10-1937 and the Bombay Chronicle dated 24-10-37.

\* \* \*

The Hindustan Times dated 12-10-1937, the Hindu dated 13-10-1937, the Bombay Chronicle dated 22-10-1937 and the Indian Labour Journal, Nagpur, dated 24-10-1937 publish an article under the caption: "Minimum Wages for Indian Agricultural Workers? Example of Irish Free State" contributed by this Office on 9-10-1937. The article is mainly based on the note

in "Industrial and Labour Information" dated 6-9-1937 re. the recent Irish Agricultural Wages (Minimum Rates) Order, 1937.

\* \* \*

The Bombay Chronicle dated 7-10-1937 publishes an article under the caption: "International Organisation: Review of Recent Attempts" by Prof. K.R.R.Sastry. Reference is made in the article to the I.L.O.

\* \* \*

The Amrita Bazar Patrika dated 10-10-1937 publishes a debate in Calcutta under the joint auspices of the local League of Nations Union and the Y.M.C.A. on the motion "that the League of Nations deserves continued support". In the course of the debate appreciative references were made to the work of the I.L.O.; the motion was, however, defeated.

\* \* \*

The Annual Report of the Karachi Indian Merchants' Association for 1936 contains the following two references: (1) The items on the agenda of the 23rd Session of the I.L. Conference are published at page 52. (2) The items on the agenda of the 21st (Maritime) Session of the I.L. Conference and the recommendations of the Committee of the Chamber regarding the nomination of Indian shippers' representatives to it are published at page 53.

\* \* \*

The Annual Report of the Indian Merchants' Chamber, Bombay, for 1936 contains the following four references: (1) The views of the Committee of the Chamber on the items on the agenda of the Preparatory Maritime Meeting held at Geneva in November-December, 1935, are published at page 3. (2) The views of the Committee on the question of the revision of the Convention re. minimum age for admission of children to employment at

sea are published at pages 3-4. (3) The Committee's recommendations regarding the nomination of the Indian employers' delegation to the 21st Maritime Session of the I.L.Conference are published at page 125. (4) The Committee's recommendations regarding the nomination of the Indian employers' delegation to the 23rd Session of the I.L.Conference are published at page 125.

\* \* \*

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

1. The Labour Herald, Bombay (September 1937) reproduces the note re. the 23rd I.L.Conference from I.L.O. News Bulletin, No.16 (July 1937).
2. The Bombay Chronicle dated 29-9-1937 reproduces the review of the I.L.O.Year Book from I.L.O."Press News" No.2.
3. The Leader dated 1-10-1937 publishes a summary of the above.
4. The Hindustan Times dated 5-10-1937 reproduces the review of the I.L.O. Year Book from I.L.O."Press News" No.1.

\* \* \*

The following messages having reference to the I.L.O. emanating from Reuter or other European news agencies and press correspondents were published in the Indian press during October 1937:

1. A Reuter's message re. Sir Firoz Khan Noon's inability, owing to indisposition, to attend the October Session of the Governing Body.

\*\*\*\*\*

Ratifications.

Holidays with Pay for Industrial Workers:

Bengal Chamber Opposes Central Legislation. ✓ +

Reference was made at page 52 of our July 1937 report to the Government of India's circular to provincial governments on the subject of holidays with pay. The Government of India desired to obtain information as to (1) whether central legislation on the subject is desirable, and (2) whether special consideration should be given to the case of those workers in factories who, on account of being employed on continuous processes or for other reasons, have to be deprived by exemptions of the benefits under Section 35 of the Factories Act relating to the weekly holiday. On the general question of central legislation for the introduction of holidays with pay for industrial workers, the Bengal Chamber of Commerce, in its reply to a communication on the subject addressed to it by the Government of Bengal, expressed the opinion that nothing has been put forward in the latest letter from the Government of India to justify the Chamber altering its view as communicated to the Provincial Government by the Chamber in September 1935 (vide pages 19-20 of our October 1935 report), and that the stage has not yet been reached for legislation to be introduced in India making it compulsory for industries to grant annual holidays with pay to their workers.

With regard to the second question, the Chamber pointed out that continuous process workers have already one extra day's pay per fortnight, and can, therefore, take 26 days' leave in one year without loss of earnings, as compared with the workers who receive

the weekly holiday, but do not receive any pay for that holiday. As it would be inequitable, in these circumstances, to discriminate between the continuous process worker and the ordinary factory worker by stipulating that statutory <sup>if fixed paid</sup> ~~pay~~ holidays should be given to the former, the Committee has disagreed with the Government of India's view that statutory provision should be included in the Factories Act for a limited number of <sup>paid holidays</sup> ~~pay days~~ for continuous process workers and others deprived of the weekly rest period.

The Chamber has, in response to the local Government's request for particulars of schemes already in force under which workers are paid while on holiday, furnished the information obtained from the associated engineering, mining, flour mills, tea, jute mill and paper mill interests connected with the Chamber.

(Extracted from the Abstract Proceedings of the Bengal Chamber of Commerce for the month of July 1937).

Holidays with Pay for Industrial Workers:

N. T. U. F. Supports the Proposal.

Mr. N.N.Menon, Jt. Hon. Secretary, Provincial Committee of the National Trades Union Federation, has submitted a memorial to the Deputy Secretary, Department of Industries and Labour, Government of India, Simla, <sup>on the proposal regarding</sup> regarding annual holidays with pay, in the course of which he says:

"My Committee is really glad to learn that the Government of India believes that "the general principle of holidays with pay is

a sound one". Holidays with pay are intended to ensure a long unbroken spell of rest for the worker after a year's uninterrupted service, which, as the Government itself observes, "would ensure to the worker the opportunity of recuperation which his more continuous work renders necessary". This should not be mixed up with the question of weekly and daily leisure. Daily and weekly leisure and an unbroken holiday after a year's continuous work have to serve different purposes altogether.

The former is intended to give workers some spare time in the course of their daily lives, while the latter is intended for the recuperation of lost health due to continuous work. My Committee shall, therefore, support the Government in any measure it proposes to take to ensure annual holidays with pay to the workers."

(The Bombay Chronicle, 6-10-1937)+

National Labour Legislation.

Extension of Bombay Maternity Benefit Act to Delhi:

Amendment to Government Notification.

At pages 5-6 of our December 1936 report was reproduced a Notification of the Government of India (No.L.-1844 dated 26-11-1937) with suitable modifications, the Bombay Maternity Benefit Act to Delhi Province. Attention is directed to pages 1702-1703 of Part I of the Gazette of India dated 9-10-1937 where is published a Notification (No.L-1844 dated 5-10-1937) making certain verbal amendments to the Notification of 26-11-1936.

The Trade Disputes (Sind Amendment) Bill, 1937.

Attention is directed to pages 362-363 of Part IV of the Sind Government Gazette dated 30-9-1937, where is published a non-official Bill to amend the Trade Disputes Act (VII of 1929) in its application to the Province of Sind.

The Bill, according to the statement of objects and reasons appended to it, stipulates: (1) that in all bona fide labour disputes the local authorities, instead of being allowed the option to appoint a Court of Inquiry or Board of Conciliation, should be compelled to set up a Court or a Board, and (2) that the option of appointing a single individual as judge permitted by the Indian Trade Disputes Act should be discontinued as it has led to serious abuse, and that instead, the local authority should be compelled to appoint three or more judges, one of whom should be a judge of the Court of the Judicial Commissioner of Sind.

Recognition of Registered Trade Unions in Sind:

The Indian Trade Unions (Sind Amendment) Bill, 1937.

(Bill No. XXII of 1937) +

Attention is directed to page 361 of Part IV of the Sind Government Gazette dated 30-9-1937, where is published a non-



official Bill to amend the Indian Trade Unions Act (XVI of 1926) in its application to the Province of Sind with the object of making it obligatory on employers to recognise all registered Trade Unions. The statement of objects and reasons appended to the Bill is summarised below:

The object of the Indian Trade Unions Act, 1926, is to bring about harmonious relations between employers and employees by putting the machinery of the Act in motion. In several instances the very object of the Act is frustrated, as, although even when a trade union is formed and is registered under the Act, employers, whether Government or private may refuse to recognise the union. The result is that persons joining unions do not get that advantage ~~which~~ which they should get under the Act by having their grievances redressed with the help of unions. It is, therefore, desirable that unions should be recognised by employers, whether Government or private, once they are registered under the Act. ✓ +

Mysore Code of Civil Procedure (Amendment) Act, 1937:  
Prohibition of attachment of Salaries below Rs. 50. +

On 16-10-1937 a Government Bill to amend the Mysore Code of Civil Procedure with a view to raise the level of salary, attachment of which for debt is prohibited, was introduced in the October 1937 (Dasara) Session of the Mysore Representative Assembly. The Bill was passed by the Assembly on the same day.

One of the recommendations of the Royal Commission on Labour in India was that the wages and salaries of workmen receiving less than Rs. 300 per month should be entirely exempt from attachment. The Government of India, in consultation with the Local Governments, ~~have come~~ came to the conclusion that Rs. 100 is a more suitable limit than Rs. 300 and that the benefit of this recommendation should be given not only to workmen but also to public officers and servants of local bodies and railways. Section 60 of the Code of Civil Procedure relating to attachment of salary in British India has been suitably amended by Act IX of 1937 to give effect to this recommendation.

<sup>Mysore</sup>  
The Act introduces legislation on the same lines, but fixing a <sup>higher</sup> ~~lower~~ salary limit for attachment, for Mysore. Prior to the Act, the salary wholly exempt from attachment was Rs. 20, and where

the salary was Rs. 40, Rs. 20 was exempt and a moiety of it in other cases. Having regard to the conditions prevailing in Mysore, it was considered that salary up to and inclusive of Rs. 50 and also one-half of the remainder of such salary should be exempt from attachment. The Act gives effect to these proposals.

(The Hindu, 18-10-1937) ✓

The Indian Mines (Amendment) Bill, 1937: Passed by  
Central Legislative Assembly on 5-10-1937 ✓

Reference was made at pages 11-12 of our September 1937 report to the introduction in the Central Legislative Assembly on 27-8-1937 of a Bill to amend the Indian Mines Act, 1923. The Bill was taken up for consideration by the Assembly on 5-10-1937 and was passed by it on the same day. The following is a brief summary of the debate on the Bill:

Sir Thomas Stewart.- Sir Thomas Stewart in moving that the Mines Act Amendment Bill, as reported by the Select Committee, be taken into consideration, explained the principal changes made and assured the House that the rules proposed to be made were matters of technical detail and did not constitute any invasion on the legislative powers of the House. He suggested that the Bill be expeditiously passed as the regulations were meant to save human life and any avoidable delay in passing them was undesirable from the point of view of safety. He repeated his assurance that as far as possible the committee which would be set up to administer rescue stations would consist of one member of the Mines Inspectorate, two members representing colliery owners, two representing managers and two representing labour interests. As regards the cost of the administrative machinery, the initial expenses for building and apparatus would be Rs. 95,000, and the recurring expenditure Rs. 35,000. The first year's expenditure would be Rs. 135,000. The cess of two pies a ton proposed to be levied was therefore most reasonable. He also reiterated his assurance that this Bill did not represent the sum total of the Government's decision on the report of the Coal Mining Committee.

Representation of Workers on the Committee.- Professor Ranga, in supporting the motion, asked for an assurance that, in case the representation of mine-owners and managers were increased, a proportionate increase would be made in the representation of miners also. He also asked that the rules to be made under the

Act should be placed on the table of the House for it to express an opinion thereon. He wanted that the House should guard against repetition of the experience of the tea cess and coffee cess committees on which a number of foreign experts were appointed.

Sir Thomas Stewart assured Prof. Ranga that the Government had in mind the choosing of representatives of Labour for the Rescue Station Committee in the same way as for the Mining Board. The rules made under the Act, he said, would be published to elicit public criticism and the views of the interests concerned.

Amendments: (1) Representation of Workers.- Mr. K. Santanam moved an amendment to provide that Central Rescue Stations shall have adequate representation of workers in the mines concerned. He noted that the Industries Member had already accepted the principle and assured the House that two labour representatives would be appointed, but wanted a specific statutory provision in this matter. After some discussion, which was continued informally, Mr. Santanam withdrew his amendment and agreed to the amendment which was moved in its place by Prof. Ranga to the effect that the authorities charged with the management of central rescue stations shall include representatives of the owners, managers and miners belonging to the mines concerned. The House accepted the amendment.

(2) Rules to be approved by Legislature.- Mr. Ramnarain Singh moved an amendment that the rules made under the Act shall not come into force until they had been placed on the table of both the Houses of the Central Legislature<sup>for</sup> at least a month while they are in session and had been approved by resolutions of both Houses. Sir Thomas Stewart opposed the amendment pointing out that the rules were mainly of a technical nature and were not likely to trench on the Legislature's powers. The amendment when pressed to a division and was rejected by 49 votes to 44.

The Bill was passed the same day.

(The Statesman, 6-10-1937). ✓  
+

The Bengal Maternity Benefit Bill, 1937:

Referred to Select Committee. +

Reference was made at page 10 of our August 1937 report to the decision of the Government of Bengal to introduce a Maternity Benefit Bill to regulate the employment of women in factories for certain periods before and after child birth, and to provide for the payment of maternity benefit to them. The Bill was introduced in the Bengal Assembly on 30-9-1937 by the Hon'ble Mr. H. S. Suhrawardy, Minister for Labour, Bengal, and was on the same referred day/~~reported~~ to a Select Committee.

(The Amrita Bazar Patrika, 2-10-1937.) +

Extension of the Application of the Payment of Wages

Act in the Bombay Province. +

Attention is directed to page 1414 of Part IV-A of the Bombay Government Gazette dated 14-10-1937 where is published a Notification (No. 9639 dated 11-10-1937) whereby the Government has extended with effect from the 1st day of February 1938 the provisions of section 3, 4, 5, 6, 15 \* to 22 (both inclusive) of the Payment of Wages Act to all classes of persons employed in any individual industrial establishment or classes of industrial establishments which have been or may be declared to be factories under section 5 of the Factories Act, 1934, for all or any of the purposes of that Act. +

The Workmen's Compensation (Amendment) Bill, 1937:

Bill referred to Select Committee. +

Reference was made at pages 11 to 13 of our August 1937 report to the Workmen's Compensation (Amendment) Bill, 1937, introduced in the Central Legislative Assembly on 23-8-1937. Sir Thomas Stewart moved on 7-10-1937 that the Bill be referred to a Select Committee.

Mr. Gadgil suggested the deletion of the clause by which a workman before getting compensation was to get himself examined by a medical man of the employer's choice. He suspected that these doctors would give biased opinions in favour of employers.

Sir Thomas, in reply said that the points raised would be ~~at~~ discussed thoroughly in the Select Committee. He assured Mr. Gadgil that the Bill already covered both ferry-men and elephant-catchers. The motion for the Bill <sup>being</sup> ~~to be~~ referred to a Select Committee was passed.

(The Hindustan Times, dated 8-10-1937.)

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Conditions of Labour.

Proposed Extension of Factories Act:

Government of India contemplates Central Legislation. +

The Department of Industries and Labour, Government of India, has in the last week of October 1937 addressed a circular letter to all provincial governments and administrations regarding the extension of the Factories Act, XXV of 1934, to smaller factories using power machinery, that is, those employing less than 20 persons, with special reference to the recommendations of the Royal Commission <sup>on</sup> ~~of~~ Labour on the subject.

The Whitley Commission Recommended:  
Recommendations of Whitley Commission:/(1) "The statutory

application to small power factories employing 10 or more persons of the chapter in the Factories Act dealing with health and safety, with the necessary ancillary provisions.

(2) "The grant to provincial governments of power to apply other provisions of the Factories Act to such factories.

(3) "The grant to provincial governments of power to apply the chapter in the Factories Act dealing with health and safety, with the necessary ancillary provisions, to such factories where conditions are dangerous even if they employ less than 10 persons."

Government of India's Proposals: "The Government of India recognizes that provinces may find proposals which involve any great increase in the burden of inspection and the expense of regulation difficult of acceptance, but it believes that there would be strong support for any measure which, without an intolerable burden of expense, were designed effectively to prevent the exposure of children to the risk of exploitation and employment in unhealthy or dangerous conditions. It, therefore, has put forward

for consideration the following proposals:

"The provisions of the Factories Act dealing with health, safety, children and registration should be statutorily applied to power factories employing from 10 to 20 persons, if any one of those persons is not qualified to work as an adult.

"Provincial governments should be granted power to extend these provisions of the Act by notification to power factories employing less than 10 persons, if any one of those persons is not qualified to work as an adult."

Reduction in Number of Child Workers Anticipated: \*The Government considers that the number of factories employing children and adolescents is already small and the effect of these proposals should be to diminish their number further, for owners will tend to resort exclusively to adults or certified adolescents, and thus to exclude their factories from regulation. Thus the administrative burden involved in the proposals would probably be insignificant and the inspection required to enforce them would be of a simple character.

The Government of India has intimated that the last date for submission of replies is 1-1-1938.

(The Statesman, 26-10-1937.)

Cawnpore Textile Dispute:

Report of Court of Enquiry on Allegations of Victimization.

Reference was made at pages 30 to 32 of our September 1937 report to the setting up by the U. P. Government of a Court of Enquiry under Section 3 of the Trade Disputes Act consisting of a ~~Single~~ ~~Judge~~ Judge to enquire into certain cases of victimisation alleged by the Cawnpore Mazdoor Sabha. The report of the Judge, Mr. T. R. Misra, was submitted to the Government on 9-10-1937 and is published at pages 827-833 of Part VIII of the

United Provinces Gazette dated 23-10-1937. The Judge found that, in the five cases of victimisation, the allegations have not been proved and that no case for any compensation, beyond what the employers gave of their own accord, has been established.

During October 1937 trouble broke out in the Elgin Mills and the Cawnpore Cotton Mills as a result of which nearly 10,000 workers are at present on strike. (The Statesman, 27-10-1937.)

The Cawnpore Labour Enquiry Committee, which was to have commenced its sittings on 20-10-1937, has postponed its meeting to a later date. ("Hindustan Times" dated 19-10-1937.)



Wages Enquiry Committee: Appointment Urged

by Nagpur Textile Union. +

The Nagpur Textile Union, at a meeting held on 21-10-1937, adopted a resolution requesting the local Government to appoint a Wages Enquiry Committee, on the lines of the Textile Enquiry Committee appointed by the Government of Bombay, (vide pages 30-34 of this report), with proper representation of workers, to enquire into wage-cuts affecting textile workers of the Central Provinces and the general wage position.

(The Hindustan Times, 23-10-1937)  
and  
(The Bombay Chronicle, 23-10-1937) +

Prohibition of Child Labour in Workshops and Unregulated Power Factories: Central Government Canvasses views of Provincial Governments +

The Government of India has invited the opinion of provincial governments on the subject of the regulation of labour in workshops and unregulated small power factories, with special regard to the employment of children. The following are relevant extracts from the letter sent out in this context by the Department of Industries and Labour, of the Government of India:

Public Opinion favours Protection of Children in Workshops:  
"It will be generally agreed that there is a definite need for the protection of young children in respect, at least, of certain classes of workshops. Children are employed, often at a very early age, in various offensive and in some dangerous occupations. The transfer of the work to older persons should not involve economic loss to the classes affected, though some employers might have to pay higher wages; and even a considerable sacrifice would be justified by the protection secured for the children themselves. The efforts made by non-official members in some provinces and the passing by the Central Provinces Legislature of an Unregulated

Factories Act, along with other evidence, suggest that public support would be readily forthcoming for any reasonable measure designed to eliminate the present abuse."

Need for Central Legislation: "In order to regulate the abuse of child labour in workshops, it appears to be desirable to proceed by central legislation, as, although the provinces have the power to extend any or all of the provisions of the Factories Act to any place where a manufacturing process is carried on, with or without the use of power, and where 10 or more persons are employed, yet provinces wishing to regulate workshops may be deterred by the fear that neighbouring provinces are not prepared to advance as quickly as they are and that their industries would thereby be exposed to unfair competition. It is not surprising that in most provinces little use has so far been made of these powers to regulate workshops."

Whitley Commission's Views: "The Royal Commission on Labour suggested making a start with workshops employing 50 or more persons. The idea of having a criterion of numbers employed which could be reduced as time went on, was taken from the Factories Act, and has been copied in the provincial Act and Bills to which reference has been made above. But the Government of India does not think that it is likely to prove satisfactory. As it stated in its memorandum to the Industries Conference: 'Ordinarily it is not possible for the owner of a power factory to split up his establishment into several separate establishments: but it is a very simple matter for the owner of a workshop. Conditions in the smaller workshops can be and frequently are, worse than in the larger ones. Finally, whereas the smaller power factories at present excluded from the Factories Act are not serious competitors with the larger ones, and the latter usually gain an economic advantage from their size, in the workshop industries the case is different. Smaller and larger workshops tend to compete in the same market, and the economic advantage of contraction is absent or is comparatively small.'"

Criterion of Numbers Employed to be discarded: "Conditions in the different types of workshops vary greatly and having regard to this and to the considerations set out above, the Government feels that it would be better to select for regulation in the first instance those classes of work which are most detrimental to young children, and to regulate the workshops engaged in these whatever the numbers employed. Again the Commission contemplated excluding children under 10 to begin with and regulating the hours of children between 10 and 14. But the Government feels that it would be better to avoid this refinement and to exclude children from a higher age."

Government of India's Proposals: "The Government of India therefore put forward the following suggestions for an early advance by central legislation:

"The only regulation to be attempted in workshops, at present, should be the exclusion from employment of children under 12.

"This exclusion should apply to those industries which

are regarded as the most objectionable.

"Within the industries selected, all establishments should be covered irrespective of the total numbers employed in them.

"The Provincial Governments should have power to extend the exclusion of children under 12 from workshops, irrespective of the numbers employed in them, to other industries."

Inspection rendered Easy: "If the proposals of the Government of India are accepted the inspection required to enforce them will be of a very simple nature. All that will be required are visits to see that children under 12 are not being employed in any establishment in the regulated industries."

Opinion to be submitted by 15-2-1937: The letter concludes by inviting submission of views by 15-2-1937 on the following points:

"Whether legislation should be enacted: (a) To exclude children under 12 from certain classes of workshops, irrespective of the numbers employed in them; (b) To grant Provincial Governments powers to extend such exclusion to workshops in other industries.

"What industries should at once be covered by Central Legislation as being objectionable?"

"Whether it would be reasonable to include provisions on the lines of Section 9 of the Factories Act, excluding Sub-Section 1(d), in the proposed legislation.

"Whether it would be desirable to provide for the certification of the age of children who are employed and suspected to be under 12 years, as in Section 27 of the Mines Act."

Industries Considered Objectionable: Bidi-making, carpet-making weaving, cement manufacture, cloth printing, dyeing, ~~etc.~~ manufacture of matches, explosives and fireworks, mica splitting, ~~etc.~~, shellac manufacture, soap manufacture, tanning and wool cleaning are listed in the letter as objectionable industries.

(The Statesman, 26-10-1937.)

Working Class Cost of Living Index Numbers

Various Centres in India during July 1937.

The cost of living index numbers for working classes in various centres of India registered irregular changes during July 1937 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 July 1937 declined by 1 point to 107. The average in the year 1936 was 104.

Ahmedabad.— The index number (Base: year ending July 1927) of the cost of living in Ahmedabad in July 1937 rose by 1 point to 77; 1936 the average was 71.

Sholapur.— The index number (Base: year ending January 1928) of the cost of living in Sholapur remained stationary at 73. The average for 1936 was 71.

Nagpur.— The index number (Base: January 1927) of the cost of living in July 1937 rose by 1 point to 64.

Jubbulpore.— The index number (Base: January 1927) of the cost of living in Jubbulpore in July 1937 rose by 3 points to 63.

(Extracted from Monthly Survey of  
Business Conditions in India of  
July 1937.)

Working of the Workmen's Compensation Act in Orissa, 1936.\*

The Government of Orissa has recently published the first separate report on the working of the Workmen's Compensation Act, 1923, in ~~the~~ Orissa Province; the present report relates to the year 1936.

According to the report, the daily average attendance of persons employed in the districts of Puri, Cuttack, Balasore and Sambalpur is reported to have been 2,093 adults and 12 minors

\*Statistical returns under the Workmen's Compensation Act, 1923, for the year 1936 - No. 7071-IIIL-23/37-Com. of the Government of Orissa, Law and Commerce Department: Dated the 18th September 1937. pp. 4

during the year under review. Information in respect of the two remaining districts of Ganjam and Koraput has not been received. There was no case of occupational disease in the year under report. There was only one case of death as the result of accidents, while one person was permanently disabled, and one suffered from temporary disablement. The compensation paid was Rs. 400-15-0 for fatal accidents and Rs. 441 for permanent disablement. The entire amount was paid through the Commissioners for Workmen's Compensation.

The Government has expressed the opinion that the work involved in the administration of the Act in the province does not call for the appointment of a wholetime Commissioner and that the existing arrangement, namely, appointment of District Magistrates as ex-officio Commissioners for Workmen's Compensation in their respective districts, is considered adequate.

Labour Conditions in Assam Tea Gardens, 1935-36:

Report of the Controller of Emigrant Labour, Assam.\*

Labour Conditions on Tea Estates: Labour Population.- The total population of adult labourers working and not working on tea estates in Assam was 615,360 at the end of the year under report, as compared with 620,728 in the preceding year, and of children 526,870 as compared with 515,841 in the previous year, making a total population of 1,142,230, as against 1,136,569 in the preceding year. The number of new emigrants arriving in Assam during the year was 23,879 as against 19,968 in the previous year.

Recruitment.- The Bombay Presidency continued to be an uncontrolled emigration area and 423 souls were recruited from it by the Tea Districts Labour Association, during the year, through their depot at Igatpuri. Recruitment was carried on from the controlled emigration areas, viz., the six recruiting provinces of Bengal, Bihar, Orissa, the Central Provinces, Madras, and the United Provinces. 20,810 souls were recruited by the Tea Districts Labour Association through their depots in those provinces and 1,942 by the three other Local Forwarding Agencies at Ranchi. No area has been declared to be a restricted recruiting area. During the course of the year 30 licenses were granted to 30 Local Forwarding Agents for recruitment in the controlled emigration areas. Others were renewed locally by the District Magistrates. No application for licenses was refused, and no license is reported to have been cancelled during the year. In addition to their Local Forwarding Agency Depots, the Tea Districts Labour Association maintained 35 Rest Houses in the less accessible areas of British India for the use of recruits and their families. Out of these 35 Rest Houses, 5 were closed down during the year.

Provincial Distribution of Recruits.- During the year, 23,175 labourers were recruited for Assam as assisted emigrants and members of their families, as against 18,674 during the previous year. The provincial distribution was as follows: Bengal - 734; Bihar - 12,918; Orissa - 7,037; the C.P. - 1,789; Madras - 176; the U.P. - 98; Bombay - 423. Normally recruitment in the controlled emigration areas was carried on under the sardari system, but 2,090 souls were recruited by other means during the year. 4,023 non-assisted emigrants (i.e., ex-garden labourers returning to Assam within two years) and members of their families were forwarded to Assam during the year as against 3,993 in the previous year.

Cost of Recruitment.- The average cost of recruitment through

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\* Annual Report on the Working of the Tea Districts Emigrant Labour Act (XXII of 1932) for the year ending the 30th September 1936. -Shillong: Printed at the Assam Government Press 1937.- Price annas 5 or 6d. - pp.39.

the Tea Districts Labour Association during the year fell from Rs. 57-1-6 in 1934-35 to Rs. 55-10-0 per soul, and from Rs. 76-15-6 in 1934-35 to Rs. 75-12-0 per adult. The slight difference between the recruiting costs in the two years is attributed to the increased success of sardars. Bad harvests and scarcity prevailed throughout the season in the recruiting areas and many times as much labour was available for recruitment as was required. Consequently employers could make a choice as to the kind of labourers they would accept or reject. Recruitment was restricted by many employers to married couples only, and as a result many labourers sought recruitment at the Local Forwarding Agencies by falsely describing themselves as married couples.

Conditions in Tea Industry.- The report points out that the conditions which prevailed in the Assam tea industry during the period under review were disappointing, for, in contrast to the slightly better prices realised for the lower grade teas, those for the Assam tea showed a decline. This is reported to be due to the public favouring cheaper classes of tea rather than better qualities, the prices of which showed a sharp decline. While these conditions existed, the outlook remained uncertain; but it seemed nevertheless reasonable to suppose that, with the rapidly improving price position, Assam teas will benefit. An agreement was reached during the year to regulate production and this agreement will remain in force until the 31-3-1938, the date when the present Indian Tea Control Act comes to an end.

Wages.- The average monthly earnings of faltu or basti labourers on tea gardens in the Assam Valley for men, women and children rose from Rs. 4-6-11, Rs. 4-6-9, and Rs. 2-11-11 to Rs. 4-9-6, Rs. 4-9-2 and Rs. 2-14-2 respectively. In the Surma Valley the average earnings of faltu or basti labourers on tea gardens for men, women and children fell from Rs. 4-5-1, Rs. 3-5-8, and Rs. 2-2-7 to Rs. 4-4-8, Rs. 3-5-3, and Rs. 2-2-4 respectively. The concessions of free housing, medical treatment, maternity benefits, and, where available on the garden, free grazing and firewood, and land for cultivation, sometimes free of rent, and sometimes at concession rates, were continued throughout the year. The arrangements for water supply are generally good in most of the gardens in Assam.

Vital Statistics.- Vital statistics show a satisfactory margin of births over deaths, viz., 36.45 births per mille and 22.80 deaths per mille, as against 35.86 and 22.56 respectively in the preceding year. During the year there was a serious epidemic of dysentery in Bokpara Tea Estate in the Lakhimpur district which resulted in 81 deaths.

The majority of the tea garden labourers drink by habit. The Assam Excise Department estimated that the tea garden population is responsible for about two-thirds of the total consumption of country spirit in Assam.

Education of Children.- The total number of children living on tea estates in the Assam Valley at the beginning of the year under report was 367,704. The total number of tea garden schools in the Assam Valley during the year was 55 as against 54 in the previous year, and the number of pupils attending them was 1,810 as against 1,581. In addition 1,519 pupils are reported to have attended ordinary primary schools. In the Surma Valley there were 148,137 children living on tea gardens at the beginning of the year and 48 tea garden schools attended by 1,904 pupils during the year as against 42 schools attended by 1,429 pupils in the previous year. In addition 1,004 pupils are reported to have attended ordinary primary schools as against 1,543 pupils in the preceding year.

Money Remittances.- The total remittances by money order from the tea districts to the eleven chief recruiting districts during the year under report, are reported by the Postmaster General to have been Rs. 418,679-13-0, out of which Rs. 206,966 were sent to Ranchi District, Rs. 77,919 to Sambalpur District, Rs. 52,827 to the Santal Parganas, Rs. 19,765 to Singhbhum, Rs. 17,126 to Bilaspur and Rs. 14,799 to the Raipur District.

Land Holdings.- 151,131 acres of garden land in Assam are held by labourers who still reside on the gardens. These labourers are tenants at will and can as yet acquire no right of occupancy. Ordinarily it is a condition of their tenancy that they continue to work as labourers on the garden. 13,503 acres of Government land are held by tea garden labourers in the Assam Valley, and 4,025 acres in the Surma Valley. Ex-tea garden labourers held 362,022 acres of Government land in the Assam Valley as against 329,478 in the previous year, and 37,793 acres in the Surma Valley as against 36,889. No case was reported to have occurred during the year in which an emigrant labourer failed to regain possession of his holding on return from the tea districts to his native village.

Labour Disputes.- There were only 8 complaints made by labourers against managers, and 4 by managers against labourers, as against 6 and 3 respectively during the ~~pa~~ previous year. One of the cases filed by labourers against managers was decided for the complainant. This was for the recovery of his property and of the members of his family. 6 were decided against the complainants, and one was pending at the end of the year. 3 cases brought by managers against labourers were for unlawful assembling or rioting, out of which 2 were decided in favour of complainants, the accused persons having been punished under sections 143 and 148, Indian Penal Code. One case was amicably settled. It is reported that the year was practically free from labour disturbances of a serious nature. There were minor incidents on some gardens which were settled by the garden authorities themselves without the intervention of the Police. There were, however, 8 disputes which arose out of low rates of wages which were amicably settled by the Subdivisional Officers.



Repatriation.- It is pointed out that the Act came into force with effect from 1-10-1933, and, therefore, 1-10-1936 was the first day on which the statutory right of repatriation under section 7 could fall due to any emigrant labourer. 1,796 emigrant labourers and members of their families were repatriated during the year by their employers, for various reasons. Out of 1,796 souls repatriated, 901 were emigrant labourers and 895 were members of their families. The reasons for repatriation were dismissals, ill-health, unsuitability for garden labour, mental deficiency, etc.

Amendment of the Act and Rules.- The Tea Districts Emigrant Labour Act was not amended during the year under report; nor was there any change in the extent of its application. Government of India Rule 60(2) was amended so as to bind a manager of a tea estate to report to the Controller all deaths amongst emigrant labourers employed in his garden, who emigrated less than three years before, instead of only reporting the deaths of emigrant labourers leaving behind a family but no widow.

(The annual report on the working of Tea Districts Emigrant Labour Act (XXII of 1932) for 1934-35 was reviewed at pages 17-20 of our December 1936 report).

Wages in Bombay Textile Industry: Government  
appoints Committee. +

Reference was made at pages 23 to 25 of our September 1937 report to the decision of the Government of Bombay to appoint a Committee of Enquiry to go into the question of the wages of mill workers and other matters connected with the textile industry of the Province. According to a communiqué issued by the Government of Bombay on 13-10-1937, the Governor of Bombay has appointed a Committee of inquiry, to be known as the Textile Labour Inquiry Committee, consisting of the following members, to investigate the question of the adequacy of wages and kindred matters in connection with the Textile industry in the province:- Mr. Jairamdas Daulatram (Chairman), Mr. Vaikunth L. Mehta, Mr. D. R. Gadgil, and

\* Mr. S. A. Brelvi. The Committee will be advised on technical matters by the following four associate members:- Mr. Sakarlal Balabhai, M.L.A., Mr. S. D. Saklatvala, M.L.A., Mr. K. K. Desai, M.L.A., and Mr. R. A. Khedgikar, M.L.A. Mr. S. R. Deshpande, Assistant Commissioner of Labour Office, Bombay, will act as Secretary to the Committee.

Terms of Reference: The terms of reference of the Committee are:-

(1) To examine the wages paid to workers, having regard to the hours, efficiency and conditions of work in the various centres of the textile industry in the province and to inquire in this regard, into the adequacy or inadequacy of the wages earned in relation to a living wage standard, and, if they are found in any occupation, centre or unit of the industry to be inadequate, to inquire into and report upon the reason therefor, and to make recommendations regarding:-

- (a) the establishment of a minimum wage,
- (b) the measures which employers, employees and Government should take to improve the wage level,
- (c) the remuneration of workers engaged on night-shift, and the regulation of night-shift work,
- (d) standardisation of wages and musters, and
- (e) the methods of automatic adjustment of wages in future.

(2) To report whether in view of the present condition of the industry an immediate increase in wages can be given in any occupation, centre or unit of the industry, pending the conclusion of the Committee's work and the preparation of its report and to make recommendations in this behalf.

(3) To report on any matters germane to the above.

The Committee, it is understood, will be requested to submit its report to Government as soon as possible.

(Extracted from a copy of the communiqué sent to this Office by the Director of Information, Bombay).

Who is Who in the Committee: Mr. Jairamdas Daulatram, the Chairman, is a member of the Congress Working Committee. He is also the convener of the Labour Sub-Committee appointed by the Congress Working Committee early in 1936. (vide page 27 of our May 1936 report). In that capacity, he has made a study of the problems of Indian labour. He was formerly the editor of a daily paper in Delhi. He represented Sind on the Bombay Legislative Council in 1926.

Mr. Vaikunth L. Mehta is the Managing Director of the Bombay Provincial Co-operative Bank, Ltd. He was a member of the Bombay Provincial Banking Inquiry Committee appointed by Government in

1929. He is a member of the Board of the All-India Village Industries Association.

Mr. D. R. Gadgil is the head of the Gokhale Institute of Politics and Economics at Poona, and is a member of the Senate of the Bombay University.

Mr. S. A. Brelvi is the Editor of the Bombay Chronicle. He was for some time <sup>one of</sup> the Vice-Presidents of the Bombay Textile Labour Union.

Mr. Sakarlal Balabhai is the President of the Ahmedabad Millowners' Association and its representative in the Bombay Assembly.

Mr. K. K. Desai is one of the two representatives of <sup>the</sup> Ahmedabad Textile Labour Union in the Bombay Assembly.

Mr. R. A. Khedgikar is a member of the Bombay Assembly representing Sholapur textile labour. (The Times of India, 15-10-37).

Criticisms of the Committee: A statement issued by Messrs.

Jamnadas M. Mehta, M.L.A., S. C. Joshi, M.L.C., S. V. Parulekar, M.L.A., and R. R. Bakhale, makes the following criticisms of the Committee:

1. Restricted Scope of Inquiry: This is a purely wage inquiry and, as such, the Committee's terms of reference may seem to be satisfactory. But the consideration of the wage position necessarily involves many questions of vital importance to the industry and the workers and without the consideration of those questions the wage problem cannot be adequately tackled. For example, the first term of reference requires the Committee to examine the wages having regard to, inter alia, the conditions of work, but not with regard to the conditions of the industry as a whole. The position of trade, the effects of tariffs, quotas, etc, on the industry, the element of internal and external competition, the organisation, management and control of the industry, the nature of textile production and its overlapping, the level of profits, losses and dividends—these are all factors which have a considerable bearing on wages; and unless they are considered, the problem of wages cannot be satisfactorily solved and peace established in the industry. It is regrettable that the terms of reference in this respect are not as definite and wide as they should have been.

2. Congress Domination in Personnel: The personnel of the Committee is good individually; but collectively it seems to have been determined mostly on party considerations. Three out of four members of the Committee are Congressmen and Congressmen have in the past shown a strong tendency to look up to Wardha or Ahmedabad for inspiration rather than to the merits of the case.

3. Bombay Textile Labour unrepresented: Bombay is the most important textile centre and the workers' representative of that very centre does not find a place in the list of assessors. It

may be argued that the assessors are all from the Assembly and that no suitable representative of ~~the~~ Bombay textile labour was available therefrom. The argument is fallacious. In the first place, the choice of the assessors should not have been restricted, particularly if a satisfactory personnel to represent both the sides was not available. In the second place, Government cannot seriously bring forward this argument when it is remembered that in the settlement of the Gokak strike brought about by this very Government, a person unconnected with the workers and their trade union was appointed to represent the workers in the conciliation proceedings. It is held that it was the duty of the Government to select a representative of ~~the~~ Bombay textile labour from among the textile unions in the city if one was not available from the Assembly. It is strongly felt that the selection of the assessors should have been made in consultation with the organisations of employers and workers. Failure to do so cannot, it is remarked, but create circumstances which it was necessary to avoid and which might prove to be deplorable.

(The Times of India 18-10-1937.)

Comments of Times of India: In an editorial article on the Enquiry Committee, the Times of India of 15-10-1937 offers the following criticisms:

"The terms of reference are so widely drawn that they could involve years of discussion. As for the one item about the establishment of a minimum wage, this could not only eat up the years, but properly would involve taking evidence about the whole of India's economic activity and the Central Government's fiscal policy. It is not possible to deal with a minimum wage for one industry without considering the possibilities of a minimum wage for all industries. This item of investigation if it is pursued will merely complicate exceedingly the Committee's task. Nevertheless, the difficulty of giving more pointed terms of reference can be appreciated."

After referring to the agitation carried on recently by labour leaders in Bombay for improved working conditions, which according to the paper was inspired by political motives, the editorial observes: "How far the Committee even with such wide and vague terms of reference can deal with general and varied demands coming from such varied quarters remain to be seen. It will certainly be hard to reconcile what is primarily an economic task with requirements which have a political motive and purpose. Economic realities should provide the test of what is worth exploring and what is not. The Committee will not be able to go very far, for instance, in examining "the adequacy or inadequacy of the wages earned in relation to a living wage standard" and to decide about wages accordingly. Wages are determined by many things but never by the abstraction known as "a living wage standard." Approaching wage problems from that end is putting the cart before the horse. It is not possible first to set up such a standard and arbitrarily to order industries to meet it. All that could happen with an

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arbitrary fixing of textile wages in the Bombay Presidency would be a loss of textile business to other textile centres. If the Bombay Presidency was a self-contained and isolated unit there might be scope for risky economic experiments. But as things are, there is <sup>no</sup> room for such things, The width of the terms of reference and the scope thereby given for the emergence of theoretical conclusions makes it the more regrettable that the judicial element is entirely absent from the personnel of the committee. There will also be some <sup>what</sup> regret that commercial interests generally are not represented in greater strength, while the millowners at least will feel that several, if not the majority, of the members are committed by their public and political activities to pre-conceived ideas about the subject of the enquiry.

(The Times of India 15 and 18-10-1937).

Cost and Standard of Living and Wages of Cotton  
Mill Employers in Bombay: Labour Office to  
conduct Preliminary Enquiry.

References have been made at pages 23-25 of the September 1937 report and pages 36 - 34 of this report to the Textile Labour Enquiry Committee appointed by the Bombay Government to go into the question of wages and kindred matters in connection with the textile industry of the province. It is now understood that the Labour Office has been directed by the Government to undertake a detailed and comprehensive investigation of the wage census position in the cotton mill industry in the Presidency as it stood in July 1937, and also <sup>to</sup> go into the cost and standard of living of cotton mill operatives. These inquiries will not be restricted to important cotton mill centres alone such as Bombay, Ahmedabad and Sholapur, but will cover every unit of the industry throughout the Presidency.

The investigation has been considered necessary in order that useful information may be available to the Textile Labour Inquiry Committee.

(The Times of India, 21-10-1937)

Enforcement of Conventions.

Factory Administration in the United Provinces, 1936.\* ✓

Statistics of Factories.- The total number of factories on the register subject to the control of the Factories Act at the close of the year was 576, as against 579 in the previous year; 40 factories were added and 43 removed from the register. Of the 576 factories, 241 were seasonal factories as against 266 in the previous year, and 335 were non-seasonal factories as against 313 in 1935. The number of non-seasonal factories thus increased by 22 and the seasonal ones decreased by 25. This was due ~~in~~ mainly to a few seasonal factories being reclassified as non-seasonal during the year. The total number of factories that worked during the year was 527, as against 496 in 1935. Annual returns were received from only 514 factories out of 527 factories that were in commission during the year.

Statistics of Operatives.- The average daily number of workers employed in the registered factories, based on the annual returns received, was 147,502, against 139,260 in the previous year; nearly 96 per cent of this was adult male-labour. About 65 per cent of the total number of workers were employed in non-seasonal factories and 35 per cent in the seasonal concerns. The increase of nearly 6 per cent in the number of workers is mainly due to the employment of more persons in textile and sugar factories and partly to the registration of new factories.

The number of workers employed in each class of factory is given in the statement below:

Class of factory.	Number of workers.		
	1936	1935	Increase or Decrease.
Government and Local Fund			
factories	18,152	17,880	+272
Textiles.           ...	47,672	43,590	+4082
Engineering.       ...	6,887	6,395	+492
Minerals and Metals.	702	529	+173
Food, Drink and Tobacco.	47,838	45,345	+2493
Chemical Dyes, etc.	5,902	5,143	+759
Paper and Printing.	3,371	3,454	-83
Wood, Stone and Glass.	3,938	3,835	+103
Skins and Hides.	3,996	3,716	+280
Gins and Presses.	8,766	9,204	-438
Miscellaneous.	278	169	+109
Total	147,502	139,260	+8,242

\* Annual Report on the working of the Factories Act in the United Provinces for the year 1936, by the Chief Inspector of Factories and Boilers.-Allahabad. Supdt., Printing and Stationery, U.P., 1937. Price 6 annas. - pp.48.

Employment of Adolescents, Women and Children.- The average number of adolescents employed in factories was 1,288; 1,183 of these worked in non-seasonal and 105 in seasonal concerns. 1,263 were male adolescents and 25 female; of the latter 18 were employed in seasonal factories. Out of the total of 1,288 adolescents, 1,209 or 93.8 per cent were reported to have worked as adults, and only 79 as children.

There were 5,641 women in employment in 1936, as against 5,534 in 1935. Of the 5,641 women workers, 3,061 or about 54 per cent were employed in seasonal factories, as compared with 61 per cent in 1935. Of these, 539 worked in tea factories, 2,471 in cotton ginning factories and the remaining 51 in other seasonal concerns. The steady decline in the number of women from 1931 to 1934 was checked in 1935, when there was an increase of 151; this continued during the year under review when there was a further increase of 107 women workers. The steady decline in number of women operatives from 1931-34 was checked in 1936 by the addition of 107 women workers. The proportion of women to the total number of workers was still, however, less than 4 per cent.

The average number of children employed in factories during 1936 was 364, as compared with 464 in 1935. 345 out of a total of 364 children, were employed in non-seasonal factories. The proportion of children to the total number of workers was under 0.3 per cent. The provisions of the Act in respect of the employment of children were strictly enforced and one prosecution was instituted for employing adolescents and children without certificates of age and fitness; in other cases warnings were given.

Inspections.- The number of inspections and visits made during the year was 1,115 as against 1,230 in 1935. 229 factories were inspected once, 167 twice, 53 thrice and 49 more than three times; 29 factories were not inspected.

Sanitation, Fencing and Ventilation.- It is pointed out that in perennial factories sanitary conditions were in most cases good, but in some of the smaller ones it was necessary to warn managers which usually resulted in an improvement. In a number of seasonal factories, the sanitation and general cleanliness was not all that could be desired, particularly in regard to the maintenance of latrines and urinals in a clean and sanitary condition. In every case the manager's attention was drawn to these defects and warnings given that repetition of the offence would lead to legal action being taken. In the majority of cases this had the desired effect and only one prosecution was necessary.

The report observes that there is no requirement under the Act that receives more attention than the safeguarding of workers; *guarding machinery* it is treated as a primary duty and a large number of orders were served on factories to fit adequate fencing and guards during the year under report. Ventilation continued to improve, it being one of the principal objects to receive the attention of the inspectorate.

Natural ventilation was improved where possible by means of additional roof ventilators, sky-lights and windows.

Accidents.- 2,137 accidents - 38 fatal, 447 serious and 1,652 minor - were reported during the year under report, as compared with 31 fatal, 449 serious and 1,653 minor in 1935.

Hours of Work.- In the non-seasonal category, the weekly hours of 9 factories were not more than 42, and in 48 factories they were above 42, but not more than 48 hours. The weekly hours of 266 factories were above 48. In the seasonal category, the weekly hours of 15 factories were not more than 48, and in 15 factories they were above 48, but not more than 54 hours. The weekly hours of 160 factories were above 54.

(The annual report on the working of the Factories Act in the United Provinces for 1935 was reviewed at pages 25-28 of our November 1936 report). ✓+

#### Factory Administration in Bihar, 1936.\*

Statistics of Factories: According to the annual report by the Chief Inspector of Factories, Bihar, on the working of the Factories Act, 1934, in the Province during 1936, the number of factories on the register at the commencement of the year under report was 328. 9 factories were added to the register during the year. Of the new registrations 7 were perennial and two seasonal. No factory was removed from the register during the year under report. Of the 337 factories on the register, 63 factories remained closed throughout the year; of the 274 factories in commission, 206 were perennial and 68 seasonal. The average number of days worked during the year by perennial factories was 270 and by seasonal factories 165.

Number of workers: The number of persons employed in the factories during the year was 86,676, as against 83,969 in 1935. The increase, being consequent on the new registrations, was mainly spread over the industries of sugar ~~and shellac~~ manufacture, jute spinning and weaving, general engineering and shellac manufacture. The industries of minerals, metals and railway workshops showed small decrease in number of persons employed.

Women and children: The number of women workers during the year under report was 5,565 as against 5,800 last year. The small decrease is reported to be the result of periodical fluctuations and was not confined to any particular industry. The number of

\*Annual Report on the working of the Factories Act, 1934, in the province of Bihar-1936 by the Chief Inspector of Factories, Bihar. Superintendent, Government Printing, Bihar, Patna. Price As. 8. pp. 30.



adolescent employed in factories during the year was 332 as against 218 in 1935. The number of children employed during the year was 208 as against 207 last year.

Inspection: The number of factories inspected during the year was 249 as against 254 in 1935, and the total number of inspections and visits of all classes of factories in the year was 464 as against 475 last year.

Sanitation, Ventilation, etc.: The report points out that the provisions of the Factories Act and the rules thereunder in respect of sanitation and supply of drinking water were generally complied with. Equal care in maintaining the factory compound and the drains in a clean and sanitary condition, as in the maintenance of the working rooms, was, however, not exercised in several cases, and warnings had to be issued in such cases. In a few cases orders were passed for constructing masonry drains with impermeable materials in place of the existing kutcha drains. The supply of drinking water in factories was generally adequate. As regards ventilation, the report observes that in a few cases both in factories under regular inspectors and those under local inspectors orders were passed for a greater provision of ventilating openings and for keeping existing ones free from obstruction and in one factory where the conditions in the working room were uncomfortable during the summer months the cooling power of the air was increased by the provision of electric fans.

Health of Employees: The health of workers is reported to have been normal. No epidemic and no case of industrial disease was observed by or reported to an inspector.

Wages: As compared with the last year, the rates of wages showed small increase in five industries and small decrease in an equal number of industries. There was no change in others.

Accidents: The total number of accidents during the year was ~~2,945~~ 2,945 as against 2,858 in 1935. Of these, 2,762 accidents occurred in perennial factories, and 183 in seasonal ones. 23 were fatal, 495 were serious and 2,427 were minor. The small increase in number of accidents was, however, under the head "minor".

Safety: The report observes that the safeguarding of machinery and the adoption of other safety measures in factories continued to receive attention of the inspectors and there has been an improvement in the safeguarding of machinery. The provisions relating to precautions against fire were generally complied with. In one case where the means of escape in case of fire was considered inadequate necessary orders were passed. The value of safety organisations in factories in inculcating safety habit of mind in the workers and as a means of reducing the accident rate gained increasing appreciation, but the addition of Safety Committees in factories to the existing number was rather small.

(The working of the Indian Factories Act in Bihar and Orissa in 1935 was reviewed at pages 33-35 of our December 1936 report. Orissa is now a separate Province and the figures in the present review relate to Bihar only.) 4

Application of Hours of Work and Weekly Rest

Conventions: Complaint regarding Increase in Hours of

Work of certain Categories of Workers in G.I.P.Railway.

The Union Herald, the organ of the New G.I.P.Railway Staff Union, Bombay, dated 16-10-1937 publishes a note making certain charges against the G.I.P.Railway Administration regarding the manner in which the Hours of Work and Weekly Rest Conventions are being applied in this Railway. It is pointed out that the Government of India issued instructions in its letter No.1812 dated 11-5-1920 to the effect that the application of the Conventions should not worsen existing labour conditions. In spite of these instructions, it is alleged that the G.I.P.Railway Administration has increased hours of work of certain classes of workers from those prevailing before the application of the Conventions, and that, in spite of the protests of the G.I.P. Railwaymen's Union, nothing has as yet been done to set matters right. In discussing the matter with the General Secretary of the Union in August 1937, the Deputy Agent of the G.I.P. Railway stated that he had discussed the question of increased hours within the limits laid down by the Act with the Supervisor of Railway Labour who expressed the opinion that the increase was permissible. The Union is of opinion that the views of the Supervisor of Labour, on this point are unacceptable. When this question was discussed with the Railway Board by the All-India Railwaymen's Federation at the tenth half-yearly meeting in June 1935, the Chief Commissioner of Railways assured the Federation that if the Federation would bring actual cases of increased hours of work to the notice of the Railway Board they would look into the matter.

Instances of Indreased Hours.- The Union contends that cases of increased hours of work are considerable in number in the Railway, and gives the following details regarding the position in Wadi-Bunder Depot of the G.I.P.Railway by way of ~~in~~ illustration:

	Old duty hours.	Present hours.
Markers and Pasters.	9-30 to 17-30	9-30 to 18-30
Correspondence Section.	10-30 to 17-30	9-30 to 17-30
S.E.Branch.	10-30 to 17-30	10-0 to 18-0
Accounts Office.	10-30 to 17-30	9-30 to 17-30
Gangmen of Bombay Section.	8-0 to 17-0	7-30 to 17-30

It is also pointed out that certain sections of the staff at Wadi Bunder have no fixed hours and are asked to work "till the completion of the daily work", which usually works out at more than nine hours per day. X +

Industrial Organisation.

Employers' Organisations.

Nomination of Employers' Delegates and Advisers  
to I.L.Conference: Views of Bengal Chamber of  
Commerce and Associated Chambers. +

Reference was made at page 39-41 of our February 1937 report to the views of the Bombay Chamber of Commerce on the question of the nomination, to sessions of the International Labour Conference at Geneva, of non-Government *d*elegates and their *a*dvisers who, under the Treaty of Versailles, are chosen in agreement with such existing organisations as are most representative of employers or work-people as the case may be, and the circulation of the Chambers' letter among the constituent Chambers by the Associated Chambers of Commerce.

Bengal Chamber's Views.- In its reply, the Bengal Chamber of Commerce expressed the view that in so far as there are constituent Chambers which have shipping companies registered in India in their membership, the Associated Chambers should have a say in the selection of employers' *d*elegates and their *a*dvisers for the Maritime Sessions of ~~2~~ such Conferences. The Chamber also agreed that a claim should be made on the larger grounds that all business interests are concerned in the decisions of such International Labour Conferences; and it suggested, further, that a protest might be lodged against the Government of India's attitude, in so far as it appeared to disregard the right of purely British interests to voice their opinions equally with Indian interests, in regard to matters of vital importance which might come up for discussion at these Conferences.

Associated Chambers' Letter to Government of India.- The Associated Chambers have subsequently addressed a letter to the Department of Industries and Labour, Government of India, claiming the right of being consulted regarding the nomination of employers' *d*elegates and *a*dvisers to the Sessions of the I.L.Conference. It is stated that ~~Chambers~~ have received through Government of India agencies, copies of press communiques issued by the Government of India, Department of Industries and Labour, inviting suggestions regarding the nomination of non-Government Delegates and their Advisers, but pointing out at the same time that "an Association will be regarded as representative of employers only if it includes among its functions that of dealing with the interests of employers as such (e.g.

regulating conditions of employment)". The Associated Chambers, however, do not agree with the decision.

View Point of Employers Explained.- The letter observes that the Government has doubtless its own reasons for not committing itself to taking into consideration the views of the Chambers of Commerce in regard to these matters. It may be that it takes the view that the Treaty of Versailles refers only to industrial organisations and does not require that the interests of commercial bodies should be taken into account in nominating representatives. But there is a wider aspect to this question, namely that Chambers of Commerce not only represent those who, as employers, are vitally concerned in the subjects discussed at these International Labour Conferences, but they are also **A**ssociations interested in the decisions made, in so far as these may affect the general trend of commerce and trade. It cannot be contended that Chambers of Commerce are not interested; and, as the Chambers are not content to risk the interests of their members being adversely affected by labour legislation in the making of which they have no voice, the Government of India should favourably consider the Associated Chambers' claim to participate in the selection of **d**elegates and **a**dvisers for these International Conferences.

Selection of Delegates and Advisers to Maritime Sessions of the Conference.- In the matter of the selection of **d**elegates and **a**dvisers for Maritime Sessions of these International Conferences, it is presumed that the Government holds the view that Chambers of Commerce cannot justly represent the views of shipping companies registered abroad, although the latter may be members of the Chambers, as the interests of such companies should be protected by the Board of Trade in Great Britain if they are registered in the United Kingdom. In this connection, it is pointed out that there are in the membership of the Chambers shipping companies which are registered in India and whose interests certain of the Maritime Chambers also represent. The Associated Chambers, therefore, claim ~~for the~~ to be consulted in the matter of the selection of **d**elegates and **a**dvisers for the Maritime Sessions as also for the ordinary sessions of the International Labour Conferences.

(Extracted from the Abstract of Proceedings of the Bengal Chamber of Commerce during September 1937). +

## Workers' Organisations:

### 1st Bombay Provincial Labour Conference, 10-10-1937.

The 1st Bombay Provincial Labour Conference was held at Bombay on 10-10-1937 ~~was held at Bombay~~ under the auspices of the Bombay Provincial Committee of the National Trade Union Federation. Mr. Jamnadas M. Mehta, M.L.A., presiding.

The principal resolutions passed at the Conference criticised the newly installed Congress Ministry for its "vague and dilatory" programme of labour action and expressed disapproval "of the manner in which the Ministry has dealt with its obligations towards workers". The Conference also protested against the failure of the Government of India to fully implement the Geneva and Washington Conventions re. hours of work and weekly rest, and urged the Governing Body of the I.L.O. "to take suitable action against the Government of India for their continued default in implementing an accepted obligation". Mr. S. C. Joshi, President of the Bombay Provincial Committee, in welcoming the delegates to the Conference, urged the necessity of the creation of a separate portfolio for Labour and Industries.

Mr. Jamnadas Mehta, in the course of his presidential address, remarked that the Indian capitalists were impervious to modern ideas about the relations of labour and capital; they seemed to have a conviction that industries were their proprietary concerns, and that workers were so many tools like the machines they purchased. He expressed the desire that they should be made to realise that it was to their own interest to recognise the new relationship between capital and labour, and that the

existence of genuine trade unionism was the first condition of peace in industry.

Resolutions: The following are some of the more important of the resolutions adopted by the Conference:

Dissatisfaction with Congress Ministry's Labour Programme: This Conference, after carefully considering the policy on industrial labour announced by the Government of Bombay in their press note of August 17 (vide pages 84-86 of our August 1937 report) and in the speeches of the Prime Minister and the Parliamentary Secretary for Labour, is of the opinion that, while the policy enunciated in the opening paragraphs of the press note is satisfactory so far as it goes, the steps taken and to be taken and the time required, in implementing it, are so vague and dilatory that they are likely to remain a pious wish. The fact that, in spite of the surplus, the Budget does not contain any financial provision for giving effect to the assurances of Government confirms this fear. In the opinion of the Conference, the methods adopted in implementing the policy are not calculated to bring any immediate relief to the working classes. The Conference therefore expresses its strong disapproval of the manner in which Government has dealt with their accepted obligations towards the needs of the workers.

Labour Legislation: This Conference urges the Government of Bombay to introduce not later than the ensuing budget session legislation to secure for the workers at least (a) stability and security of employment; (b) minimum wage; (c) social insurance; (d) holidays with pay; and (e) housing.

Restoration of Wage-Cuts: This Conference further urges them to take immediate and effective steps to secure the restoration of wage-cuts made in the textile and other industries, utilities, and Government and other public bodies.

Immediate Demands: This Conference also urges the Government to take such steps, legislative or otherwise, as may be necessary to secure at an early date to the workers, inter alia, the following: (1) Reduction in working hours; (2) Free and compulsory primary education; (3) Liquidation of mass illiteracy.

Civil Liberties: a. While this conference welcomes the release of some political prisoners and removal of the ban on some of the institutions, individuals and publications, it places on record its condemnation of the Government of Bombay for not having restored the civil liberties of all the people of the Presidency, which has been ruthlessly curtailed by the former bureaucratic government and for having exhibited a discriminatory attitude towards the working class leaders and organisations. (b). The Conference is further of the opinion that the time at the disposal of the Congress Government was more than enough to make a heroic effort to remove all restrictions imposed on the fundamental rights of citizens with a view to implementing their pledges solemnly given at the time of the election and equally seriously believed in by the people.

~~This~~ This Conference, therefore, urges the ministry to take immediate steps to—

(i) remove all restrictions placed without trial on the personal liberty of all people engaged in political, labour, kisan and socialist ~~movements~~ activities;

(ii) release immediately all persons who are still in jail for offences connected with political, labour, kisan and socialist movements.

(iii) remove immediately all bans on public associations, individuals and publications without discrimination.

(iv) repeal immediately the Emergency Powers Act and such other restrictive and repressive legislations under which restrictive orders are imposed and prosecutions undertaken.

(v) desist from issuing orders under legislation passed either by the Government of India or the former Government of Bombay as affects adversely the maintenance of civil liberties of the people of the Bombay Presidency.

(vi) Take immediate steps to obtain, if necessary, the previous sanction of the Government of India for repealing and amending such central legislation as adversely affects the civil liberties of the people.

Trade Union Unity: The Conference realises the necessity of effecting structural unity between the All-India Trade Union Congress and the National Trades Union Federation in view of the changed circumstances and requests the National Trades Union Federation to take the necessary steps to bring about this unity as early as possible.

Recognition of Unions: This Conference draws the attention of the Bombay Government to the deplorably hostile attitude generally adopted by ~~the~~ employers towards the organization of workers, either by withholding or withdrawing recognition from unions of their employees, with the result that the growth of trade unions in the Presidency is seriously hampered. The Conference, therefore, requests the Government to take the necessary steps to encourage the healthy growth of trade unionism in the Presidency by securing and maintaining recognition by employers of unions.

Workers' Representation; Nomination Condemned: This Conference requests the Government of Bombay to abolish the system of nomination to all statutory and semi-statutory bodies and to provide representation to various interests by the method of election. In the case of workers, this Conference holds that the best method to secure their representation is through their trade union organisations, and that it should be universally adopted. The Conference suggested to the Government of Bombay that pending the abolition of nominations, the representatives of the workers should be nominated in consultation with their trade union organizations.

Cancellation of Payment of Wages Rules: This Conference ~~enters its emphatic protest against the failure of the Government~~



condemns the Government of Bombay for not cancelling the orders issued under the Payment of Wages Act authorising deductions from wages of the workers, which clearly defeat the object of the Act and are evidently detrimental to the interests of the working class.

Geneva and Washington Conventions re. Hours and Weekly Rest: This Conference enters its emphatic protest against the failure of the Government of India fully to enforce the Geneva and Washington Conventions in spite of their having ratified them sixteen years ago, and in spite of their being censured by the Governing Body of the I.L.O.

This Conference supports the protest of the All-India Railway-men's Federation and requests the Governing Body of the I.L.O. to take suitable action against the Government of India for their continued default in implementing an accepted obligation.

Another resolution urged ratification by the Government of India of the Convention<sup>1920</sup> adopted by the Maritime Sessions of the I.L. Conference.

(The Bombay Chronicle,  
12 and 14-10-1937). +

Labour Exchange for Unemployed Motor Drivers:

Resolution passed by the Bombay Private Motor Drivers' Union. +

The annual general meeting of the members of the Bombay Private Motor Drivers' Union was held at Bombay on 10-10-1937, Mr. Yusuf Meherally presiding. The resolutions adopted at the Conference, inter alia, demanded the fixation for motor drivers of a minimum wage of Rs. 60/- per month and an 8-hour working day.

Labour Exchange for Reducing Unemployment: With a view to ascertaining the magnitude of unemployment among motor drivers and helping the unemployed among them to secure work, the meeting requested the Executive Committee of the Union to consider the desirability of establishing a "Labour Exchange", at which unemployed drivers could get their names and qualifications

registered.

Office-bearers for 1938: The following were elected office bearers for 1938: President: Mr. Yusuf Meherally; Vice-President: Messrs. M. R. Masani and S. A. Brelvi; Secretaries: Messrs. N. T. Shroff, Luxman Singh Gurkha and Ramchandra H. Sonune.

(The Bombay Chronicle, 14-10-1937.) +

Disabilities of Railwaymen:

A. I. Railwaymen's Conference to be held on 30 and 31-10-1937. +

In the course of an appeal inviting all railway workers to co-operate in the successful holding of the All India Railwaymen's Conference to be held at Calcutta on 30 and 31-10-1937, Mr. Sibnath Banerjee, General Secretary of the Reception Committee, briefly summarises the more important of the present disabilities of Indian railwaymen. The following are the main facts brought out in the appeal:

The condition of the 700,000 Railwaymen in India is daily going from bad to worse. All the gains of the years of struggling and agitation of the railwaymen are being snatched away one by one. New and lower scales of pay, new restrictions on pass rules, the policy of demotion, frequent medical and sight tests, stopping of work in railway workshops on Saturdays, and cancellation of recognition of registered unions — these are cited by Mr. Banerjee as some of the examples of what the railway authorities are doing to lower the conditions of work of railwaymen.

Referring to the half-yearly meetings of the A.I. Railwaymen's Federation and the Railway Board, Mr. Banerjee points out that these meetings are more or less useless, as the representations made by the Federation are treated invariably with no consideration at all. The attempts of Railwaymen of different lines

as ~~in~~ the G.I.P., M.S.M., and B.N.R., lines, to better their lot, it is pointed out, are ruthlessly crushed, and even the terms of settlement are not in the long run honoured by the railway authorities. Some of the strikers of the G.I.P. are still on the waiting list; the authorities of <sup>the</sup> B. N. Railway have cancelled the recognition of one of the oldest and best unions in the country. The feeble check on the Railway Board exercised by the Central Assembly is removed by the new Constitution, as the Railway will be run by the Statutory Railway Board.

(The Amrita Bazar Patrika, 18-10-37).+

Bombay Port Trust and Trade Unions:

Bonafide Registered Unions to be Recognised. ←

At a meeting of the Board of Trustees of the Port of Bombay held on 5-10-1937, the Board considered a letter from the Commissioner of Labour, Bombay, outlining the labour policy of the Government of Bombay and the measures proposed for encouraging growth of the trade union movement in the Province, and enquiring (1) the conditions under which the Board would be prepared to give recognition to trade unions of their employees, and (2) what such recognition would connote.

The Board's reply expresses sympathy with the policy of encouraging trade unionism so long as the movement comes from and its ultimate policy is led by the workers themselves, and states that the Trustees have recognised the desirability of assisting the development of labour organisations duly registered under the Indian Trade Unions Act. It also points out that three unions have so far been ~~constituted~~ constituted in the Bombay Port Trust and officially recognised, subject to certain conditions. In pursuance of this policy, every facility is given to these Unions to conduct normal trade union work. (The Bombay Chronicle 9-10-1937).,

Bombay Shop-Assistants' Conference: Shop-Assistants'  
Federation Formed and Demands Formulated. +

The Bombay Shop-Assistants' Conference was held at Bombay on 16 and 17-10-1937 under the presidentship of Seth Jannalal Bajaj.

Number and Conditions of Work.- Mr. Yusuf Mehrally, Chairman of the Reception Committee, in his speech welcoming the delegates, pointed out that there were <sup>150,000</sup>~~1,500,000~~ odd shop assistants in the city of Bombay, whose condition was miserable; it was worse than that of industrial labour, for the latter had at least the protection of the ~~Factor~~ Act, Workmen's Compensation Act, etc., whereas the shop-assistants had no such protection. There was no legislation to restrict their hours of work. Generally they worked from 13 to 14 hours and often 16 to 18 hours. He said that the immediate demands before them were an eight-hour day, 48-hour week, a weekly holiday, holidays on festival days, ban on employment of boys under 14, one month's leave with full pay and twenty days' casual leave per year, a fixed minimum wage, ban on night work in forward transactions in the market, and recognition of the Gumastha Association by the Merchants' Associations. He also suggested the establishment of a Labour Exchange for registration of unemployed shop-assistants. He was confident that the Ministry would take adequate measures if ~~they~~ <sup>Shop assistants</sup> organised themselves vigorously.

President's Speech.- Seth Jannalal Bajaj, in his presidential address, remarked that there were three needs before them: regulation of hours of work and holidays; ensurance of adequate

wages; and establishment of an organisation for all the workers in the city and suburbs of Bombay to take steps for their social, economic and cultural uplift. Referring to the unduly long hours of work of shop assistants, he advocated the adoption of a 9-hour day, and expressed the opinion that all night work should be abolished, if not demanded by trade conditions. He pointed out that a weekly holiday and one month's leave with pay after one year's work were essential reforms. As regards wages, he observed that shop-assistants should be kept above want. When trade was affluent shop-assistants should be provided with bonus, provident fund and pension. He expressed the opinion that a shop-assistants' organisation should not be built up exclusively on trade union principles, which were now applicable to mill-workers. The instrument of strike, which was regarded both as proper and effective by labour unions, could not be used by them without grave harm being done. The method that they should adopt was that of mutual settlement.

Resolutions Adopted.- The following are some of the more important resolutions adopted by the Conference:

Federation of Shop-Assistants' Associations.- With a view to secure improvement in the conditions of ~~the~~ life and work of shop-assistants and to safeguard and protect their rights and interests and to co-ordinate their activities, this Conference of the representatives of the different associations assembled, hereby forms a Bombay Shop-Assistants' Federation.

Working Hours.- This Conference considers that the hours of work prevalent at present in the various trades and markets are ~~x~~ excessive and are dwarfing and stunting the life of thousands of employees. It protests against the present hours of work ranging from 12 to 14 and even up to 18 hours a day. It is firmly of opinion that an 8-hour ~~a~~ day and "48-hour ~~a~~ week can be immediately introduced without detriment to trade, and appeals to the Congress Ministry to undertake legislation in this regard.

Night Work.- This Conference protests against the practice of opening the forward trading markets at night in Bombay, which, besides being quite unnecessary and harmful to genuine trade, causes the workers great hardship and inconvenience, and urges the Associations concerned and the Bombay Government to take immediate action to end this practice.

Pay and Leave.- This Conference demands that there should be one day's leave every week, preferably on Sunday, as also on public holidays. Further, with a view to ensure the health and efficiency of shop-assistants, it is absolutely necessary that every year one month's leave on full pay should be granted as a matter of right with provision for casual leave up to twenty days in the year. This Conference requests the Bombay Congress Ministry to introduce the necessary legislation to end the undesirable practice of trading on holidays.

Employment of Child Labour.- With a view to end the pernicious system of child-labour, this Conference is of opinion that immediate steps should be taken to prohibit employment in shops of children under the age of 14 years. The practice of employing children of 7 years of age and onwards on nominal wages in hotels and some other establishments has proved highly detrimental to the health and welfare of the children concerned and calls for immediate steps for its termination.

Minimum Wages, Gratuities and Pensions.- This Conference calls upon the Federation to draft a scheme for minimum wages for shop assistants, after obtaining specific information about local conditions from each federating organisation. It is also of opinion that some plan for relief of shop-assistants, like gratuity, provident fund, and compulsory insurance by employers should be prepared, as also a schedule for compensation for injury while on duty.

(The Bombay Chronicle, 18, 19 and  
20-10-1937) ✓  
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Economic Conditions.

Relief to Agriculturists in Bombay: Government Orders

Remission of Rent Arrears. ✓ +

The Government of Bombay has decided, in view of the necessity for according some measure of relief to distressed agriculturists, that all authorised arrears of ordinary agricultural land revenue more than one year old (i.e., pertaining to revenue years other than 1936-37) should be remitted. The Collectors of Districts in the Province have accordingly been asked to issue orders remitting such arrears in all khalsa villages in their districts. In the case of khoti villages and alienated villages, including sharakati, and talukdari villages, the Collectors have been asked to grant remissions of arrears of Government dues payable by inamdars, provided they are satisfied that the inamdars have already granted remissions of rent for the years concerned to their inferior holders on an adequate scale or, if the inamdars have not granted remissions or adequate remissions, provided the inamdars agree to give refunds to their inferior holders to a satisfactory extent.

(Extracted from a Press Communique dated 4-10-1937 issued by the Government of Bombay and forwarded to this Office by the Director of Public Information, Bombay). ✓ +

Inquiry into Agricultural Problems of Madras Presidency:

Committee of Madras Legislature issues Questionnaire.

The Committee of the Madras Legislature, set up recently to report on the conditions prevailing in zamindari and other proprietary areas and any legislation that may be considered desirable in connection therewith, met in the last week of September under the Chairmanship of the Revenue Minister, and decided to invite suggestions.

Communiqué Issued: In this connection, Mr. T. Viswanathan, Secretary of the Committee and Parliamentary Secretary to the Revenue Minister, issued a Communiqué on 5-10-1937, inviting suggestions from the interests involved, in the form of memoranda on the questionnaire appended to the Communiqué. The Government seeks information on the following, among other, points:

Equitable Rent: What is equitable rent; how should it be determined, should it be fixed once for all or left to the Government to fix rents when the question arises?

Landlords' rights: Do the powers now given to landlords need revision; can the methods of collection be simplified and made less costly; are water rights inherent to landlord or are they a matter of contract between landlord and tenant; should a record of rights be maintained compulsorily and, if so, what proportion should landlords and tenants pay towards the cost; ought landlords to demand levies beside rent?

Tenants' rights: What are tenants' rights in natural facilities such as grazing, collection of firewood and manure; what principles should govern the maintenance of irrigation sources and should the Government have a right to intervene if landlords fail to maintain them; what should be the legal status of tenants in zemindari areas; should the board of revenue continue to function as the final appellate and revisionary authority between landlord and tenant or should a tribunal be constituted for the purpose?

The Committee has invited answers before December 1937.

(The Hindu, 5-10-1937.)



State to Operate

Nationalisation of Transport System in Travancore

State: Scheme to start from 1938. +

According to a communiqué issued by the Government of Travancore State, a summary of which was sent to the Statesman by its Travancore Correspondent, the Government has a scheme to nationalise the transport systems in the State.

In the communiqué, the Government states that, for the speedy recovery and growth of trade as a condition precedent to agricultural and industrial prosperity, a re-organization in the system of transport is urgently called for. The communiqué emphasises the importance of fully exploiting the water-ways of the State and the necessity of introducing on the roads a well-designed and co-ordinated system of motor vehicles, which would be run in the interests of the people and the commerce of the State.

According to the communiqué it was not the policy of the Government to stifle private enterprise; it was, nevertheless, of opinion that, following the example of many countries, it was the duty as well as the right of the Government to take into its own hands the control and regulation of public conveyances along the main trunk roads and in certain selected localities in the State.

The Travancore Government hopes that such a step will not only conduce to the advantage of the people, but will directly and indirectly enable the Government to deal with the problem of unemployment and industrialization; first, by gradually bringing into existence a set of trained engineers, mechanics and artisans; secondly, by stimulating the growth of many industries and trades allied to motor engineering and motor body-building and by helping in the utilization of the products of the State, including rubber, coir, and several varieties of woods; thirdly, by introducing in course of time the rail-less electric trolley system; and, finally, by helping in the creation, as a necessary sequel, of technological institutes which will serve not only the motor industry, but other industries as well.

It is understood that the scheme will be put into operation early in 1938.

(The Statesman, 11-10-1937.) /

(This matter is not reported in the Hindu). +

Indian Tea Control Bill, 1937, Introduced:

Control to be extended to 31-3-1943.†

On 6-10-1937 \* Sir Sultan Ahmed, Member in Charge of the Commerce Department, Government of India, introduced in the Central Legislative Assembly a Bill to provide for the control of the export of tea from and for the control of the extension of the cultivation of tea in British India for a further period of five years from 1-4-1938. The statement of objects and reasons appended to the Bill points out:

The existing International Scheme for regulation of the export of tea and for the control of extension of tea cultivation expires on the 31st March, 1938. The Indian Tea Control Act, 1933, which was passed to give effect to the scheme in British India, will also expire on the same date. Representatives of tea industry in India, Ceylon and the Netherlands Indies have executed an agreement providing for the renewal of the scheme for a further period of five years from the 1st April, 1938. After careful consultation with the various interests affected and the Provincial Governments as well as the Indian States concerned, the Central Government have decided to give official recognition to the renewed tea control scheme. There has been unanimity of opinion that the control scheme has been beneficial to the tea industry in India and the proposals for legislation have the support of 99 per cent. of the industry. The draft Bill is designed to give legislative sanction to the operation of the renewed scheme for a period of five years from the 1st April, 1938. It may be mentioned that the other parties concerned, namely, the Government of Ceylon and the Netherlands Indies have already agreed to adhere to the renewed scheme.

(Pages 295-306 of Part V of the Gazette of India dated 9-10-1937.) †

U.P. Tenancy and Land Revenue System:

Government appoints Enquiry Committee. +

The Government of the United Provinces, in p<sup>u</sup>rsuance of an announcement made in the local legislature on 2-8-1937, has appointed an Enquiry Committee to examine the laws relating to tenancy and land revenue in the Province. The Committee consists of 30 members, and includes Mr. Govind Ballabh Pant, Prime Minister, and Mr. Rafi Ahmed Kidwai, Revenue Minister. Mr. A. A. Waugh, Revenue Secretary, U.P., will act as Secretary of the Committee and Mr. A. P. Jain, Parliamentary Secretary to the Minister for Revenue and Development, will act as Joint Secretary.

Terms of Reference of the Committee: The Committee is to examine the laws governing tenancy and land revenue in U.P. and advise the Government as regards all matters pertaining to the relations between landlords and tenants and also all questions concerning land revenue, including settlement, basis of assessment, revenue recovery and arrears of revenue. The Committee is also to consider the question of arrears of rent, the recovery of which has been stayed, and also the basis on which rents should be assessed, revised or reduced.

The Committee is to report to Government not later than 15-12-1937.

(The Leader, 27-10-1937.) +

Employment and Unemployment.

Collection of Employment Statistics in India:

Bengal Chamber Opposes Collection and Central Legislation. ✓  
+

Reference was made at pages 42-44 of our May 1937 report to the Government of India's circular letter to Provincial Governments on the subject of middle class unemployment. The Government desired to know whether (1) collection of employment statistics is desirable, and (2) central legislation should be introduced for the purpose. The Bengal Chamber of Commerce, addressed by the Government of Bengal on the subject, in its reply appreciates the necessity for taking action to solve the problem of middle-class unemployment, and agrees that, in certain circumstances, wisely collated statistics might be of value. The jute and flour mill interests connected with the Chamber, although not convinced of the value of an enquiry of this nature and extent, have expressed their willingness to help in this direction, as far as possible, by compiling the statistics required, provided these were confined to those indicated in the Government of India's letter. The other industrial interests consulted, namely, tea, mining, engineering and paper mills, could not see how the collection of the employed statistics, which the Government of India has in mind, could in any effective way help to solve the unemployment question, so far as these particular industries are concerned. They pointed out that such figures as might be collected of graduates, matriculates and persons possessing other qualifications, holding posts carrying more than Rs. 50 monthly, would merely indicate the number of such persons already in employment but would not be any guide whatsoever to the number

of such persons who might be employed were openings available for them. Moreover, the nature of the work to be performed by the employees of the different industries has to be borne in mind. After consulting <sup>the</sup> Indian Tea Association, <sup>the</sup> Indian Mining Association, <sup>the</sup> Indian Engineering Association and <sup>the</sup> Indian Paper Makers' Association, the Chamber does not consider it desirable to collect the statistics suggested in the Government of India's circular letter.

As regards the second point, the Chamber and its connected industrial interests are strongly of the opinion that Central legislation should not be introduced, since it would entail an amount of additional statistical work which would be entirely unjustified by the value of the results. But should Government decide to proceed with the collection of these statistics, in the face of the opposition to the proposals which is so clearly indicated herein, there is no doubt that reliable figures of present employment would not be obtainable without the introduction of Central legislation making the provision of such statistics compulsory.

(Extracted from the ~~Ann~~ Abstract of Proceedings of the Bengal Chamber of Commerce for the month of July 1937). ✓ +

Unemployment in Kashmir: Report of State

Unemployment Commission Published.

Reference was made at page 51 of our April 1936 report to the resolution recommending the appointment of a Commission to devise ways and means to solve the unemployment problem in the Kashmir State, which was passed by the State Assembly. The Government of Kashmir has now published the report of the Commission. The salient features of the report, as available in press summaries, are summarised below:

Unemployment Among Graduates.- Referring to unemployment among young men who have obtained university degrees, the report points out that unemployment is most serious amongst those who have passed a purely literary course. Next to them come those who have qualified for law. Unemployment is acute also amongst those who have studied up to the matriculation standard but have not passed the examination.

Unemployment Among Depressed Classes.- Dealing with unemployment among the depressed classes, the report observes that these classes present a problem of their own. The report hesitates to accept the opinion that there is no unemployment among the so-called depressed classes. They will not always remain uneducated or <sup>content</sup> ~~continue~~ to follow their hereditary occupations only. In their case there is a growing desire to acquire education, and to fit themselves for employment in occupations other than those which they have followed in the past.

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Education and Government Service.- According to the report, the number of Government posts that fall vacant annually compared with the number of students that pass out of educational institutions indicates that those seeking higher education in future should do so with some purpose other than that of obtaining an appointment under His Highness' Government.

Recommendations.- "There is no facile remedy", remarks the report, "for unemployment among educated classes; there is no panacea for all the ills from which the present educational system suffers and the difficulties under which industrial development is struggling; remedial measures involve hard work, courage and expenditure." Some of the important recommendations for combating unemployment made in the report are as follows:-

1. Increasing staff of certain Government Departments.
2. Encouragement ~~to~~ medical men to take up practice in rural areas.
3. Expansion of cottage industries.
4. Extension of cultivation in demarcated forest areas.
5. Development of co-operative marketing, dairy and poultry farming, bee keeping and fruit growing.
6. Acceleration of consolidation of agricultural holdings.
7. Restriction on the number of students permitted to enter the matriculation class and college classes.
8. Reorganisation of technical schools.
9. Increase in school fees.

Dissenting Minutes.- Several minutes of dissent are appended to the report. The main objections in them relate to: (a) the increase of school fees in educational institutions; (b) the policy of the State in prescribing minimum qualifications for certain appointments in the State; (c) the system of recruitment for State employment on a communal basis; and (d) the argument that free education has led to unemployment.

(The Statesman, 26-10-1937).

Unemployment in Kashmir State: Prime Minister

Promises Action on Unemployment Commission's Report. +

The Kashmir State Assembly discussed on 18-10-1937 a motion by Pandit Amar Nath Kak to reduce expenditure under the head General Administration by 50 per cent, with a view to direct attention to the Government's policy in relation to educated unemployment.

Mr. Kak pointed out that the administration was top-heavy, that certain departmental heads were useless and that if salaries of gazetted officers and Ministers were reduced, a considerable sum could be made available for the purpose of starting industries suitable for the absorption of a large proportion of educated unemployed youths. The Budget, provided no money to solve the problem of unemployment. In the Kashmiri Pandit community, consisting of 15,000 persons of employable age, there were 3,000 educated youths wandering about the streets; and ~~that~~ among Moslems also a similar state of affairs existed. Schemes for unemployment insurance, establishment of small industries, encouragement of private enterprise and, generally, the opening <sup>up</sup> of new avenues of employment for educated youths were advocated.

Pandit Loke Nath Sharma, a nominated Member, opposing the motion, maintained that the Assembly was not empowered to deal with the appointment and salaries of Ministers. He pointed out that the Unemployment Commission's report was published only a few days ago and that Mr. Kak's resolution was premature. (A copy of the report of the Committee will be forwarded to Geneva as soon as it is received in this Office).

The Prime Minister, agreeing with Mr. Sharma, ~~exhorted the House not to be carried away by speeches of honourable members,~~ and pointed out that even with a 50 per cent reduction under the head of General Administration, only Rs. 250,000 could be saved, ~~xxx~~ which sum would not touch even the fringe of the problem of unemployment. The Government, he said, was keen on the rapid development of large and small-scale industries, particularly on the improvement of cottage industries, <sup>and ~~it~~</sup> ~~it~~ would consider the



recommendations of the Commission very seriously and act on them as far as financial circumstances would permit.

The resolution, on ~~the~~ being put to vote, ~~it~~ was lost by the casting vote of the President.

(The Statesman, 19-10-1937). ✓

Collection of Unemployment Statistics in the

Punjab: Unemployment Committee issues Exhaustive Questionnaire

*(vide page 67 of our April 1937 Report)*

The Punjab Unemployment Committee has issued an exhaustive questionnaire for collecting statistics of unemployment; the questionnaire has been divided into five sections dealing with the general background, and problems relating to industries, education, agriculture and the services.

General.- The Committee has requisitioned data regarding unemployment among educated and uneducated people, and relief to able-bodied people. An educated person has been defined as one who has passed the vernacular middle school examination, its equivalent, or higher examination. Reliable statistics have been asked for to prove the existence and extent of unemployment amongst those educated men and women of the province who have received a purely literary education in India, who have qualified for the profession of law, medicine (including veterinary), electrical, mechanical and civil engineering and agricultural teaching, etc., and those who have received technical or professional training in India for any kind of commercial business (including banking, insurance, accountancy, etc.) or any industrial occupation. Similar questions

are asked regarding people who have qualified abroad.

Causes of Unemployment.- Referring to causes of unemployment among educated people, it is asked if it is due to general depression, reduction in family incomes or rise in standard of living. Possible suggestions for remedies include the reform of the educational system, restriction of entry in certain professions or callings, and extension of public works.

Education.- Some of the more important questions regarding education are as follows:

(a) Do you think that the growth of purely literary education, particularly, higher education, during the last 15 years, through increase of Government, Local Board or denominational colleges and schools, is progress on sound lines?

(b) Is it your opinion that young men pursue purely literary education with no definite aim or object other than a vague idea of obtaining Government service? If so what measures would you suggest to change this outlook?

(c) Do you think that reduced salaries in Government service will act as a deterrent to the pursuit of purely literary education?

It has also been asked if the present system of purely literary education unfits young men of agricultural and other classes from pursuing their ancestral calling, and if any changes should be made in the system to give purely literary education a technical, agricultural or industrial orientation. Opinion has been invited on the utility or otherwise of promoting institutions for giving training in journalism, secretarial work, etc. It has been further asked how a spirit can be fostered among educated young men to diffuse education amongst their uneducated fellow countrymen, both by precept and personal example, and what effective and cheap organisations can be utilised for promoting rural uplift, with a view to increase the volume of employment.

Agriculture.- In relation to agriculture, the Committee has invited opinion regarding practical schemes to promote cattle breeding, dairy farming, sheep farming, poultry farming, pig rearing, bee keeping, sericulture and lac culture. Views have been solicited on the utility of the co-operative movement, consolidation of holdings, fixation of minimum prices for staple commodities, fixation of minimum rates of wages for agricultural labour, lowering of freight rates, provision of better and adequate transport facilities, both by railway and road, and development of communications, particularly in rural areas. It is also asked if the agricultural resources of the Province can be enriched by the execution of new irrigation projects. ~~Development of industries - major, minor and cottage - figure in the~~

~~Industrial section and questions have been included on the condition of workers in all industries and trades.~~

Industries.- This section pertains to questions relating to the development of major, minor and cottage industries, and the condition of workers in all industries and trades. ~~xxxx~~

Services.- In the Services section, it has been asked if unemployment could be reduced by the reorganisation of work in Government and Local Boards' Offices, the retirement from public service at an age earlier than 55 years and the provision of a standard qualifying examination (as a preliminary to Government service), failure in which would definitely disqualify a candidate, thus, enabling him to concentrate his energies in seeking other employment.

(The Statesman, 14-10-1937).

(A copy of the Questionnaire was forwarded to Geneva with our Minute B.7/1229/37 dated 21-10-1937). +

The U.P. Employment Board: Scope and Nature of Work. +

Reference was made at pages 39-41 of our October 1936 report to the setting up by the U.P. Government of an Employment Board. The report of the inaugural meeting of the Board held on 15-8-1937 has recently been issued and is summarised below.

Preliminary Remarks by the Hon. Dr. Katju.- The meeting was presided over by the Hon. Dr. Kailash Nath Katju, Minister for Development and Justice. In his preliminary remarks Dr. Katju described the functions of the Board (vide pages 39-40 for details). Dealing with the problem of unemployment, he expressed the opinion that the real solution of the problem was not to be found by merely collecting information or by substituting educated unemployed for the uneducated employed. The real solution, he

thought, would be found by creating new avenues of employment and that in this direction the province could do a great deal. By way of illustration, he quoted the possibilities of the Irrigation Department which, with its hydro-electric scheme, had done much in giving employment to a large number of unemployed, and observed that there might be, in a year or two, a larger number of cottage and subsidised industries assisted by the Government, which will offer possibilities of employment.

The Minister also laid stress on the desirability of finding out and supplying information at every stage of the school and college career what openings were available for the young men of the province. He suggested that the Board should take steps to collect and disseminate as much information as possible about the different careers, commercial and industrial, that were open to young men of the province and the qualification necessary for such careers, and should leave it to them to decide which career would suit them.

Appointment of two Executive Committees.- The Board appointed two Executive Committees, Committee "A" to deal with university graduates and Committee "B" to deal with students of high schools, Intermediate colleges, and other educational and technical institutions. The Director of Public Instruction, U.P., is to be the convener of the first Committee and the Director of Industries, U.P., that of the latter. The Board also appointed a Sub-Committee to draw up rules and regulations concerning the meetings of the Board and its Committees and the discharge of the functions of the Board.

Handbook of Information.- The Board discussed the question of preparing a Handbook of Information on the lines of the Handbook compiled by the late Rai Bahadur A.C. Mukerji, and resolved that the Handbook compiled by the late Rai Bahadur A.C. Mukerji be brought up to date, thoroughly revised and amplified with necessary information about careers. On the suggestion of the chairman, the Board further resolved that editions in local languages of the Handbook be prepared and published for wider

circulation among all classes of students, their guardians and parents.

Collecting Statistics of Employed.- The chairman then explained the scope of the Government of India's letter on the subject of collecting statistics of the employed. He said that when the Government of India proposed to restrict the enquiry only to organised industry, such as railways, mines and factories, the intention probably was to exclude small-scale industries. He added that if the Board accepted the principle of collecting the statistics he could not see why the Board should not go a little further and say that all companies registered under the law relating to Joint Stock Companies should be requested to furnish the information. The Board might also include universities, banks and associations, municipal boards, and government departments, etc. for collecting the statistics.

The Board resolved that the proposal of the Government of India be accepted with the suggestion that the list of organisations be enlarged.

Co-ordinating and Reviewing Work of Private Employment Securing Agencies.- With reference to the question of considering the best methods of reviewing and co-ordinating the work of other service-securing agencies in the United Provinces, the Board postponed its consideration as information about the agencies was being collected.

Honorary Social Work by Unemployed.- There was a lengthy discussion as to the desirability of the Employment Board encouraging unemployed persons to take up honorary work. It was argued that this was outside the scope of the Board. Arguments for honorary social service were, however, advanced on the other side. The chairman pointed out that while the discussion was useful there was no great urgency and the matter could be postponed, which was agreed to.

Presentation of Information.- Another important point which came before the Board was the form in which the Board was to bring the names of candidates to the notice of employers. The chairman said that the whole question was whether a little more authoritative weight should be given to the Board's recommendations.

(The Leader, 5-10-1937). ✓

Public Health.

Public Health Problems of India in 1935.\* +

Vital Statistics: The chief facts relating to the vital statistics of British India for 1935, according to the latest Annual Report of the Public Health Commissioner with the Government of India, are:

Mid-year estimated population	...	278,199,545	
Area (square miles)	...	890,116	
Density per square mile	...	312	
Births	{ Number	...	9,698,794
	{ Rate per mill <del>ion</del>	...	35
Deaths	{ Number	...	6,578,711
	{ Rate per mill <del>ion</del>	...	24
Infantile death rate per 1,000 live births			164
Vital Index	...	...	147

Since the 1931 census was taken, India has enjoyed five years of comparatively uniform health conditions, by which is meant that no violent epidemics have been experienced. The year under review was, if anything, less unhealthy than usual. This is evidenced by the facts that recorded births numbered 410,000 more than those of 1934 and total deaths were less by 288,000. As the crude birth rate increased by 1 per mill~~ion~~ and the crude death rate diminished by a corresponding unit the natural increase was 11 per mill~~ion~~ as compared with the average of 12 per mill~~ion~~ for the five-year period 1931-35. The total mortality from the three principal epidemic diseases,—cholera, plague and small-pox,—decreased by 24,000 as compared with 1934, but this was more than covered by the large reduction in deaths from plague which fell from 80,000 in 1934 to 32,000 in 1935. The cholera mortality which had been rising during the previous two years continued to rise during 1935 and the total deaths amounted to <sup>217,000</sup>~~24,000~~, the highest figure for the past three years. The indications are, however, that the present cholera wave has now passed its peak. In regard to smallpox, a further increase was

\*Annual Report of the Public Health Commissioner with the Government of India for 1935 - Volume 1. With Appendices. Published by the Manager of Publications, Delhi. Price Rs. 2 or 3s. 6d. pp.276

recorded, the number of cases being 281,000 and the total deaths numbering about 91,000 as against 84,000 in 1934. X As regards the other large groups of registered deaths, the gross total shows little variation from those of the previous year, although the "fevers" group is lower by over 200,000.

Population Problems: The last census was taken in 1931 so that the year under report covers the middle of the present intercensal period. During these five years little has happened to disturb the customary large additions to numbers. As a result, the annual natural increases in population have been fairly regular and have averaged as high as 12% over the quinquennium, in spite of a temporary decrease to 9% in 1934. At no period in the recorded history of Indian vital statistics has the natural increase of population maintained such a high level and, in British India alone, approximately 15 millions have been added to the population since the last census. On the reasonable assumption that the same rate of increase has occurred in the Indian States, the population in India as a whole has increased since 1931 by 5% bringing the total estimated number to well over 370 millions.

Infant Mortality: In contradistinction to the previous year, 1935 was comparatively healthy for the infant population and the recorded death rate of 164 per mill~~ion~~ of live births was the lowest on record. Reduced incidences of plague, malaria, fevers and respiratory diseases may be partly responsible for the large decrease of 12% as compared with 1934, but, on the other hand, smallpox was more widely prevalent. The report remarks that although it is satisfactory to be able to record considerable reduction, it must not be forgotten that the infant death rates recorded in India are still pitifully high.

Industrial Hygiene and Mines: The daily average number of persons working in<sup>and</sup> about mines regulated by the Indian Mines Act, 1923, was 253,970. Of these, 129,381 worked under-ground, 59,882 in open workings and 64,707 on the surface. The numbers of women included in these categories were 9,551, 14,193 and 16,159 respectively. The general health of the mining population in the Jharia and Raniganj Mining Settlements in B. & O. and

Bengal was on the whole satisfactory.

Health Conditions of Factory Workers: In regard to factories, the most important new feature was the enforcement of the Factories Act, 1934, from 1st January 1935. This Act, inter alia, provides for (i) reduction of the maximum weekly working hours for adults, women and children, (ii) the protection of workers against serious discomfort due to high temperatures in factories (iii) tests of stability of factory buildings, etc., and (iv) protection from industrial disease. Further provisions for welfare have been incorporated. Registered factories actually at work totalled 8,831, of which 5,166 were perennial and 3,665 seasonal. The average number of operations was 1,610,932. Accidents numbered 23,119, including 207 fatal, 4,831 serious and 18,081 minor. The health of employees was generally good, whilst water supplies and sanitary arrangements were on the whole satisfactory.

Nutrition: In India, especially since the assumption of the Viceroyalty by H. E. Lord Linlithgow, interest in the question of nutrition has grown rapidly. <sup>The Report states:</sup> ~~but it is to be noted that~~ "This country was by no means behind others in the field of nutrition research. In fact, the Indian Research Fund Association with considerable foresight has for some 15 years past been financing research work on nutritional problems and the first Director of Nutrition Research, Sir Robert McCarrison, carried out pioneer investigations on different aspects of the nutrition problem and demonstrated their importance to India long before the present world-wide interest was roused. The importance of many of the facts described and published years ago by Sir Robert McCarrison is only now being generally recognised." It was not, therefore, because of lack of information that economists, doctors and agriculturists failed to appreciate the importance of nutrition in determining the state of the public health, but now that the question is in the forefront, the report hopes that the new knowledge available will, sooner rather than later, be used to benefit the people of this country, so many of whom suffer from malnutrition and deficiency diseases.

Attention is directed to pages 188 to 196 of the Report under review for a detailed statement regarding the work that is



being carried on in India on nutrition problems, and to pages 203-206 for a description of the organisation of provincial public health departments.

(The **Annual** Report of the Public Health Commissioner with the Government of India for 1934 was reviewed at pages 48-53 of the January 1937 report). / \*

Co-operation.

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The Madras State Aid to Industries (Amendment) Act,

1937: Act receives Assent of Governor. ✓

(Act No. XIII of 1937) +

Reference was made at page 78 of our September 1937 report to the Madras State Aid to Industries (Amendment) Bill, 1937. The Bill was passed by the Madras Legislative Assembly on 25-9-1937, and the Act received the assent of H. E. the Governor of Madras on 7-10-1937. The text of the Act is published at page 57 of Part IV of the Fort St. George Gazette dated 12-10-1937. +

Handloom Weaving Industry in Bombay Presidency:

Government's Efforts Towards Expansion. ✓ +

References were made at pages 66-67 of our July 1934 report and pages 34-35 of our November 1934 report to the grant of financial help by the Government of India to provincial governments for the development of <sup>the</sup> handloom industry, and at pages 39-40 of our May 1935 report to the details of the Bombay Government's scheme for starting Industrial Associations in five districts of the Presidency, namely, Poona, Ahmednagar, Hubli (Dharwar District), Ahmedabad and Hyderabad (Sind). The Government of Bombay has now accorded sanction to the starting, on the lines of the above scheme, of two more Associations, for the Bijapur and Khandesh districts. Sanction is also accorded to starting, on the same lines, of an Industrial Association for the Mahar weavers of Malegaon Taluka in the Nasik district with a share capital of Rs. 500. A

recurring grant of Rs. 4,744 and a non-recurring grant of Rs.6,150 have been sanctioned for the above mentioned three Associations.

A non-recurring grant not exceeding Rs. 2,000 has also been sanctioned to the Industrial Co-operative Association at Ahmednagar for its proposed dye house.

(Extracted from a press Communiqué dated 22-10-1937 issued by the Government of Bombay and forwarded to this Office by the Director of Public Information, Bombay.) ✓<sub>+</sub>

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Education.

Wardha Educational Conference, 22 and 23-10-1937.

An educational Conference, sponsored by Mahatma Gandhi, was held at Wardha on 22 and 23-10-1937 under his presidentship, to discuss proposals for re-organising the present system of education in India. The Conference was attended ~~by~~ by the Hon. Mr. Pyarelal Sarma (Minister, U.P.), the Hon. Mr. S. Ramanathan (Minister, Madras), the Hon. Dr. P. Subbaroyan (Minister, Madras), the Hon. Mr. R.S. Sukla (Minister, C.P.), the Hon. Mr. B. G. Kher (Premier, Bombay), the Hon. Dr. Syed Mahmud (Minister, Bihar), Sir P. C. Ray, Mr. Rajindera Prasad, Mr. Vallabhai Patel, Mr. Jammalal Bajaj and several educationalists connected with the Indian Universities and colleges.

Mahatma's Scheme; Primary Education to be self-supporting:

Mahatma Gandhi in a long speech explained a scheme drawn up by him for compulsory primary education which, he claimed, would make such education self-supporting. According to Mahatma Gandhi, training in some craft could easily be made the centre of all other instruction. Language, general knowledge, hygiene, arithmetic, history and geography could all be harmoniously grouped round vocational training. This method would obviate the grave dangers to which primary education now exposed the youths of the village. They would be made into bread-winners and learn to follow and respect their occupation; instead of being uprooted, their life would become more deeply attached to its environment; their character would be strengthened, and the opportunities for self-

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development provided by their vocation would banish the lure of the town. There were institutions of various kinds even now where training was given in crafts, but crafts were nowhere considered the medium of instruction. In the technical schools conducted by the state, the training given was adopted only to a developed industrial life, and the actual circumstances of the country were ignored. So, while primary education of the general type led to the abandonment of ancestral occupations, technical training had not become attractive either because it lacked scientific method and educational purpose, or because it <sup>sought to</sup> accustom men to machinery, tools and processes that had no place in a village. The result of all this could be seen in the disappearance of accomplished craftsmanship from the countryside. True education, the Mahatma continued, could be imparted only through some craft. It furnished opportunity for that exercise of physical powers, that training of the eye and the hand, which is essential for healthy growth, and by delivering instruction from the thralldom of books and classrooms, it made the acquisition of knowledge a pleasure, instead of the burden it now is. On the other hand, vocational instruction would gain in estimation and value by becoming thorough and scientific and by being associated with general education. He also declared that it is possible to make his system of education, instead of entailing large expenditure, ~~to be~~ self-supporting from the proceeds from the sale of the articles produced by the students.

Resolutions Adopted: After a thorough discussion of the scheme and allied matters, the Conference adopted the following resolutions:

1. Free and Compulsory Education: "That in the opinion of this Conference free and compulsory education be provided for seven years on a nationwide scale.

2. Medium of Instruction: "That the medium of instruction be the mother-tongue.

3. Vocational Bias to Primary Education: "That the Conference endorses the proposal made by Mahatma Gandhi that the ~~present~~ process of education throughout this period shall centre around some form of manual and productive work and that all other abilities to be developed or training to be given should, as far as possible, be integrally related to a central handicraft, chosen with due regard to the environment of the child.

4. Financing: "That the Conference expects that this system of education will be gradually able to cover the remuneration of teachers."

Syllabus of Studies: Committee Appointed: With a view to framing the syllabus of primary education on the lines of these resolutions, a Committee was appointed with Dr. Zakir Hussain as Chairman. The Committee is to submit its report to Mahatma Gandhi in a month's time.

(The Hindustan Times, 24 and 26-10-1937.)

## Migration.

### Indians in Malaya, 1936: Report of the Agent of the Government of India.\*

Indian Population in Malaya.- According to the annual report of the Agent of the Government of India in British Malaya for 1936, the total population of Malaya at the end of 1936 was estimated at 4,780,790. Of these, the number of Indians was estimated at 657,720 as against 638,714 in the previous year, and 624,009 in 1931. The influx and efflux of Northern and Southern Indians from 1-4-1931 to 31-12-1936 shows a post census gain of 19,242 Northern Indians and loss of 25,973 Southern Indians to Malaya, the net loss being 6,731. This, however, is more than compensated for by the excess of births over deaths during the period, the net result being an increase of 33,711 in the total Indian population since the last census. The Indian population in Malaya can be classified under two main heads, labourers and non-labourers. About 70 per cent are labourers and the rest non-labourers. Under both these classes will be found permanent settlers, that is, those who have made Malaya their permanent home, and non-permanent, that is, those who are in this country only to earn their living and will eventually go back to India. The permanent population is roughly about one-fifth of the total.

Immigrants.- Labourers coming into Malaya fall under three classes: (1) recruited by kanganies; (2) non-recruited or voluntary assisted; (These two classes are assisted from the Indian Immigration Fund to reach Malaya); and (3) unassisted or paying their own passages across.

(i) By Recruitment.- The report points out that Kanganie recruitment is now practically suspended, only a limited number of licences being issued to tea and oil palm estates which are of recent growth and have no proper labour connection with India. Licences were issued to employers whose labour connections were with remote parts of the Madras Presidency. 12 licences were issued for oil palm estates and 6 for tea estates during the year under report.

(ii) By Voluntary Assisted Emigration.- The Standing Emigration Committee, held at New Delhi in March 1936, decided to allow assisted emigration to Malaya to continue without fixing any quota pending receipt and consideration of the report of the Deputation which the Government of India proposed to send out to Malaya to study labour conditions. It is pointed that as the production and

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\* Annual Report of the Agent of the Government of India in British Malaya for the year 1936. Published by the Manager of Publications, Delhi. 1937. Price Re. 1-4-0 or 2s. - pp.45

export of rubber was restricted to 60 per cent of the basic quotas till the end of June and to 65 per cent thereafter in the year, the demand for additional labour was very limited. Assisted passages were given only to a few labourers returning to Malaya and to the friends and relatives of labourers already in Malaya to whom employment was guaranteed by estate managers or other employers of labour. The total number of adult voluntary immigrants so assisted in the year was only 2,358 as against 13,861 in 1935.

(iii) By Unassisted Emigration.- According to the report, the unassisted immigrants are mostly persons either rejected at the Emigration depots at Madras and Negapatam or those who had no chance of getting across through those depots, and also those to whom passage money has been sent by their relatives in Malaya. 20,745 odd labourers came across paying their own passages during the report year as against 21,958 in 1935. According to the Protector of Emigrants, Negapatam, the non-availability of work in the agricultural districts of the Madras Presidency and insufficiency of wages were the general causes for the emigration of many labourers to Malaya at their own expense as ordinary deck passengers.

Departures.- Migration from Malaya is also assisted and unassisted. Labourers are repatriated to India at the cost of the Indian Immigration Fund on grounds of ill-health, old age, family affairs, etc. 6,296 adults were repatriated in the year under report as against 4,537 last year. The cost of repatriation during the year amounted to \$142,770 as against \$95,880 in 1935.

14,916 adults as against 13,364 in 1935 returned to India paying their own passage money.

Strength of Labour Force.- According to the report, the bulk of the Indian labour forces is employed in rubber and other estates. The several government departments employ a fairly large number, while a comparatively small number is employed in mines and factories. During the year under report 247,327 Indian labourers were employed; of these 191,195 were employed in estates, 6,669 in mines, 6,905 in factories, and 42,558 in Government public departments. The increase in the labour force as compared with 1935 is reported to be due to the increase in the production and export of rubber and tin and to the general economic improvement.

Wages.- The report observes that at the time when standard rates of wages for unskilled Indian labourers in Malaya were fixed in 1928-29, the country was grouped into two categories, (1) healthy and easily accessible areas and (2) less healthy, remote and not easily accessible areas. Key areas were selected for both these classes and the standard rates fixed for class (1) areas were 50 cents for adult males and 40 cents for adult females, and



for class (2) areas 58 cents for adult males and 46 cents for adult females. These rates were cut by 20 per cent in 1930 on account of the slump and the temporarily reduced rates were 40 cents for men and 32 cents for women in class (1) areas and 47 cents for men and 37 cents for women in class (2) areas. The rates of wages paid in rubber estates, oil palm estates and other places of employment throughout 1936 were 40 cents for men and 32 cents for women for the morning rubber tapping task or for the customary day's (8 to 8½ hours) field work. There were a few cases in key areas and several cases in non-key areas where even these rates were not paid. An enquiry into the rates of wages paid in the inland districts of Pahang and Kelantan revealed that most of the estates were not paying the higher rates of 47 cents (men) and 37 cents (women). The tendency now is to do away with the territorial distinction adopted for purposes of the standard wage enquiry in 1928-29. The report maintains that there can be no doubt that this will cause great hardship to labourers working in the inland districts of Pahang and Kelantan, as these places are undoubtedly even now comparatively not so easily accessible and healthy and popular with the labourers as the coast districts. It is desirable, therefore, that this distinction should be maintained. Another very desirable reform is the abolition of the distinction between key and non-key areas. It is only in key areas now that the standard rates can be legally enforced. There is no obvious reason why this differential treatment should be maintained. It should be made possible for the Labour Department to enforce the standard rates everywhere.

Maternity and Child Welfare.- The report points out that married women working in estates are paid maternity allowances in cases of child birth for one month before and one month after confinement as provided in the local Labour Laws, that is, 2/6ths of the earnings of the previous six months for the first birth and 2/11ths of the previous 11 months' earnings for the second and subsequent births. These allowances are generally paid but the money is often not spent for the benefit of the mother and child, but is appropriated by the husband of the woman or by someone else unless the managers of estates take a personal interest in the matter. The women are generally reluctant to go to hospitals for confinement. The Agent, therefore, considers it essential that maternity wards should be provided on the estates themselves to which the women could be removed a little before confinement and detained a few days at least after confinement. The amount of maternity allowance due to the women can then be spent under the supervision of the estate manager himself for the benefit of the women and children.

Creches are provided in most estates where young children are kept in charge of 'ayahs' when the mothers go to work. The 'ayahs' employed are mostly old women who are not fit for any other work in the estate. The report remarks that trained nurses should be employed as they can not only look after the children better but can also attend to the maternity cases in the estates.

Very often the children in the creche get no food till the mothers return from work. Some estates provide milk and kanji for the children. The milk given is ordinarily tin milk and gives very little nourishment. It is desirable, the Agent remarks, that employers should give a liberal supply of fresh milk to these children.

Education of Workers' Children.- Vernacular education of Indian children in Malaya can be considered under two heads (1) rural and (2) urban. Under "rural" come the large number of children in rubber and oil palm and other estates. So far as they are concerned, the Labour Department enforced the rule that schools should be maintained by employers at places of employment where there are ten or more children between the ages of 7 and 14. The number of schools so maintained rose from 502 in 1935 to 535 in 1936. Of these, the number of schools getting grants-in-aid from the Government was 444 in 1936 as against 356 in 1935. The report points out that much more remains to be done in regard to providing facilities for Indian children to get vernacular education, especially in "urban" areas. There were 88,642 dependent children at the end of 1936, of whom not less than half may be assumed to be of school-going age, but only 23,464 pupils have attended schools, the total number of Indian vernacular schools being 608 including one Malayalam and 3 Telugu schools. The majority of non-school-going children are in urban areas where Indian labourers are employed under Government departments and public bodies.

Workmen's Compensation.- Workmen's compensation legislation providing for payment of compensation for personal injuries and deaths resulting from accidents arising out of and in the course of employment in certain classes of work has been in force in the Straits Settlements, Federated Malay States and the Unfederated Malay States of Johore and Kedah. Particulars in regard to the number of cases relating to Indians dealt with during 1936 are given below:

1. No. of cases Reported ...	1,835
2. No. of cases not Reported...	24
3. No. of Applications for Compensation.	47
4. No. of cases settled by Agreement.	130
5. No. of cases Disposed in open Court.	37
6. No. of cases Pending.	14
7. No. of <del>xxxxx</del> Fatal accidents reported.	59
8. No. of Prosecutions for breach of Law.	4

The report points out that a representation was made to the Controller of Labour regarding certain defects and disabilities which became evident from the working of the legislation in the Straits Settlement and the Federated Malay States since October 1933; and according to him, the local workmen's compensation laws are being examined both in respect of the administration of the enactments as they stand and also with reference to the recent amendments in the corresponding Indian Act and it is likely that

the local laws will be amended soon to bring them into line more or less with the Indian law.

Legislation.- Certain minor amendments to the Johore Labour Code were effected by Enactment No.21 of 1936. Trengganu was brought within the scope of the Indian Immigration Fund of Malaya by the passing of an enactment, No.2 of 1354 A.H., in that State. A new consolidated Enactment No.2 of 1936, cited as the Labour Code, 1936, was introduced in Kelantan early in 1936 replacing seven earlier enactments regarding labour. Workmen's compensation enactments and rules in force in Kedah and in the Federated Malay States were slightly amended in certain respects, but a detailed examination of this legislation is being made with a view to adopt, among others, the amendments introduced in the Indian Act on the recommendations of the Royal Commission on Indian & labour.

Political Status of Indians.- According to the report, political or municipal franchise has not yet been introduced in Malaya, and the citizenship rights now enjoyed by the various communities are right to acquire lands, right to get education, right to pursue any lawful avocation, right to enter Government service and right of representation in the various public bodies. There is no bar against Indians acquiring lands in this country, though there may be difficulty in their getting lands. There is no statutory bar against Indians as such getting admission in Government educational institutions: the restriction is only in favour of local-born against non-local-born. There is no restriction at all against Indians taking up any profession or any business. As regards Government services, Indians have no admission to the Malayan Civil Service and to the Malayan Administrative Service constituted for the F.M.S. The public bodies are constituted by nomination by His Excellency the Governor or by the High Commissioner. There is only one Indian member on the Straits Settlement Legislative Council and there is only one member on the Federal Council. Of the various State Councils, there is an Indian member only on one Council, the Negri Sembilan Council. There is one Indian member on the Penang Municipal Commission, one on the Malacca Municipal Commission and there are two on the Singapore Municipal Commission. There are also Indian members on a few of the Sanitary Boards.

(The annual report of the Agent of the Government of India in British Malaya for 1935 was reviewed at pages 64-67 of our October 1936 report.) +

Indians in Ceylon, 1936:

Report of the Agent of the Government of India.\* +

Statistics of Indians in Ceylon: According to the annual report of the Agent of the Government of India in Ceylon for 1936, the estimated <sup>total</sup> population of Ceylon at the end of 1936 was 5,678,000; of these, about 800,000 were Indians. The number of Indian labourers and their dependants on estates on 31-12-1936 was 659,311, as against 674,024 at the end of 1935, made up as follows:

	Men	Women	Children	Total
Workers	200,912	187,971	62,824	451,707
Non-workers	<u>5,618</u>	<u>11,549</u>	<u>190,437</u>	<u>207,604</u>
Total	<u>206,530</u>	<u>199,520</u>	<u>253,261</u>	<u>659,311</u>

Immigration Figures: The number of Indian estate labourers who immigrated into Ceylon during 1936 was 40,803 as against 43,018 in 1935. It is pointed out that the figure for the year is the lowest since 1923 with the exception of the year 1933 which was the worst year of depression.. During the year under review, the number of Indian estate labourers who returned to India was 39,747 as against 43,036 in 1935. Thus there was a small and comparatively inappreciable excess of arrivals over departures during the year. It is, however, stated that the 'departures' did not include 'repatriates' whose number during the year was 5,396. It is reported that the flow of immigration into Ceylon, both assisted and unassisted, is generally a rough index of the prosperity of the Island. Economic forces bring about a natural restriction of Indian immigration in all its facets. With the willingness and availability of increasing numbers of Ceylonese to take up employment for which Indians were hitherto in demand there will be less scope of employment for Indians in Ceylon. Some avenues of employment which had hitherto been open to Indians are already closed or are closing.

Recruitment: The report notes that there was very little or no demand for recruitment of labour from India during 1936. On the working estates the Tea and Rubber Restriction Schemes continued to operate and consequently there was no demand for new labourers from India. Recruitment was therefore practically at a standstill.

Repatriation: The report points out that according to the special scheme sanctioned by the Ceylon Government in April 1935 for the repatriation of labourers discharged from tea estates which were placed on a "care and maintenance" basis, ~~of~~ surplus Indian Labour continued to be repatriated to India throughout the year. The total number of estate labourers repatriated from Ceylon to India during the year was 5,396 as against 6,252 in 1935.

\*Annual Report of the Agent of the Government of India in Ceylon for the year 1936. Published by the Manager of Publications, Delhi. Price Rs. 1-6 or 2s. 3d. pp. 40

Minimum Wages on Estates: The following minimum rates of wages remained in force during the year—with the issue price of rice per bushel not exceeding Rs. 4/80.

	Men. Cents.	Women. Cents.	Children. Cents.
Up-country ...	39	49	29
Mid-country ...	43	35	25
Low-country ...	41	33	24

Working of Minimum Wage Ordinance: The Minimum Wage Ordinance, according to the Report, was worked with strain during the year. Minimum wages are fixed on the basis that an employer shall offer to each working labourer on demand 6 days' work in the week. The fact that many estates were not giving 6 days' work meant an infraction of the principle of the minimum wage. No ~~action~~ action, however, was taken against the employers who were unable to give the required amount of work to the whole of their labour force on account of the exceptional nature of the situation, for if the labourer insisted on his right to get 6 days' work he was faced with the prospect of being discharged.

Workmen's Compensation Ordinance: According to the report, the total number of accidents during 1936 among Indian labourers reported to have resulted in temporary disablement was 2,083. Compensation in these cases was paid by the employer direct. Out of the total, there were 22 fatal cases for which a sum of Rs. 13,100 was awarded and paid as compensation. Besides the above, there were 3 cases of total permanent disablement and 35 cases of partial permanent disablement in which a total amount of Rs. 15,003/83 was paid.

Indebtedness of Indian Labourers: Dealing with the indebtedness of Indian labourers, the report observes that more can be done by Superintendents of estates in the way of severely discouraging the kangany's habit of lending money to the labourer in order to keep him under his obligation. It is true that the kangany cannot recover a debt from a labourer in a court of law, but he is apt to resort to extra legal methods such as the detention of the debtor's wife and children or goods or more frequently the labourer's discharge ticket. It is reported that four co-operative stores and one thrift society were registered during the year, thus bringing the total number of store societies and thrift societies on estates to 16 and 4 respectively.

(The annual report of the Agent of the Government of India in Ceylon for 1935 was reviewed at pages 66-68 of our September 1936 report.)+

Recruitment of Indians for Ceylon: Permission  
Refused by Government of India pending Improvement of  
Conditions of Work. ←

References have been made in the earlier reports of this Office to the agitation carried on by the Ceylonese against Indian labourers in the Island. Two recent developments in Ceylon have added to the grave concern felt in India about the future of Indian labour in Ceylon.

Cancellation of lease of land to Indian Workers.- A ~~recent~~ Ceylon Government order issued recently cancelled the lease of certain lands held by about 40 Indian families in Kandapola, near Kandy, and asked them to vacate the site which was cultivated as a vegetable garden by these families for several years. The order was made under the Land Ordinance which gives Government the power to acquire land for public purposes.

The garden originally formed part of the Fontwood Tea Estate which adjoins it and on which the original settlers were employed. Some of the present tenants, too, are stated to be employed on the estate. In 1929, the proprietors of the estate decided to open up all available land for tea cultivation and the tenants were given notice. But on a representation by them the Government of the time before the days of the State Council "most sympathetically considered the petition and finally in 1932 approved on an exchange of land so that the estate would be able to enlarge its area under tea without disturbing those vegetable growers," the Government becoming owners of the land on which the gardens were reared. There were then 41 Indians, 19 Sinhalese and three Moors as tenants. Two months ago notices of eviction were served on all Indian tenants but not on others.

A strong protest that the order is discriminatory, as notices were served only on the Indians, was made at a meeting of the local Planters' Association. (The Statesman, 5-10-1937).

Village Communities Ordinance.- The second development relates to the Village Communities Ordinance planned by the Government of Ceylon under which the franchise for the village committees contemplated in the Ordinance is granted to all sections of the population in Ceylon, except Indians. The effect of the Ordinance, according to Mr. Natesa Iyer, a Labour Member of the Ceylon Legislature, is that denial of the franchise will not be the only disadvantage to Indian labourers if the proposed Ordinance is placed on the statute book. He points out that while there are not at present many village committees, the new

Ordinance will establish committees in all rural areas, exercising jurisdiction over all crown lands other than those reserved for commercial exploitation and forests. Therefore, says Mr. Natesan, the danger arises that Government can, as in the case of the Kandapola Indians, give notice to all Indian tenants on Crown lands. Such land would revert as communal land vested in the land advisory committees and Indians could be prevented from getting back those lands under the Land Ordinance especially if, not having the franchise, they are regarded also as not being members of the village community.

(The Times of India, 15-10-37).

Permission to Recruit Indians Refused.- In spite of the anti-Indian feeling and the move to displace the Indian worker by the Ceylonese worker, there is a general labour shortage in the Island at present. The State Council, after a lengthy debate in the beginning of last month, decided at the Labour Minister's request to allow the issue, for the first time since 1935, of 5,000 licences for the recruitment of Indians. (vide pages 87-88 of our "September 1937" report). In view of the facts that issue of recruiting licenses was stopped in 1935 and that the conditions of life and work of Indians in Ceylon have deteriorated and are causing grave concern, the Agent of the Government of India in Ceylon refused to endorse these licenses before consulting the Government of India. In answer to urgent representations made by the Ceylon Government to the Government of India for permission to recruit Indians, the latter Government has replied that it regrets that it is unable to ask its Agent in Ceylon to endorse the Ceylon recruiting licences submitted to him and must ask for assurances with regard to two points outstanding before recruitment, which has been in suspense since September, 1935, can be reopened. The two points in regard to which an assurance is asked for, are franchise for village committees, and the restoration of wages in mid and low country estates to the levels

prevailing between May, 1931, and February, 1932.

The Government of India points out that the material placed before them with the request to reverse the decision of the Agent to the Government of India in Ceylon is insufficient and therefore they do not propose to interfere in the matter. Further, they are of opinion that the revival of prosperity on both rubber and tea estates amply justifies the plea for the extension of its benefits to Indian labour in the matter of wages. (the Statesman, 20-10-1937).

Ceylon Government Promises Consideration of Indian

Grievances.- The Ceylon Government is understood to have sent a letter to the Government of India regarding the two points raised by the Indian Government. With regard to the restoration of wages in mid and low country estates, the reply assures the Government of India that the Wages Board will be asked to consider the question of cuts in wages in the light of the variation in the cost of living. On the question of franchise in village committees, it points out that the matter is receiving "full consideration of the Standing Committee of the State Council which has liberty to recommend such amendments of the proposed ordinance as may appear necessary, while the final decision remains with the State Council." It adds <sup>that</sup> "the question will receive careful and anxious consideration." In the circumstances the Government of India has been <sup>requested</sup> ~~asked~~ to issue instructions to the Indian Agent to endorse the recruiting licences.

(The Statesman, 27-10-1937). 4



Emigration from Karachi in 1936:  
Report of Protector of Emigrants, Karachi. +

According to the annual report of the Protector of Emigrants, Karachi Port, for 1936, the bulk of emigrants registered at Karachi was recruited by Sindi merchants whose headquarters are chiefly at Hyderabad (Sind). It is reported that the emigrants recruited are mainly from the hinterland of Sind, and these on arriving at Karachi find accommodation either with their relatives and friends or at dharamshalas, and return to their homes after registration until such time as they are taken by their recruiting agents for medical inspection and embarkation to the Port Health Disinfection Station.

Statistics: It is pointed out that unskilled labourers do not proceed from this port either to the Colonies or to any other country outside India. The only emigration that took place during the year was of skilled labourers, who went mainly to Iran, America, Africa, the Straits Settlements, Japan, China and Europe and were chiefly engaged by British Indian firms. ~~There~~ Their number during the year was 460 of whom 438 went to commercial occupations. All the 460 emigrants were males.

Contracts of Service: The report notes that the contracts entered into between emigrants and their employers were in accordance with the terms approved by the Government of India. Care is taken not to allow persons under 17 years of age to emigrate independently.

Repatriates: The number of returned emigrants during the

year was 7, all of whom were males.

Complaints Received: There were 19 complaints received from employees and employers during the year. Some of the complaints were referred to arbitration; the others are being enquired into.

(The Hindustan Times, 2-10-1937.) 4

Skilled Labour Emigrants from Bombay:  
Report of Protector of Emigrants, 1936. \*

The Annual report for 1936 of the Protector of Emigrants, Bombay, points out that during the year only skilled labourers emigrated from the port of Bombay. The number of such emigrants was 642; of these 555 were males and 87 females. The emigrants included boiler-makers, lascars, typists, salesmen, clerks, acrobats, musicians, barbers, store-assistants, linotype operators, electricians, crane drivers, wireless operator mechanics, masons, priests, and shipwrights, etc.

Recruitment: Recruitment during the year was allowed only through authorised agents who numbered 116, under agreement approved by the Government. In consequence of the Government of India's orders to the effect that permission to recruit should be subject to the condition that no part of the cost of recruitment, such as, commission, passport fee, doctors' fee, fees for stamping agreements, trade test examination fees, charges for transport from the place of recruitment to port of embarkation and subsistence during transport and at places of accommodation should be recovered from the emigrants engaged, but that all such expenses should be borne by the persons engaging them, the authorized recruiting agents have been paying to their sub-agents a sum equivalent to 25 per cent of each of the prospective emigrants' first month's salary in the case of British Indian emigrants recruited on their behalf; but in the case of non-British emigrants, these sub-agents are still recovering 25 per cent of one month's salary as their commission direct from each prospective emigrant.

Several cases of illicit emigration were detected at Bombay; the provisions of <sup>the</sup> Indian Emigration Act were enforced against 177 unauthorised recruiters, 146 of whom were detected in the office of the Protector of Emigrants, Bombay; the remaining 31 cases were detected at the wharf before the passengers embarked. Of the 31 cases, <sup>the</sup> offenders were prosecuted, but in the case of <sup>the</sup> remaining 28 offenders no prosecutions could be launched as the evidence was insufficient.

Illicit Emigration: The report refers to the existence of illicit emigration, and ~~the~~ it suggests the control of passage brokers for putting an end to their unlawful activities. The report points out that the broker is the real offender, and the passenger is a mere victim of his <sup>mis</sup>guidance. The result is that the employers of the emigrants profit by evading payment of the deposit money and are subject to no authority as regards the treatment of their employees.

Complaints from Emigrants: During the year under report 35 complaints were received by the Protector from emigrants against their employers. The complaints were in regard to the non-payment of ~~gratuit~~ gratuities for long service, ill-treatment, non-payment of voyage salary, short payment of salaries and leave salaries, non-payment of medical expenses, non-payment of food allowance and withholding of compensation for injuries sustained whilst on duty. In 14 cases, the complaints were found either wholly or partially true, the claims were admitted by the employers and the dues were paid to the complainants. In 13 cases, the complainants were not able to prove their cases and it was found that the complaints were exaggerated.

(The Statesman, 15-9-1937.)\*

General

Congress and Labour: Meeting of Labour Committee of

A.I.C.C. with Labour Ministers. +

Reference was made at pages 94-96 of our September 1937 report to the decision of the Labour Committee of the All India Congress Committee to arrange a joint meeting between the Labour Committee and the Labour Ministers of the Congress Ministries in order to formulate a uniform labour policy to be followed by the Congress Ministries. This meeting was held at Calcutta on 25 and 26-10-1937 and was opened by Pandit Jawaharlal Nehru, President of the Indian National Congress. Those present included ~~xxxx~~ Pandit Jawaharlal Nehru; the Hon'ble B.G.Kher, Premier, Bombay; Hon'ble K.N.Katju, Labour Minister of U.P.; Hon'ble Mr. Bodh Ram Dubey, Labour Minister for Orissa; Mr. B.S.Murti, Parliamentary Secretary to the Labour Minister of Madras; Mr. Gulzarilal Nanda, Parliamentary Secretary to the Premier of Bombay; Mr. Sankerlal Banker; Acharya Kripalani; Mr. Jairamdas Daulatram; Mr. M.R.Masani; Mr. Jaiprakash Narain; Prof. N.G. Ranga, President, All India Kisan Committee; Mr. Sibnath Banerjee, President, All India Trade Union Congress; Mr. V.R.Kalappa; and Acharya Jugal Kishore. The Hon'ble Mr. V.V.Giri and Mr. D.K.Mehta, Labour Ministers for Madras and the Central Provinces, had intimated inability to attend. Mr. Jairamdas Daulatram presided over the meeting.

The desirability of having a uniform labour policy in the seven provinces of India where Congress <sup>Ministers</sup> are in office was, it is understood, emphasised by Pandit Jawaharlal Nehru in opening the meeting.

Decisions of the Conference.- The following summary of the decisions of the Conference is taken from a communique on the subject issued by the A.I.C.C. Secretariat on 26-10-1937:

Need for Labour Statistics: Labour Offices for Each Province.- ~~The~~ statement on labour policy issued by the Bombay Congress Ministry (vide pages 84-86 of our August 1937 report), was approved and ~~is~~ made the basis of discussion for detailed recommendations for action. The discussion disclosed that, in most of the provinces, pre-Congress Governments had not set up adequate machinery for a study of the solution of labour problems. The joint conference felt that it will be difficult to make ~~a~~ headway in the treatment of labour questions in ~~a~~ provinces and in the preparation of a concrete programme for uniform action unless necessary information was collected and made available. The conference, therefore, resolved that as an indispensable first step, an adequately staffed Labour department on the lines, generally of the Bombay Labour Office be set up immediately <sup>in each Province</sup> for the collection and publication of required statistical and other data relating to labour, particularly in regard to cost of living, family budgets, rates of wages, average earnings, trade disputes, trade unions and conditions of industry, including profits.

Labour Programme for Provincial Governments.- With a view to securing uniform action in the various provinces, the conference recommended to the Provincial Governments the adoption of the following programme, and resolved that the necessary investigation in respect of the various items should be carried out by mutual consultations and that proposals should ~~formally~~ be formulated before 30-6-1938.

(1) The introduction of legislation facilitating the collection of statistics; (2) the extension of the Factories Act in the case of seasonal factories; (3) the introduction of legislation providing for a maternity benefit period of not less than eight weeks in provinces where it does not exist; (4) enquiry into the question of adequacy of wages in organised industries; (5) establishment of labour exchanges; grant of leave with pay during sickness; (7) setting up of minimum wage fixing machinery; (8) establishment of machinery for the settlement of disputes; (9) recognition by the State of employees' trade unions which accepted the policy of using peaceful and legitimate means; (10) housing of labour; (11) the scaling down of debts and hours of work; (12) grant of holidays with pay; and (13) State-aid to industries.

Co-ordination of Work of Labour Ministers: Periodical Conferences.- The conference further resolved that administrative or legislative action as the case may be, should be taken by Provincial Governments in respect of as many of the aforesaid matters as possible in the course of next year. The joint conference was of opinion that it would help in the ~~is~~ evolving ~~of~~

of a uniform policy and programme if the Congress Ministries of Labour met at periodical conferences. The conference was further of opinion that the Congress Labour Committee, the Congress Labour Ministers and Parliamentary Secretaries should meet from time to time to review the situation in regard to the carrying out of the labour programme.

. Supplementary Resolutions. - The Congress Labour Committee also passed the following resolutions and recommended them for consideration of the Congress Ministries:-

Abolition of Serfdom.- The Committee draws the attention of the Congress Ministers to the deplorable condition of some communities who even today are living in a state of semi-serfdom, and requests them to render such assistance as may be found necessary to enable their members to earn a decent livelihood, while enjoying full personal freedom for themselves and their families.

Relief to Landless Agricultural Workers.- The Committee invites the attention of the Congress Ministries to the growing distress of landless rural labourers, whose number is differently computed at from 20 to 30 millions who are living in a condition of periodical enforced idleness, and who generally receive, even when on intermittent work, very meagre wages and these too often in kind, and urges upon the Ministries the urgent necessity of devising plans for offering them substantial relief by way of suitable occupation in works of rural development during periods of general seasonal unemployment.

Mining and Plantation Labour.- The Committee is of opinion that the condition of mining and plantation labour is particularly backward and presents problems that are peculiarly their own. The Committee therefore draws attention of the Labour Ministers concerned to the conditions in these industries and recommends that an immediate enquiry be instituted into them, with a view to evolving schemes to better them within the shortest possible time.

Women Workers.- The Committee is of opinion that women workers should be given equal wages with men's wages provided they do ~~and~~ the same work. This Committee requests the Congress Ministers to help in every possible way to introduce suitable standard wages for women workers in factories in their provinces.

Municipal Sweepers.- The Committee draws the attention of Congress Ministries to the deplorable condition of the majority of sweepers, who are engaged by urban municipalities for cleaning latrines not fitted up with flush system, and requests them to take prompt and effective measures to improve their conditions of work, as also of wages where these are found to be inadequate.

Municipalities to take up Education of Workers.- The Committee is of opinion that lack of education is operating as a very serious obstacle in the way of development of healthy trade union organisations, and it is therefore necessary to take all effective measures for the spread of education amongst the working classes. To this end, the Committee requests Congress Ministries to advise all municipalities in industrial towns and cities to arrange for and offer all possible facilities for the spread of education amongst the working classes.

Workers' Nutrition: Canteens to be set up by Employers.- This Committee is of the opinion that fresh, nutritive and well-balanced diet is necessary for the health and efficiency of factory workers, and to this end, requests the Congress Ministries to advise all employers of factory labour to set up canteens on factory premises for the supply of wholesome food to workers during factory hours.

Prohibition in Industrial Areas.- This Committee is of the opinion that the existence of liquor shops in industrial areas leads to the wastage of a considerable portion of the earnings of the working classes, besides affecting adversely the health and vitality of those addicted to the use of intoxicants, and therefore requests Congress Ministries to give preference in working out their policy of prohibition to industrial centres.

(The Amrita Bazar Patrika, 27-10-1937 &  
The Hindustan Times, 28-10-1937). +

Demands of Agricultural Labour: Prof. Ranga's

Memorandum to Labour Committee of A.I.C.C. +

At the meeting of the Labour Committee of the All India Congress Committee held at Calcutta on 26-10-1937 (For details vide pages 90 - 93 of this report), Prof. N.G.Ranga, President, All India Kisan Committee, submitted a memorandum to the Committee formulating the more immediate minimum demands of agricultural labour. The following are the minimum demands formulated in the memorandum:

1. Establishment of Agricultural Labour Wages Boards.- Agricultural Labour Boards should be established on a provincial, district and, if need be, taluq basis. Workers and peasants (landlords) are to have equal representation in these Boards.



The function of the Board is to fix minimum wages after investigation into the economic condition of peasants and their capacity to afford better wages and conditions of work. To enforce the decisions of the Boards, the services of the local revenue officials and Congress Kisan and Muzdoor Committees must be availed of, and, on complaints made by them of non-compliance, by peasants, Wages Boards can investigate and punish wrong-doers. Since Wages Boards will fix minimum wages ~~etc~~ only after considering the peasants' ability to pay, Provincial Governments should immediately undertake the establishment of the Boards.

2. Labour Exchanges.- Labour Exchanges are to be established to help agricultural labour to migrate temporarily to districts in need of labour during busy seasons. Such Exchanges can minimise 'wastage', unemployment, and unnecessary 'reserves' of labour, and bring about decasualisation. They will also help the authorities to measure the nature and incidence of unemployment.

3. Abrogation of Criminal Tribes Act and Forced Labour.- The Criminal Tribes Act and forced labour must be abolished; deductions in wages for grants of food and other perquisites should be prohibited; agreements impinging on freedom of workers should be penalised.

4. Extention of Labour Legislation to Agricultural Labour.- The Workmen's Compensation Act and the Payment of Wages Act should be extended to agricultural labour, particularly to farm servants engaged on annual or monthly contracts.

5. Grant of Land for Co-operative Farming.- Government lands should be granted without the right of alienation to landless workers, to be exploited on a co-operative basis, with the aid of Government agricultural demonstrators. Such Co-operative Societies should be granted ~~the~~ (1) remission of land revenue for the first ten years. (2) cheap credit and (3) grants for constructing workers' homes and stables and for agricultural stock and implements.

Lands of religious endowments and Government institutions should be leased out to labour at 25% of the net income as rent. Dry wood and grazing from forests must be granted free to agricultural labour and permission to fish free in tanks, canals and rivers.

6. Workers' Stands.- Workers' Stands should be constructed in all municipal areas and railway junctions at which migratory labour has to camp on the way to place of work.

7. Debts of Agricultural Workers.- Moratorium should be extended to agricultural labour also; 4% should be the maximum rate of interest. Hereditary debts should be cancelled; the total burden of agricultural debts must be scaled down in proportion to the fall in prices, and all debts above Rs. 200/-

per workers' family should be cancelled.

8. Holidays with Pay and Provident Fund.- Provision of holidays should be made to start with on the scale of at least fifteen days a year, with full pay, for all annual servants and other customary workers; establishment of a contributory provident fund for all agricultural labour, employed on weekly, monthly or annual contracts should be considered.

9. Minimum Wages.- Local Boards must insist upon minimum wages being paid to labour employed on their works by contractors; preference should be given by them to co-operative labour unions which tender for their works, provided reasonable tender-terms are offered.

10. Recognition of Unions.- Agricultural labour unions should be accorded recognition and conciliation machinery should be established to improve the relations between workers and peasants and to avert conflicts between them.

11. Harassment of Workers.- Employers' tyranny over workers, including infliction of corporal & punishment and personal injury, ~~etc.~~ and denial of civil liberties, should be prohibited.

12. Housing.- House-sites and grants-in-aid should be allotted to village panchayats for the construction of cheap standardised houses for workers.

13. Rent Legislation and other Protective Measures.- Suitable legislation should be passed to control rents payable by labour for lands leased from ryotwari pattadars and zamindari ryots and land courts alone should be empowered to hear cases regarding rents.

Suitable protective measures should be concerted including the establishment of trade boards to guard agricultural labour against exploitation by middlemen and employers when going to towns for work.

14. Representation of Workers.- Representation should be given to labour on local village panchayats, district economic (development) councils and such other organisations, seeking the welfare of the country folk.

15. Vocational Training.- Agricultural schools and cottage industrial training centres should be established to improve the skill and culture of workers.

16. Police Oppression.- Police oppression of labour by the enforcement of Section 144 of the Criminal Procedure Code, and illegal beating and threats of agricultural workers should be put an end to.

(The Amrita Bazar Patrika,  
28.10-1937). +

Bombay Premier discusses Labour Programme with  
Employers: Textile Employers urge cautious Advance.

The salient features of the Bombay (Congress) Ministry's Labour Programme were given at pages 84-86 of our August 1937 report. On 21-10-1937 the Hon. Mr. G. B. Kher, Premier of Bombay, held an informal Conference with the representatives of leading commercial organisations of the Presidency with a view to ascertain from the representatives of industries and employers of labour the extent to which they would co-operate with <sup>the</sup> Government in their programme to improve labour conditions.

Those present at the conference were Mr. G. H. Cooke, Mr. F. Stones and Mr. C. E. Leman, on behalf of the Chamber of Commerce, Bombay; Mr. D. N. Khatau, Sir H. P. Mody and Mr. S.D. Saklatvala on behalf of the Millowners' Association, Bombay; Mr. Govindlal Shivlal Motilal, Mr. Gordhandas Morarji, Mr. Mathuradas Vissanji and Mr. M. C. Ghia on behalf of the Indian Merchants' Chamber; and Mr. Sakarlal Balabhai, Mr. Shantilal Mangaldas and ~~Mr.~~ Mr. Narottam P. M. Hatheesingh on behalf of the Ahmedabad Millowners' Association. These representatives were accompanied by the secretaries of the different organisations. Mr. J. F. Gennings, Director of Information and Commissioner of Labour, and Mr. S. R. Deshpande, Assistant Labour Commissioner, were also present at the conference.

At the outset, it is understood, the Premier explained that any programme for <sup>an</sup> the improvement of labour conditions in respect of hours of work, wages and other ameliorative measures could not be achieved without the helpful co-operation of both workers and employers of labour. He then elaborated the labour programme of the Government, published in August 1937, and invited the representatives to give an indication of their attitude towards it, and also an idea of the present state of the cotton textile industry.

While the spokesmen of the textile industry declared them-

selves generally in sympathy with Government's policy, it is understood, that they emphasised the necessity for caution in view of the fact that the industry had not ~~yet~~ attained a satisfactory position.

(The Times of India, 23-10-1937).  
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Bengal Government's Labour Policy;

Statement made by Labour Minister. +

Reference was made at pages 26-27 of our May 1937 report to the labour policy of the Bengal Government enunciated by the Labour Minister in connection with the jute mill strike of February-May 1937. Recently, the Hon. Mr. H. S. Suhrawardy, Labour Minister, made a further detailed statement on the labour policy of the Bengal Government in the course of an interview granted to press representatives. The following is a summary of the salient features of the Government's labour policy:

Organisation of Labour: The Minister said that it was the intention of the Government of Bengal to promote the welfare of labour, and to see that the labourer ~~gets~~ got a fair deal irrespective of strikes. On the other hand, political strikes will, however, never achieve anything whatsoever, and receive no countenance or support at the hands of the Government. In legitimate trade unionism lies the salvation of labour and the Government is anxious that labour should organise itself into trade unions. The Government will encourage unions to the utmost and accord recognition to bona fide unions. The Government is categorically against unions with communist leanings.

Functions of Genuine Trade Unions: A genuine trade union may be difficult to define, but is not difficult to ascertain. A trade union, in order to be genuine and responsible must first accept the principle of collaboration with the employer and co-operation with him on the basis of adjustment of rights. Secondly, the duration and record of service of the trade union will be taken into consideration in judging whether it should receive

recognition. This, however, is not an absolute criterion as it is only now that Government has adopted the policy of recognizing and encouraging sound trade unionism in its truest sense. It is, therefore, expected that, inspired by a new hope, labourers and their leaders will find many genuine and sound trade unions through which to represent their demands.

Financial and other Qualifications: Thirdly, the registers of members and the accounts and other papers should be in order, and money should have been spent on legitimate trade union purposes only. Fourthly, the trade union should have obtained a sufficient degree of popularity amongst the class of labourers whom it purports to represent. Fifthly, the methods that the trade union adopts in the conduct of trade disputes should be good. It must explore all avenues of adjustment before resorting to the last weapon of strike. The responsibility of the leaders of the union is always great, for they are dealing with the lives and the economic conditions of a large mass of people. A successful trade union is likely to make its leaders heady and hence there is ~~all~~ the greater responsibility on them to act with wisdom and restraint.

Class Warfare deprecated: A trade union that advises lightning strikes, does not formulate its demands or act in a moderate manner, makes obviously extravagant or stupid claims, makes no attempt to settle disputes, and discards offers of mediation and conciliation, is obviously not a genuine trade union. A trade union that promotes class hatred and class warfare, and inculcates a spirit of defiance of authority, indiscipline, insubordination, and lawlessness, is, equally clearly, not a genuine trade union.

Labour Welfare: It is not recognized by labour leaders in general that labour welfare work can form one of the most important functions of a trade union. Hitherto they have looked upon it merely as an organization for promoting class warfare. Labour welfare work is supposed to be the duty of the employer or of the public or of the Government. These, certainly, have duties towards labourers, but the labourers themselves, through their own organization have a duty towards themselves.

The Bengal Government has provided a sum of Rs.10,000 for the year 1937-38 as there is practically no labour welfare work and this aspect of a trade union's function has not been so far appreciated. If organizations will take up the work of helping labourers, the Government should be glad to encourage them and to provide a larger sum in the budget if the money can be utilized usefully.

Instances of Welfare Work: As instances of welfare activities for unions, the Minister suggested the following: Starting schools for children and night-schools for adults; teaching sanitation and hygiene in the homes of the workers; cleansing of bustees (labour areas) and of drains; teaching of cleanliness and disinfection; organizing recreational and spare-time activities such as games, competitions, music parties, lantern shows, lectures and theatricals; rescuing labourers from indebtedness by means of voluntary conciliation with creditors and by establishing co-operative credit societies; inculcating thrift by means of

savings banks and life insurance schemes; teaching the labourers to live better, to curtail useless expenditure and to abolish expensive customs, to give up gambling, intoxicants and drugs; organising medical aid through health insurance schemes and nursing associations; establishing co-operative stores and markets and selling cheap cloth and food; starting libraries and reading rooms; better housing of labourers by promoting co-operative housing schemes; instituting relief work amongst the needy; and assisting the workers to get the benefits of the Factory Act, Payment of Wages Act, Workmen's Compensation Act, Maternity Benefit Act, etc. The Government hopes that employers will, apart from such ameliorative measures that they themselves have taken or may take, encourage and assist labour welfare organisations to the utmost of their power.

Workers' Demands to be Moderate. - The Government hopes that labour leaders will forsake the path of barren revolutionary policy and will take to genuine trade unionism. Extravagant demands made on behalf of labour, so extravagant that no industry can possibly accede to them, will only stamp the labour movement as unworthy of encouragement. These may serve the purpose of keeping the labourers in a state of ferment and discontent by placing before them aims which are unrealisable, but which open before the labourers mirages ~~but~~ that ultimately bring them to ruin. Extravagant demands are a good political weapon but they cannot be regarded as genuine labour grievances, and leaders who make these demands clearly place themselves outside the class of responsible trade unionists.

Duties of Employers: Trade Unionism to be encouraged. - A strong and healthy trade unionism is not only a necessity for the labourers and the State, but also for the employer himself. It is possible that, in the first flush, the employer may not like it, ~~as~~ as it rouses him from the compacency that he has hitherto enjoyed. But it is time that he recognised the irresistible march of events and reconciled himself to collective labour bargaining. A trade union will have many enemies even amongst the labourers themselves, particularly from amongst the lower ranks of supervisors, who have been battenning upon the labourers. They will attempt to crush all organisations of labourers, and the employer must, in his turn, curb and crush such attempts and rise above the mentality of invariably supporting the superior employees at the expense of the labourer.

It has often been found that employers are distrustful of trade unions, even more distrustful of genuine trade unions than of the spurious ones. Genuine trade unions have justice, fair-play, moderation and public support behind them, whereas the spurious trade unions can be neglected, ignored and discredited. It is indeed a victory for genuine labour and a very healthy sign for the future relationship between the employers and the employees that the spokesman of the Indian Jute Mills Association in the Legislature has signified the assent of ~~the~~ employers to the recognition and encouragement of genuine trade unions.

The Government hopes that employers will honour this pledge, and the labourers, in their turn, will equally make possible the growth of a genuine understanding and sympathy between capital and labour.

Mutual Obligations of Workers and Employers.- While, therefore, encouraging the establishment of sound trade unions and giving them recognition in accordance with the principles stated above, the Government will insist on fair-play on both sides. Recognition will confer on the unions valuable rights. The Government will expect trade unions to act in a responsible manner; if they do not do so, the Government will withdraw recognition. Employers, on their part, must give the representations of trade unions proper consideration and do everything in their power to encourage them and save them from destructive forces. If they do not do so, the Government will appeal to the Legislature for powers to compel them to do so and to public opinion for support.

Government's Role--It has been stated that the Government should only interfere between capital and labour as a conciliator, and that labourers should first fight out their dispute with the employers. In a sense, this principle has its merits, for it saves government considerable trouble, but the present government holds that, in the disorganised and helpless condition of labour, the Government has got greater responsibilities towards labourers than that of merely acting as a conciliator in trade disputes. If labourers are not positively assisted by the Government it will take a very very long time indeed for them to get their demands adjusted. The Government has, therefore, started investigating the conditions of labour amongst seamen, amongst dock workers, mill workers, operatives of printing presses and jute presses and in many other less known trades.

Collective Agreements.- The Government will further to assist the labourers by drawing up agreements in individual cases between the employers and the employees which both sides should honour. If, ~~case~~, however, the employers or the employees do not accept the conditions or the agreements which the Ministry of Labour considers to be reasonable, the Government will proceed to form committees of inquiry or boards of conciliation under the Trade Disputes Act or ad hoc committees of inquiry or investigation.

Further Schemes of the Government.- In addition to these, the Government is considering the establishment of industrial tribunals, employment exchanges, de-casualisation of labour, ~~of~~ health insurance schemes, ~~of~~ housing for labour, ~~of~~ regulating employment in shops, ~~of~~ conciliation of debts, penalisation of illegal gratification and ~~of~~ an inquiry into ~~the~~ living conditions and family budgets with a view to ascertain whether it is possible to introduce minimum wages or unemployment insurance as a national concern. The Government is also considering the introduction of legislation on many matters and obtaining greater powers for the Government to mediate in trade disputes. +

(The Statesman, 21-10-1937)

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Madras Government's Labour Policy.

The Ministry of Public Information, Government of Madras, has published in the third week of October 1937 a communique setting forth the Government's policy in respect of labour and industrial disputes. A summary of the communique is given below:-

Frequency of Strikes deprecated.- The Madras Government notes that there have been recently a number of strikes in the province and instances have occurred of labour giving room for complaint on the part of employers concerned that adequate time was not previously given to them to consider any alleged grievances. While it is not the intention of the Government to curtail in any way the rights of the workers, the Government feels it incumbent on it to declare that it does not help the interests of Labour to resort to strikes without prior representation and negotiations.

Strike to be the last Weapon.- The Government strongly disapproves of any strikes when all other available methods of representation are not exhausted. It is not unaware that, whether due to ignorance or fear of victimisation, there has been a reluctance, in certain cases, for leaders among workers to approach employers direct. Whether this fear is groundless or not, it is pointed out that the Government will be always glad, in such cases, to help workers and their representatives to have their point of view prominently brought to the notice of their employers.

"Internal Settlement" preferred.- The Government considers that "internal settlement" is preferable to "external settlement" of trade disputes. The Government wants co-operation from those concerned ~~and~~ so that it may not be called upon to intercede in strikes declared before exhausting all avenues of negotiations between employers and employees.

"Direct Action" and Side Measures.- It is pointed out that major issues giving rise to strikes are jeopardised by side issues that always arise out of any hasty resort to direct action. The Government desires that there should be no disturbance of the industrial organisation of the province and appeals for harmonious co-operation between labour and industrial managers; and that workers who should have every confidence in the Government, may not resort to strikes unless the issues are very grave and even then not until every other possible way out has been tried. The Government, therefore, trusts that those who have the welfare of industries and labour <sup>at heart</sup> will see that this is implemented.

(The Hindu, 21-10-1937).

(A copy of the communique will be forwarded to Geneva when it is received by this Office.) +