

C 6/2/18

INTERNATIONAL LABOUR OFFICE  
INDIAN BRANCH

----  
Report for October 1941.

N.B. Each section of this report may be taken out separately.

Contents

Pages

1. National Labour Legislation.-

Government of India:

- (a) Amendment of the Indian Coal Mines Regulations, 1926. 1
- (b) Amendment of the Indian Coal Mines Regulations, 1926. 1
- (c) Adoption of the Factories (Amendment) Bill, 1941, by the Central Assembly. 1

Bombay:

- Exemption from Rest Interval of Continuous Process Workers in Dextrine Manufacture. 1

Kashmir State:

- Kashmir Factories Bill, 1941. 2

Mysore State:

- (a) Mysore Labour Bill, 1941, adopted by Representative Assembly. 2
- (b) Mysore Factories (Amendment) Bill, 1941. 2
- (c) Mysore Code of Civil Procedure (Amendment) Bill, 1941. 3
- (d) Mysore Workmen's Compensation (Amendment) Bill, 1941. 3

Ceylon:

- Ceylon Wages Ordinance, 1941. 3-4

2. Social Policy.-

- India and the Draft Convention and Recommendations concerning Safety in the Building Industry. 5

3. Conditions of Work.-

Hours of Work and Weekly Rest:

- (a) Hours of Work in Mysore Mines: Demand for amendment of Mysore Mines Act. 6
- (b) Shop Act for Madras: Government declares against Legislation. 6
- (c) Applicability of Bombay Shops Act to Daily Wage-earners: High Court's Decision in the Affirmative. 6-7
- (d) Working Hours in Bengal Jute Mills raised from 50 to 54 from October 1941. 7

Industrial Health and Safety:

- Effect of Prohibition on Mill Labour: Views of Millowners' Association, Bombay. 8

Wages:

- (a) Cost of Living Index Collection in U.P.: New System to be Introduced. 9
- (b) Collection of Working Class Cost of Living Index Numbers: Committee appointed in Mysore State. 9

Industrial Disputes:

- (a) Bombay Industrial Disputes Act, 1938: Government's Labour Officer suggests Changes. 10-11
- (b) Nagpur Labour Dispute: Recommendations of C.P. and Rerar Textile Labour Inquiry Committee. 11-12

	<u>Pages</u>
(c) Demand for Increased Wages in Ahmedabad: Conciliation Efforts Fail.	12-13
<u>General:</u>	
(a) Factory Administration in N.-W.F.P. in 1940.	14
(b) Factory Administration in Ajmer-Merwara in 1940.	15
(c) Working of the Indian Mines Act in C.P. in 1940.	16-17
<u>4. Economic Conditions.-</u>	
(a) Meeting of Consultative Committee of Economists on Post-War Reconstruction, New Delhi, 24 and 25-10-1941.	18-19
(b) Industrial Development of Central Indian States: Scheme for Joint Action Drawn up.	19-20
(c) Scope for Development of New Industries: Mysore Government's Circular letter to Provinces.	20
(d) Working Class Cost of Living Index Numbers for Various Centres in India during July 1941.	20-21
<u>5. Social Insurance.-</u>	
(a) Working of Bengal Maternity Benefit Act in 1940.	22
(b) Pensions and Gratuities for Municipal Employees in C.P.	23
<u>6. Migration.-</u>	
(a) Department of Indians Overseas: New Portfolio created by Government of India.	24
(b) Future of Indians in Ceylon: Terms of Indo-Ceylon Draft Agreement.	24-29
(c) Zanzibar Government's Scheme to grant Copra monopoly to Clove Growers' Association: Opposition of Indian Interests.	29-30
(d) No Undue Indian Penetration in South Africa: Broome Commission's Report.	30-31
(e) Indians in Malaya: Growing concern in India about Malayan Government's Policy.	31-32
<u>7. Agriculture.-</u>	
(a) Area and Yield of Principal Crops in India, 1939-40.	33-34
(b) Future of Indian Sugar Industry: Demand for Central Sugar Committee.	34-35
<u>8. Professional Workers, Salaried Employees and Public Servants.-</u>	
Conditions of Work of Clerical Staff in Bombay textile mills: Bombay Textile Clerks' Union conducts Enquiry.	36
<u>9. Co-operation and Cottage Industries.-</u>	
(a) Promotion of Co-operative Movement in Travancore State: Advisory Committee set up.	37
(b) Encouragement of Cottage Industries in Mysore: 3-Year Scheme to cost Rs. 300,000.	37
(c) Handloom Weaving in Bengal and Sind: Government encourage Employment of Women in Industry.	37-38
<u>10. Living Conditions.-</u>	
<u>Spare Time:</u>	
Extension of Labour Recreation Facilities in Bombay.	39
<u>Nutrition:</u>	
Food Adulteration in India: Enquiry ordered by Central Advisory Board of Public Health.	40

	<u>Pages</u>
11. <u>Social Conditions.-</u>	
1941 Census Figures: Population of India (excluding Burma) increases to 389 millions.	41
12. <u>Social Policy in War Time.-</u>	
<u>Wages:</u>	
(a) Dearness Allowance to Low-paid Government servants in Mysore State.	42
(b) Payment of Dearness Allowance for Low-paid Government Employees: Sanctioned by Sind Government.	42
(c) Conditional grant of Dearness Allowance for Low-paid Employees of Local Boards in Madras: Government's Instructions.	42
(d) <u>War Supply and Production:</u>	
(a) Timber for War Purposes: Bombay Conference.	42-43
(b) Cotton Textiles for War Needs: Bombay Conference.	43
<u>Industrial Health and Safety:</u>	
Protection of Factories in War Time: Order issued by Government of Bombay.	44
<u>Control Measures:</u>	
(a) Burma Cotton Control Ordinance, 1941.	44
(b) <del>Chrome Compounds</del> Control Order, 1941.	44
<u>Price Control:</u>	
3rd Price Control Conference, New Delhi, 16 and 17-10-1941.	45-47
13. <u>List of more important publications received in this Office during October, 1941.</u>	48-49

Government of India.-

Amendment of the Indian Coal Mines Regulations, 1926.

The Government of India has amended the Indian Coal Mines Regulations, 1926, so as to provide that "if in any mine it is intended to conduct or extend the extraction or reduction of pillars at or to any point within fifty yards of any railway subject to the provisions of the Indian Railways Act, 1890, the owner, agent or manager of the mine shall, not less than sixty days before commencing such operations, give notice of such intention to the Chief Inspector and also to the Railway Administration concerned."

(Notification No. M-76, dated 3-10-1941:  
The Gazette of India, Part I, dated  
11-10-1941, page 1506.) +

Government of India.-

Amendment of the Indian Coal Mines Regulations, 1926.

The Government of India has amended the Indian Coal Mines Regulations, 1926, so as to give effect to the Indian Mines (Amendment) Act, 1940, which lays down that the manager of a mine should be paid by the owner and should be directly answerable to him.

(Notification No. M-1055 dated 7-10-41:  
The Gazette of India, part I, dated  
11-10-1941, page 1506.) +

Government of India.-

Adoption of the Factories (Amendment) Bill, 1941 by the  
Central Assembly.

Reference was made at page 1 of our August 1941 report to the decision of the Government of India to introduce a Bill in the Central Legislature to amend the Factories Act so as to give power to Provincial Governments to enable them to ratify once for all the application of the Act to any specified classes of establishments employing ~~the~~ ten or more persons. The Bill was introduced in the current session of the Central Assembly and was passed on 30-10-1941.

(The Statesman, 31-10-1941)

Bombay.-

Exemption from Rest Interval of Continuous Process Workers  
in Dextrine Manufacture.

The Bombay Government has exempted from the provision regarding rest interval of continuous process workers in dextrine manufacturing factories.

(Notification No. S. 129 dated 15-10-1941:  
The Bombay Government Gazette, part IV-A,  
dated 23-10-1941, page 251.) +

Kashmir State.-

Kashmir Factories Bill, 1941.

The Development Minister, Kashmir Government, introduced in the Kashmir Praja Sabha (State Legislature) on 15-10-1941 a Bill to regulate conditions in factories. At present there is no law in force in the State to regulate working hours in factories, nor does any provision exist to afford medical and other facilities to labour. The Bill, which proposes to make the necessary provisions on these subjects, was referred to a Select Committee the same day.

(The Statesman, 16-10-1941.) +

Mysore State.-

Mysore Labour Bill, 1941, adopted by Representative  
Assembly.

Reference was made at pages 3 to 4 of our August 1941 report to the promulgation by the Mysore Government of the Mysore Labour (Emergency) Act, 1941. The Act was brought before the Mysore Representative Assembly for consideration on 1-10-1941, and was passed with two amendments, one for the constitution of an Industrial Court with powers to decide appeals from the decisions of the Labour Commissioner and the other urging recognition of the right of employees to federate their various associations and to provide for an All-Mysore Confederation of Associations and Federations. It was also suggested by pro-labour representatives that the enactment should provide for compulsory arbitration, but on the Government spokesman pointing out that the Government had "ample powers under the Defence of India Act" to meet situations calling for compulsory arbitration to prevent strikes and lock-outs, the suggestion was dropped. The Bill was adopted on 3-10-1941.

(The Hindu, 4 and 5-10-1941.) +

Mysore State

Mysore Factories (Amendment) Bill, 1941.

Reference was made at pages 3 to 4 of our September 1941 report to the proposed Mysore Factories (Amendment) Bill which the State Government intended introducing in the Legislature. The Bill was introduced in the Mysore Representative Assembly on 4-10-1941 and was adopted the same day. It brings power factories employing 10 or more persons, if any one of them is an adolescent or child, under the Factories Act.

(The Hindu, 7-10-1941.) +

Mysore State.-

Mysore Code of Civil Procedure (Amendment) Bill,  
1941. +

Section 60 of the Mysore Code of Civil Procedure, 1911, was amended by Act XIII of 1938, under which salaries up to and inclusive of Rs. 50 and one half of the remainder were declared exempt from attachment and sale in the execution of decrees; the amending Act also provided that the amendments should have effect only in respect of proceedings arising out of suits instituted after 1st July, 1939. The Mysore High Court had observed on a revision petition that until the restriction imposed in 1938 was removed by legislation, courts would have to permit attachment of salaries even when they did not exceed Rs. 50, so long as the suit was prior to July, 1938. The omission of Section 3 of the Act XIII of 1938 had, therefore, become necessary, if relief was to be given according to the undoubted and expressed intentions of the Government and of the Legislature. As the matter was urgent an Emergency Act was passed in August 1941 and the present bill was intended to make this amendment permanent.

The Bill was adopted.

(The Hindu, 7-10-1941.) +

Mysore State.-

Mysore Workmen's Compensation (Amendment) Bill, 1941.

Reference was made at page 4 of our September 1941 report to the decision of the Mysore Government to introduce an amendment Bill to the Mysore Workmen's Compensation Act so as to deal with a number of minor defects and ambiguities. The Bill was introduced in and passed by the Mysore Representative Assembly on 6-10-1941.

(The Hindu, 9-10-1941.) +

Ceylon.-

Ceylon Wages Ordinance, 1941. +

The Ceylon Wages Ordinance is a measure embodying some of the provisions on the lines of the Indian Factories Act, 1934, and the Payment of Wages Act, 1936, and has been promulgated to regulate the payment of wages, hours of work, holidays and other conditions of work through Wages Boards and District Wage Committees established under the Ordinance. Any person not complying with the provisions of this Ordinance is liable to penalties - imprisonment extending over a period of six months or fine ranging from Rs. 50 to Rs. 500 or both. Some important features of the Ordinance are ~~summarised~~ summarised below:

Payment of Wages.- Every employer must pay all the wages due to a worker in legal tender without making any deduction excepting those authorised under the Ordinance. The period of payment has been

fixed from three days after the expiry of the contract where the worker is employed for a period not exceeding a week to 10 days when the period of such contract exceeds one month. Every employer in every prescribed trade is to keep records in writing to show all wages paid by him, and the dates on which such wages are paid.

Wages Board.- The Minister of Labour may establish a Wages Board for any trade, the powers, duties and functions of which may apply to any other trade which in the opinion of the Minister is of the same nature. The Wages Board shall consist of the Controller of Labour (as Chairman) and an equal number of employers and workers representing the particular trade for which the Board is appointed. Members may also be nominated by the Minister of Labour. A Wages Board established for any trade shall consider and furnish a report on any matter regarding the conditions in that trade which may be referred to it by the Executive Committee of Labour, Industry and Commerce. A Wages Board for any trade may also constitute a District Wages Committee for that trade in any area or district in Ceylon with similar constitution, powers and functions.

Wage Determination.- A Wages Board may determine "a general minimum rate", "a general minimum price rate", "a guaranteed time rate", and "overtime rate". When a Wages Board has been established for any trade, every worker employed in that trade - (a) whose wages are payable at a daily rate, and (b) who on any day on which he is so employed works for a period less than the requisite number of hours to constitute a ~~normal working day~~ shall be entitled to receive wages for the whole day, except when the worker does not work voluntarily.

Hours of Work.- The Wages Board shall fix the normal number of hours of daily work not exceeding nine in any case inclusive of an interval of not less than one hour for meals, but exclusive of overtime; declare a weekly paid holiday and the conditions subject to which workers may be employed on such holiday (viz., payment at the overtime rate or at 1/4 of the minimum rate where no overtime rate has been determined) and permit annual holidays not exceeding 21, exclusive of the weekly holidays.

Registers.- Employers should maintain registers regarding particulars of workers and work, wages, hours of work, overtime work, wage payment dates, holidays and other particulars prescribed by the Board.

(October 1941 issue of "Labour Bulletin" published by the Labour Department, U.P.) ✓

India and the Draft Convention and Recommendations concerning Safety  
in the Building Industry. + ✓

On 30-10-1941, Mr. H.C. Prior, Secretary, Labour Department, Government of India, laid on the table of the Central Assembly the following statement indicating the action taken, and the decision reached, by the Government of India in pursuance of the Resolution adopted by the Legislative Assembly on the 25th March, 1938, regarding the Draft Convention and Recommendations of the International Labour Conference concerning safety in the building industry:

"In pursuance of the Resolution adopted by the Legislative Assembly on the 25th March 1938, concerning the Draft Convention and Recommendations of the International Labour Conference regarding safety in the building industry, the Government of India asked the Provincial Governments to consider the desirability of legislation in the light of the extent and character of the hazards involved, the possibilities of eliminating or reducing risk in construction in the manner proposed and the expense of the inspection that would be necessary for enforcement. In particular their attention was drawn to the possibility of action within municipal areas, as suggested by the Honourable Mr. Ananthasayanam Ayyangar in the course of the debate on the Resolution. All the Provincial Governments and Administrations except two are unanimously of opinion that the Draft Convention and Recommendations, the implementing of which requires legislative action, are unsuited to conditions in India. Even the two Governments mentioned above, while they see no objection in principle to legislation, are not in favour of any particular action within their respective jurisdiction. The main reasons put forward by Provincial Governments against legislative action are:-

- (1) that the building industry is unorganised;
- (2) it will be difficult to enforce the legislation without ~~any~~ an unduly large and expensive staff which will not be justified in view of the comparatively small risk to be countered;
- (3) accidents in the building industry are comparatively rare and, in most cases where they occur, they are of a nature which cannot be minimised by legislation.

"As regards the two Recommendations concerning co-operation in accident prevention and vocational education, regarding which the Provincial Governments were asked to consider the desirability of taking executive action, the majority of the Provincial Governments have offered no observations. Those who have, do not consider any action to be possible or necessary.

"In the circumstances the Governor General in Council has decided to take no further action in the matter." + ✓



## CONDITIONS OF WORK

### Hours of Work and Weekly Rest

#### Hours of Work in Mysore Mines : Demand for amendment of Mysore Mines Act. +

On 13-10-1941, Mr. K. Subbiah Setty, Member, Mysore Representative Assembly, made a representation in the Assembly that the Mysore Mines Act should be amended as early as possible with a view to regulate hours of work, both above ground and underground, provide for overtime wages, grant weekly rest-periods, prohibit children underground and control their employment on surface.

Mr. K. Chengalraya Reddy (Congress Party) supporting the representation asked for the deletion of section 17 of the Act whereby the Superintendent of Police of the Kolar Gold Fields might, by order in writing, direct any person, whose residence within such areas was considered undesirable, to quit the place within twenty-four hours and not to re-enter the area without the permission of the Superintendent of Police. It was pointed out that this provision was introduced at the time when the Mines Act was passed, obviously with a view to protect the property and materials of the Companies, but that now the section was being used to prohibit the entry of congressmen desirous of organising the workers of the goldfields.

Mr. A.V. Ramanathan, Law Minister, said in reply that the ~~the~~ Government was considering the question of relief to be given to women workers and a maternity welfare centre would be started early and declared that ~~the~~ International Labour Convention had made recommendations in the matter of maternity benefits. Draft rules along those lines were being prepared. The Minister assured that all the suggestions made in the matter of protection of the interests of workers would be considered by the Government.

(The Indian Express, 16-10-1941),

#### Shop Act for Madras : Government declares against Legislation. +

The Government of Madras (Public Works Department) in a communication dated October 6, 1941, addressed to the Secretary of the Chirala Shop Employees Union, have replied that they do not propose to take any action on the suggestion of the Association that a Shops and Establishments Act should be adopted for the Madras Province.

(The Hindu, 15-10-1941) +

#### Applicability of Bombay Shops Act to Daily Wage-earners : High Court's Decision in the Affirmative.

Reference was made at pages 7 to 8 of our August 1941 report to an appeal filed in the Bombay High Court under the Bombay Shops and Establishments Act, raising the issue whether the Act applies to daily wage-earners.

7

The appellant in the case was Hassanali Gulamali Patanwala, proprietor of the Coronation Durbar Hotel, who was charged before the Chief Presidency Magistrate, with not exhibiting in his restaurant a notice in the prescribed form specifying the day or days of the week on which persons employed by him would be given holidays as required by Rule 12 (4) of the Shops Act, and also with not making the required entries in the records necessary under the rules. He was found guilty and fined by the Magistrate. He challenged his conviction before the High Court. It was admitted that Hassanali was bound to make entries in the registers and that he did not make them. The only point urged before the High Court was that the conviction could not be sustained owing to the fact that Hassanali employed persons in his restaurant only from day to day and not by the week or month and he was not bound to post the notice mentioned in the sub-rule. It was contended that the sub-rule did not apply at all to establishments which employed persons only from day to day and not on weekly or monthly terms.

The High Court upheld the conviction and the sentence passed on Hassanali Gulamali Patanwala on the ground that the definition of "employer" in the Act made no exception in favour of persons employing labourers on daily terms only, and that there was therefore no reason why the mere fact that the applicant employed people on only daily terms should exempt him from complying with the requirements of the sub-rule.

(The Times of India, 9-10-1941.) +

Working Hours in Bengal Jute Mills raised from 50  
to 54 from October 1941. +

In the light of the stock position and the better shipping prospects, the Committee of the Indian Jute Mills Association at a special meeting held on 6-10-1941 decided to enhance the working hours of its member mills from fifty to fifty-four per week with effect from 13-10-1941.

(The Hindu, 7-10-1941.) +

8

Industrial Health and Safety

Effect of Prohibition on Mill Labour:  
Views of Millowners' Association, Bombay. +

Towards the middle of September, 1941, the Deputy Commissioner of Police, Prohibition, Bombay, requested the Millowners' Association, Bombay, to be furnished with information on the following three points in order that the question of the effect of prohibition on labour might be discussed at a forthcoming meeting of the Prohibition Research Advisory Board:

(a) Percentage of mill absentees prior to prohibition and after the introduction of prohibition. (b) Whether prohibition has in any way contributed or added to the efficiency of the workers or improved the standard of their work in the mills. (c) Effect of prohibition on the general condition of health of the operatives.

Association's Views: Influence of Prohibition not very perceptible:-

Absenteeism.- In supplying the figures of average percentage of absenteeism for the period asked for, the Committee observed that the introduction of prohibition had not in any way affected the absenteeism statistics. It was pointed out that for various reasons it would be difficult to draw any specific conclusions regarding the effect of prohibition on absenteeism on the basis of the statistics compiled by the Government Labour Office. For instance, during the past two years, a period which coincided with the post-prohibition period, there had been a rapid increase in the number of persons employed in Bombay mills resulting in a shortage of labour. Moreover, any generalisation on the statistics available would, in the opinion of the Committee, be unsafe, as there were far too many cross currents in the labour world which would make deductions unsafe and misleading.

Efficiency.- Regarding the effect of prohibition on the efficiency of workers or on the standard of their work, it was stated that beyond opinions of departmental heads and managers of mills, there was no other information to say that there had been any perceptible improvement in efficiency.

General Health Conditions.- As regards the third point, it was indicated that, in the absence of a detailed and thorough enquiry conducted by medical officers over a fairly long period of years, it would be very difficult to ascertain the effects of prohibition on the general condition of health of mill operatives.

(Summarised from the printed Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, for September, 1941.)+

7

Wages

Cost-of-Living Index Collection :in U.P.:  
New System to be Introduced.

The U.P. Government, it is understood, have decided to prepare new cost of living indices based on data collected at different centres in the province.

It was only last month that the Government announced the grant of dearness allowance to low-paid Government employees; the scheme of dearness allowance was based on cost of living and price indices collected at Gorakhpur, Meerut, Lucknow and Cawnpore. For the purpose of administering the allowance, the province was divided into three zones: west, east and central. It is stated that rice is more or less the staple food in the eastern zone, wheat in the west of the province and wheat and rice in the central region. The situation has again been reviewed and it is stated that the principle governing the grant of allowance should be made more scientific and adequate so that Government employees deserving relief might get it in adequate measure.

The new scheme divides the province into a series of homogeneous units, grouping together districts having similar economic conditions, price tendencies, etc. Each of these units will have a separate index. Another principle tentatively decided upon is that, while preparing the indices, the cost of living and price level at cities alone will be considered. It is stated that the level in all the rural areas will definitely be lower than the urban level, and that hence indices based on rural figures will not afford sufficient relief to employees working in urban areas.

(The Statesman, 5-10-1941) +

Collection of Working Class Cost of Living Index Numbers:  
Committee appointed in Mysore State. + ✓

The question of the regular maintenance and publication of the working class cost of living index figures for the Mysore State as in certain other parts of India has been under the consideration of the Mysore Government for some time. With this object in view, an officer of the Department of Industries and Commerce was deputed to Bombay in June, 1940, to study the method adopted there and work out the index. On his return, a preliminary enquiry was conducted into the budget of about 100 families belonging to the working classes. On the basis of the data collected, the working class cost of living index for Bangalore City is being computed from July 1940. Suggestions have been made that steps should be taken to publish the figures for Bangalore and other districts in the State. In view of the importance of the question, the Government has directed that the whole question of the collection, compilation and publication of index figures and other allied matters should be considered by a committee, consisting of the Director of Industries and Commerce as Chairman and the Assistant Director of Rural Industries as Secretary.

(The Hindu, 18-10-1941.) +

## Industrial Disputes

10

### Bombay Industrial Disputes Act, 1938:

#### Government's Labour Officer suggests Changes. +

Mr. M.P. La Bouchardiere, Labour Officer, Government of Bombay, has contributed an article in a recent issue of the Indian Journal of Social Work, Bombay, in the course of which he suggests the need, in the light of the working of the Bombay Industrial Disputes Act, 1938, for a number of changes in the Act. The more important suggestions put forward are summarised below:

Individual Cases before Industrial Court.- At present any individual may approach the Industrial Court direct for redress in a case of breach of a standing order or an illegal change. The maximum penalty for breach of a standing order is Rs. 100, with a maximum penalty of Rs. 25 per day for a continuing offence after a conviction. Many of the cases of this nature which have already been taken to the Industrial Court have been dismissed. In any case it appears wasteful of the time of an Industrial Court, which has a High Court Judge as President, to try such cases in the initial stage. Perhaps a suitable solution would be to transfer all such cases to Conciliators and to give them power to decide such cases and enforce the penalty. Another reason, which may be urged for the grant of such powers to Conciliators, is that the Industrial Court is only able to sit at much less frequent intervals than the Conciliators, often over six weeks elapsing between sittings of the Industrial Court. Thus an individual seeking redress for wrongful dismissal involving a breach of standing orders, has often to wait a long time before his case comes up for hearing. By the time his case has received a decision in the Industrial Court he may be out of work for 3 or 4 months or more. Even the Industrial Court cannot give him financial redress. For this he has to go further still to 1st Class Magistrate, armed with the Industrial Court's decision that he has been illegally dismissed. After all this his financial redress is only 13 days' wages, which may amount to under Rs. 10 in the case of a woman. At the most the Court may be urged to give him a portion of the fine (maximum fine, Rs. 100) inflicted on the management. A further argument against the case of an individual worker going to the Industrial Court in any initial stage is that the worker is at a great disadvantage when ~~he~~ he approaches the Industrial Court directly, as the mill is usually represented in this court by legal experts whose services are beyond the financial capacity of a worker. Furthermore, in the case of illegal changes, which are merely breaches of standing orders, and not of a more serious nature, the discussions would frequently be on technical and not legal issues, or at the most on simple legal issues, which would be well within the competence of conciliators. So from all points of view it appears desirable to entrust such cases to Conciliators, and leave it to them to transfer the cases further to the Industrial Court only if difficult legal issues arise. The fact that there is no legal authority to administer the Bombay Industrial Disputes Act other than the Industrial Court appears to be a shortcoming of the Bombay Industrial Disputes Act. Similarly decisions on technical matters should be left to Conciliators, the Court being asked to confine itself mainly to legal questions.

Contract Labour.- It appears to have been the intention of the framers of the Act that labour employed by contractors, and not directly paid by a mill management, should benefit by the provisions of the Act in common with labour paid directly by the mills; the definition of "employer" under the Bombay Industrial Disputes Act suggests this conclusion. However, when the case of the payment of a dearness of living allowance to workers in Ahmedabad arose, the case of persons employed by contractors was considered. The Industrial Court dealt with the question finally, and gave a full bench ruling. This ruling is interesting and runs as follows: "In our opinion there is a good deal to be said for excluding such persons from the benefit of the award. In the first instance, these persons are employed not by the mills themselves, but by the contractors to whom a contract is given for doing particular work. After the contract is given, it is no concern of the mills as to how many people are employed and how much is paid to them by the contractors." Against this full bench ruling there is no appeal, as under section 60 of the Act: "No order passed by the Industrial Court shall be called in question in any civil or criminal court." Accordingly all persons employed in the textile industry in Ahmedabad, and not paid directly by a mill management, have been excluded from the benefits of a wage increase, which was probably all the more necessary in their case, and which was paid to all other classes of labour in the textile industry in Ahmedabad. It is true that the Bombay mills took a more liberal view, and freely conceded the grant of the allowance to all their employees, including those indirectly employed through contractors. It would appear desirable to make the matter entirely free from doubt by amending the Bombay Industrial Disputes Act so that it may not be necessary to go to the Industrial Court hereafter for a ruling which has proved so adverse to labour. It might reasonably be argued that if it was necessary to give an allowance on account of the dearness of living to workers directly employed by a mill, it was still more necessary to give the allowance to workers less well paid, and whose tenure of employment depended on the whim of a contractor.

(The Indian Textile Journal Bombay, October 1941.)

Nagpur Labour Dispute:  
Recommendations of C.P. and Berar Textile Labour Inquiry  
Committee. \*

Reference was made at page 10 of our June 1941 report to the appointment by the C.P. Government of an Enquiry Committee (1) to ascertain the condition of the textile industry in the Central Provinces during the last three years, (2) to determine the case for improvement in the wages of textile workers, and (3) to make recommendations regarding dearness allowance. The Committee's report, published towards the middle of October 1941, recommends that there is full justification for restoring the 1931-32 wage level, and that the restoration should apply to every worker. In the case of mills which do not possess accurate and reliable data of wage levels in any occupation or which imposed cuts prior to December 1932, the wage rate of the corresponding occupations in the Empress Mills in ~~1931-32~~ 1931-32 should be taken as the standard. The

Committee expresses the opinion that there is no justification, at present, for further improvement in the wage level to a pitch above that of 1931-32. The Committee advises all mills to institute provident fund schemes for their operatives. In order to control absenteeism, the mills are advised to introduce schemes of regularity bonus for regular attendance throughout the year, the bonus being Rs. 18 a year. The Committee also is of opinion that the grant of a dearness allowance to workers of every mill in the province is fully justified and should be paid with effect from 1st June 1941.

C.P. Textile Labour Council criticises Recommendations as Inadequate.- The C.P. Textile Labour Council of Action passed a resolution holding that the C.P. Textile Labour Enquiry Committee's recommendations, though a distinct advance on the present conditions of labour, were still unsatisfactory, as they did not fully meet the workers' legitimate demands. The Council also passed a resolution urging the Government to announce their opinion on the recommendations before November 15, and warning the millowners that if the recommendations were not given effect to before November 15, the Council would be forced to recommend a general strike.

(The Hindu, 25 and 28-10-1941.) +

Demand for Increased Wages in Ahmedabad:

~~Conciliation~~ Efforts Fail. +

On 19-8-1941, the Textile Labour Association, <sup>Ahmedabad,</sup> as a representative union gave notice to the Ahmedabad Millowners' Association asking for an increase of 25 per cent. in the present wages of a flat rate of Rs. 8-12-0 per month, which works out approximately at 25 per cent. of the wages on an average, with retrospective effect from the 1st of January 1941 on the ground that a substantial improvement in the condition of the textile industry was known to have occurred since the beginning of the year. A similar notice was sent on the 20th of August 1941 to all textile mills and factories in Ahmedabad. As no agreement was reached between the parties, the question came up before the Chief Conciliator, Bombay, for settlement. The Textile Labour Association, Ahmedabad, contended that with the improved condition of the textile industry since the beginning of this year the industry could easily afford to grant the same, and that the present level of wages of the textile workers in Ahmedabad was inadequate to enable them to maintain a suitable standard of living. It was further stated that the recent dearness allowance granted to the workers had merely partially neutralised the rise in cost of living and had not resulted in an improvement of the standard of living, which was badly needed. The demand being firmly rejected by the Ahmedabad Millowners' Association, the conciliation efforts failed.

(The Bombay Government Gazette, Part I, dated 30-10-1941, pages 3855 to 3856.) +

Following the failure of the conciliation proceedings, the Textile Labour Association has launched a vigorous campaign for a general strike if all possible peaceful avenues for an amicable settlement fails. On 20-10-1941, Mr. Gulzarilal Nanda, Secretary of the Textile Labour Association, invited the Millowners' Association to submit the dispute for arbitration. The Millowners are reported to be unwilling to accept arbitration. ↓



Factory Administration in N.-W.F.P. in 1940.\* †

Statistics of Factories and Operatives.- During the year under report, the total number of factories subject to the control of the Factories Act remained the same as during the previous year, namely, 37. ~~37~~ Of these, 18 were Government and Local Fund factories and 19 were private factories. 34 factories worked during the year and 3 remained closed.

The total number of operatives employed in factories during the year declined by 73 from the figures recorded for the previous year making 1,195 employed in all. This decrease is largely due to the closing of 3 factories during the year but some reduction resulted in the recorded figures from the failure of 3 factories to submit annual returns showing the number of workers employed. Of the total workers employed in factories, 1,191 were males and 4 females, as compared with 1,196 and 72 respectively during the previous year. Seven children were employed in factories during the year under report as compared with six during the previous year.

Inspection.- Of the 34 factories which worked during the year, 10 were inspected and 18 could not be visited owing to an exceptional pressure of work resulting from the war.

Wages.- The wages of skilled labour showed a slight increase over the previous year, while there was no change in the wages of unskilled labour. Towards the close of the year under report there were signs of a further increase in wages of skilled workers due partly to the demands of the Defence Service and partly to factories being employed on the production of war material.

Hours of Employment.- During the year all factories worked well within the maximum hours permitted by the Factories Act. A number of military workshops were granted exemptions from the hours of work clauses of the Act and at various times worked more than the maximum hours ordinarily permitted by the factory regulations.

Exemptions.- The Government Printing Press, Peshawar, was granted exemption on three different occasions during the year in order to deal with an exceptional rush of work; the exemptions related to hours of work and the weekly rest day. The military grass farms situated at various stations in the North-West Frontier Province and the Grain Crushing Depot, Peshawar, continued to avail of the exemption granted to them during 1939 for the period of the war from the application of Sections 34, 35 and 36 of the Act. †

---

\* Annual Report on the working of the Indian Factories Act in the North-West Frontier Province for the year 1940. Manager, Government Stationery and Printing, N.-W. F.P., Peshawar. 1941. Price Re.0-11-0 or £.0-1-0. pp. 6 + viii.

Factory Administration in Ajmer-Merwara in 1940.\*

Number of Factories and Workers.- During 1940 the total number of factories subject to the control of the Factories Act remained at 50 - this being the same number as were on the factory register during the previous year. Five factories were added to and five were removed from the register of Factories. Of the total of 50 registered factories, 40 actually worked during the year, as compared with 36 in the previous year. Of the 40 registered factories which actually worked during the year, 17 were perennial and 23 were seasonal.

The total number of operatives employed in all the factories during the year was 13,753 as compared with 13,330 in the previous year. The increase of 423 operatives was due to the employment of more operatives in Bombay, Baroda and Central India Railway Workshops at Ajmer and to the registration of 5 new factories. 1,105 workers were employed in factories during the year, as compared with 999 in the previous year. The number of adolescents employed in factories was 5 in 1940 as compared with 7 in 1939. There was an increase in the number of juvenile operatives working in factories during the year. 88 boys and 22 girls were employed as compared with 8 boys and 5 girls in 1939. This increase was due to the inclusion of contract labour in the returns submitted by some of the cotton ginning and wool pressing seasonal factories.

Inspection.- Of the 40 factories in operation during the year, 10 were inspected once, 18 twice and 12 three times. The total number of inspections which were invariably made by surprise, was, therefore, 82 as compared with 80, during the previous year.

Prosecutions.- There was no prosecution instituted during the year under review.

---

\* Annual Report on the working of the Indian Factories Act in Ajmer-Merwara for the year 1940. New Delhi: Printed by the Manager, Government of India Press: 1941. †

Supply of Labour.- During 1940 the intake of the chief markets for second grade manganese ore, viz., Japan and Europe, was greatly reduced owing to war conditions. The prices of this quality of ore therefore sank to a low level. There was however a great demand from the United States of America for ore of the first grade for the manufacture of ferro-manganese and its price consequently ran high. No new coal mines were opened, but four mines in the Chhindwara district were closed. The output of limestone in the Jabulpore district declined principally because of competition from new quarries opened in the adjoining States of Maihar and Rewa. Labour was mostly recruited locally, and the supply was generally adequate. In the Bhandara and Balaghat districts more than 60 per cent. of the labour employed by the Central Provinces Manganese Ore Company was drawn from the neighbouring districts. The total number of mines of all kinds working during the year was 133 as against 140 in 1939.

Wages.- There was no appreciable change in the rates of wages of labour. In coal mines, the daily average wage for skilled males varied from Re. 0-5-0 to Rs. 1-5-3, and for unskilled from Re. 0-3-0 to Re. 0-8-0. Women earned on an average from Re. 0-3-0 to Re. 0-5-0. For underground work the wages varied from Re. 0-3-6 to Re. 0-15-9. Male labourers employed in manganese mines earned from Re. 0-6-0 to ~~Rs. 1-4-0 per day for skilled work~~ and from Re. 0-2-0 to Re. 0-6-0 for unskilled. Unskilled women labourers got on an average Re. 0-2-0 to Re. 0-5-0 per day.

Industrial Relations.- On the whole the relations between the labourers and the employers continued to be cordial.

Accidents.- The total number of accidents was 408 as against 130 in 1939, the very considerable increase being contributed mainly by the Yeotmal and Chanda districts, where the numbers were 60 and 198 as against 1 and 16, respectively, in 1939. The marked increase in these two districts seems to be due to inclusion of minor accidents in the report this year. However the number of fatal accidents once again increased to 30 as against 25 in 1939 and the Government records that the impression cannot be avoided that the responsibility for ensuring the safety of the workers is still not fully realized and discharged. A particularly bad accident occurred in a quarry in the Jabulpore district where as many as 4 persons were killed owing to the fall of an under-cut side. The owner could not be prosecuted but Government has decided that he should be given no further mineral concessions in the province, and proposes to take similar drastic action in similar cases of negligence in future. Government is also considering whether the existing procedure which has been followed before prosecution of persons responsible for accidents can be launched should be revised so as to ensure that excessive delay does not result either in the prosecution becoming time-barred or in the disappearance of important evidence.

The compensation paid for fatal accidents in the Chanda district amounted to Rs. 1,650 and for others Rs. 786-5-3. In the Chhindwara district 55 cases were instituted under the Workmen's Compensation Act. The total amount of compensation paid to victims of accidents amounted to Rs. 10,970-1-6. In the Bhandara district in all Rs. 752-6-0 were paid as compensation.

Prosecution, - 10 cases against 15 persons were instituted for breaches of byelaws and regulations under the Mines Act in the Chhindwara district. No prosecutions are reported in other districts.

Hours of Work. - The hours of employment for surface and underground workings varied from 7 to 9 per day. In the Balaghat district 48 hours per week is the maximum period of work. No woman was employed underground and no case of employment of children under 15 years has been reported.

(Resolution No. 2916-1253-XII-7 dated 22-9-1941  
The C.P. and Berar Gazette, Part I, dated  
26-9-1941, pages 819 to 822.)

Meeting of Consultative Committee of Economists on Post-War Reconstruction, New Delhi 24, and 25-10-1941.

The Consultative Committee of Economists on post-war reconstruction convened by the Government of India was held at New Delhi on 24 and 25-10-1941, with Sir A. Ramaswami Mudaliar, Commerce Member, in the chair. The main purpose of the Committee is to advise the Government on the best methods by which, after the war, trade, manufacture and industries could be promoted and a better living standard for the people of the country could be attained.

Chairman's Opening Address.- In his opening address, Sir Ramaswami dealt with the problems, present-day as well as post-war, which the meeting would have to tackle, including export and import control, the bearing of population growth on the country's economic structure and the readjustment of wartime industries to peace-time production. Though consultation with professors and research scholars engaged in scientific and economic problems in universities was a feature of administration in other countries, it was the first time that the Government of India considered it advisable to have the opinion of a group of economists. With the best will in the world and in spite of their trained minds and knowledge, economists were often not able to make that contribution which Government would value, because they had not at their disposal the material and the data available to the administrator. Before this Consultative Committee, however, it was the intention to place freely and fully, but in confidence, such data as the Economic Adviser and his Department and various other Departments of the Government of India had prepared.

There was a great deal of talk about certain policies, such as self-sufficiency or industrialisation, being a panacea for all the economic ills of the country. What the country was up against, however, was not general idea or catchwords, but actual formulation of how far the present circumstances or in the immediate future these policies could be translated into action, how far industrialisation, or self-sufficiency was possible at the present time or in the immediate future, and what practical steps must be taken to give effect to these ideas. There were also what might be called long-term factors which should not be lost sight of, and he hoped that the committee would draw Government's attention to them, such as the size of the population in this country and its bearing on the economic structure. Though the Committee had been called to discuss post-war problems, present-day problems which presented themselves were not beyond its scope. Among such problems was export and import control and various other controls which had been imposed, sometimes to check the course of trade and sometimes to regulate it, sometimes in the interest of the consumers, growers, producers or manufacturers. The period of control would not exhaust itself the moment an armistice was declared or peace was signed. It would continue for some years after peace was signed. Government might then have to turn to regulation and purposive direction of trade, commerce and industrial development. The committee would have to consider that aspect of the matter too.

He also explained the scheme the Government had in view for this purpose, and described the composition and functions of five different committees, apart from the Consultative Committee of Economists, which would come into existence by the end of November 1941.

Nature of Work of the Five Committees. - The five Committees are: (1) The Committee on Labour and Demobilisation, (2) The Committee on Disposals and Contracts, (3) The Committee on Public Works and Government Purchases, (4) The Committee on Internal and International Trade and Agricultural Problems, and (5) a Co-ordinating Committee consisting of Secretaries of all the Government Departments. The nature of the work of these Committees is briefly indicated below.

(1) The Committee on Labour and Demobilisation concerns itself with the problems of how, without a sudden disbandment of the large mass of technical and other personnel now engaged in war production and without the risk of grave unemployment, labour could be delinked from one industry and ~~it~~ linked to another.

(2) The Committee on Disposals and Contracts deals with the gradual readjustment of industries to peace production and disposal of stocks which for some time even after peace is restored, Government must continue to buy from wartime industries in order to give those industries time for adjustment.

(3) The Committee on Public Works and Government Purchases deals with the expansion of Government public works programmes in order to absorb labour thrown out of war industries.

(4) The Committee on Internal and International Trade and Agricultural Development deals with the trend and development of international trade policies almost from week to week even during the war and considers how far India is necessarily linked up in these policies and how far a policy of isolationism is either justified or desirable. All these four committees consist of officials and non-officials, and representatives of trade, industry and labour.

(5) A Co-ordination Committee consisting of Secretaries of all the Government Departments intended to co-ordinate the activities of the four other committees. Among other matters, this Committee should secure material readily from the different Departments of Government which, in the absence of an authoritative body representing those Departments, might, in these days of wartime over-work, be delayed or refused.

(The Statesman, 25-10-1941)

(For fuller information about these Committees, see also pages 35-37 of the report of this Office for June 1941.)

Industrial Development of Central Indian States:  
Scheme for Joint Action Drawn up.

Industrial development in a number of Indian States is hampered by the limited financial resources of the States, and several States, smaller ones, especially, are unable to develop their industrial possibilities. In order to overcome this difficulty, a scheme has recently been drawn up by Mr. V.D. Deshpande, Finance Minister, Dewas State (Junior Branch), Central India, which envisages the possibility of group action in the industrial sphere by the Central

Indian States through an organisation set up by the group, which will supervise and control ventures and ensure and, if necessary, guarantee on behalf of the group of States proper returns for the exploitation of the resources in the area of the group.

The directions in which the Organisation, representative of the members of the group, will function are: (1) survey for exploitation of natural resources, (2) improvement of agriculture, (3) organisation of export and import markets, (4) regulation of tariffs between members of the group of States, (5) consideration of the question of protection for the products of the group of States and (6) finding funds for such industrial development.

A bank with an authorised capital of Rs. 20 millions will, it is stated, be shortly be floated with the object of financing the economic and industrial development of Indian States (particularly small ones). The promoters of the Bank have secured the co-operation of several Indian Rulers.

(The Bombay Chronicle, 16-10-1941.)

Scope for Development of New Industries:  
Mysore Government's Circular letter to  
Provinces. +

The possibility of starting industries for the manufacture of nails, steel wood-screws, ladies' hair pins, pencils (lead and colour), cardboard boxes and tins for packing manufactured articles, buttons of horn, bone, mother of pearl and other materials, is being explored by the Government of Mysore, and in this connection, the Government of Mysore has addressed the Directors of Industries in the British Indian Provinces soliciting information regarding the possibility of getting the necessary machinery and the approximate cost and whether factories for producing the proposed articles exist already in their provinces.

(The Times of India, 3-10-1941.)

Working Class Cost of Living Index Numbers for Various  
Centres in India during July 1941.

The index numbers of the cost of living for working classes in various centres of India registered the following changes during July 1941 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 for July 1941 rose to 126 as compared with 122 in the previous month. The average for the calendar year 1940 was 112 as compared with 106 for 1939.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during July 1941 advanced by 5 points to 88. The average for 1940 was 79 as against 73 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during July 1941 rose by 3 points to 84 as compared with the preceding month. The average for 1940 was 76 as compared with 74 for the preceding year.

21

Nagpur.- The index number (base: January 1927) of the cost of living in Nagpur in July 1941 rose by 3 points to 77 as compared with the preceding month. The average for 1940 was 70 as against 63 for 1939.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore during July 1941 rose by 5 points to 78. The average for 1940 was 67 as against 59 for 1939.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during July 1941 rose by 4 points to 113. The average for 1940 was 107 as against 100 for 1939.

Vizagapatam.\* The index number (base: year ending June 1936) of the cost of living in July rose to 116.4 as compared with 114.0 in the previous month.

Ellore.\* The index number (base: year ending June 1936) of cost of living rose to 118.8 in July from 112.3 in June.

Bellary.\* The index number (base: year ending June 1936) of cost of living rose to ~~111.7~~ 111.7 in July as compared with 111.0 in the previous month.

Cuddalore.\* The index number (base: year ending June 1936) of cost of living rose by nearly 5 points to 108.6 in July from 103.8 in the previous month.

Coimbatore.\* The index number (base: year ending June 1936) of cost of living rose by 2 points to 107.0 in July as compared with the previous month.

Madura.\* - The index number (base: year ending June 1936) of cost of living rose to 108.6 in July from 107.2 in the previous month.

Trichinopoly.\* The index number (base: year ending June 1936) of cost of living rose to 111.1 in July 1941 from 107.7 in the previous month.

~~Calicut~~ Calicut.\* The index number (base: year ending June 1936) of cost of living rose to 122.3 in July 1941 from 116.9 in the previous month.

Cawnpore.- The index number (base: August 1939) of the cost of living in Cawnpore during July 1941 advanced by 12 points to 126. The average for 1940 was 111.

(Extracted from Monthly Survey of  
Business Conditions in India for July  
1941.) \*

\*Cost of living indices for these centres have now become available for the first time.



Working of Bengal Maternity Benefit Act in 1940

Statistics of Women Workers and Claims.- The Report on the Administration of the Bengal Maternity Benefit Act for the year 1940 states that the number of factories which by virtue of female employment were amenable to the Act was 686, and the daily average number of women workers employed in these factories totalled approximately 51,300. The total number of accepted claims was 3,716 and the total amount of benefit paid was Rs. 113,906-3-9.

Irregularities.- The report continues that in the larger types of factories such as jute mills, cotton mills and the like the prohibitory provisions of the act regarding employment during prescribed ante and post natal periods have been strictly adhered to. No complaints on this score were received, neither did inspectors discover anything untoward during the course of their inspections and enquiries. As regards the smaller concerns, particularly those situated in mofussil areas, mainly rice mills, little information has so far been forthcoming.

In so far as jute mills and the larger factories employing female labour are concerned, benefit at the prescribed rates has been ~~system~~ systematically paid and generally, the manner in which claims and payments have been dealt with is evidence of complete sympathy with the object of the Act. The jute mills have been particularly sympathetic, ~~giving payment in many cases where the requisite period of employment on the part of the woman has been open to doubt and where, for other reasons, claims could not be legally sustained.~~

Welfare Work.- With the advent of the Act, labour bureaux, creches and clinics have assumed greater importance and it is noted that there are now 37 jute mills with labour bureaux in operation or under establishment the work of which includes the clerical and record work associated with the Act. Twenty-six mills have creches in operation or under establishment by which the care of the child, initially established by maternity benefit payments and compulsory rest, is continued. Twenty mills have now maternity clinics in operation or under establishment. These are concerned with ante-natal and post-natal treatment for the preservation of adult female and infant life.

Prosecutions.- No prosecution was considered necessary. In the course of administration certain minor defects in the provisions of the Act have been observed which will be rectified in due course.

(Press Note dated 31-10-1941 issued by the Director of Public Information Bengal.)

Pensions and Gratuities for Municipal Employees  
in C.P. +

Recently several municipalities in the C.P. and Berar have adopted bye-laws for the grant of gratuities to their inferior municipal employees. The salient features of the bye-laws of Chanda, one of the <sup>se</sup> municipalities, are given below:

Definition of "Inferior Service".- For the purposes of these byelaws "inferior service" means any kind of service which may be specially classed as such by order of the Municipal committee and any other kind of service on pay not exceeding Rs. 10 per mensem.

Classes of Pensions and Gratuities.- Pensions and gratuities are of the following classes, namely:-

(i) Compensation pension and compensation gratuity, granted on discharge from committee's service on account of reduction of establishment; (ii) invalid pension and invalid gratuity, granted on retirement from committee's service on account of permanent incapacity resulting from bodily or mental infirmity; (iii) superannuation pension and superannuation gratuity, granted on attaining the age prescribed in bye-law 7; and (iv) retiring pension, granted on retirement from committee's service after a qualifying service of 40 years.

Grant of gratuity.- Compensation gratuity, invalid gratuity or superannuation gratuity, of an amount not exceeding one-half month's pay for every completed year of qualifying service, may be granted if the qualifying service on discharge or retirement is less than 25 years.

Grant of pension.- (a) Compensation pension, invalid pension or superannuation pension, of the amount set out in the schedule appended to the byelaws, may be granted if the qualifying service on discharge or retirement is not less than 25 years.

(b) Retiring pension, of the amount set out in a schedule annexed, may be granted if the qualifying service on retirement is not less than 40 years.

Qualifying service and Age of Retirement.- For the purposes of these byelaws, qualifying service shall not begin until the inferior servant concerned has attained the age of 16 years. An inferior servant shall retire when he has attained the age of 60 years.

(Notification No. 7849-4280-M-XIII dated 13-10-1941: The C.P. and Berar Gazette, Part III, dated 17-10-1941, pages 1482 to 1483.) +

## MIGRATION

### Department of Indians Overseas: New Portfolio created by Government of India.

The creation from 14-10-1941 of a Department of Indians Overseas is announced. The department will deal with the following heads of business: (1) Regulation of emigration from India to other parts of the British Commonwealth (including questions relating to the rights and status of such emigrants) and of the entry into India of immigrants from such other parts, (2) Pilgrimage to Hedjaz, other than pilgrimage to Hádjaz via Iraq, and (3) Repatriation of Indians from other parts of the British Commonwealth and of Indian pilgrims stranded at Jedda. The Hon'ble Mr. M.S. Aney is the Member in charge of the Department and Mr. G.S. Bozman, I.C.S. the Secretary.

(The Statesman, 19-10-1941.)

### Future of Indians in Ceylon: Terms of Indo-Ceylon Draft Agreement.

Reference was made at page 35 of our September 1941 report to the negotiations between representatives of the Governments of India and Ceylon held at Colombo during September 1941, and the conclusion of a draft Agreement. The negotiations were directed towards particular subjects upon which disagreement had arisen between the two countries. It was clearly understood that concurrence of views expressed during the conversations upon individual points should not be construed as effective agreement unless agreement ~~was~~ reached over the whole field of discussion. Exhaustive consideration of the following subjects - 1. Immigration and re-entry, 2. Quotas, 3. Franchise, 4. Registration, 5. Status, and 6. General provisions - resulted in an agreement, the more important provisions of which are summarised below:

Immigration of Indians into Ceylon.- The discussion proceeded mainly on the basis of the draft Immigration Ordinance published in Ceylon on February 26, 1941. The Indian delegation put forward the following proposals:- (1) That permits should take the form of an endorsement on a passport; (2) That the Minister should be advised by an Immigration Board, on which Indians should be represented; (3) Any proposals for the imposition of quotas (whether in the form of labour schedules or internal quotas) together with the advice of the Immigration Board, should be referred to the Government of India for comment; (4) That there should be no discretion regarding the entry of wives and minor children of persons to whom entry may in future be permitted; (5) That discretion to refuse entry should be limited in the case of persons to be employed in positions of confidence or for specialised work; (6) That fees chargeable for endorsements should be as low as possible regard being

had to the cost of administration.

Re-Entry of Indians into Ceylon.- The terms of the agreement on this subject are: (1) Undesirables, destitutes and persons prohibited by existing law from entering Ceylon or liable to deportation thereunder to have no right of re-entry; (2) Persons repatriated to India in accordance with existing law or existing administrative arrangements to be subject to the provisions of the Immigration Ordinance; (3) In the event of the Ceylon Government undertaking to provide at their own expense facilities for repatriation to India, persons so repatriated to have no right to re-enter Ceylon save in accordance with the provisions of the Immigration Ordinance provided that repatriation (a) is voluntary, (b) involves monetary compensation in excess of a passage to India, (c) is accepted by the repatriate on the explicit understanding that he will be subject to the provisions of the Immigration Ordinance; (4) Persons possessing a domicile of origin or a domicile of choice or a certificate of permanent settlement shall have the right to re-enter Ceylon, provided however that the holder of a certificate of permanent settlement shall not be granted a return endorsement valid for a period exceeding 12 months; (5) Assisted unskilled labourers with less than five years residence in Ceylon on the date of the agreement to be subject to the provisions of the Immigration Ordinance; (6) Unassisted skilled labourers with less than five years residence in Ceylon on the date of agreement to have the right to re-enter Ceylon only if returning to employment under the same employer or to guaranteed employment of the same class; (7) Persons not included in (4), (5) or (6) above with three years residence or more in Ceylon on the date of the agreement shall have the right to re-enter Ceylon and to seek employment; (8) Persons not included in (5) or (6) above with less than three years residence in Ceylon on the date of the agreement shall have the right to re-enter Ceylon only if returning to the same means of livelihood or, if employed, to any employment under the same employer; (9) Wives and minor children may not be refused permission to enter or re-enter Ceylon for the purpose of ~~joining~~ joining the husband or father as the case may be; (10) Persons seeking to re-enter Ceylon other than in virtue of the preceding paragraphs to be subject to the provisions of the Immigration Ordinance; (11) A right of re-entry in virtue of any of the preceding paragraphs, except in respect of persons possessing a domicile of origin or a domicile of choice, will be lost after a continuous absence from Ceylon of more than 12 months.

Quotas.- (1) Indians possessing a domicile of origin or a domicile of choice or a certificate of permanent settlement or having been resident in Ceylon for seven years or more on the date of agreement to be exempt from the operation of any quota legislation. (2) Any Indian resident in Ceylon for three years or more but less than seven years on the date of the agreement to be exempt from the operation of so much of any quota legislation as applies to the same class of employment as that in which he is employed at the time the legislation comes into force. If such person completes seven years residence in Ceylon, he shall thereafter be exempt from the operation of any quota legislation; (3) Any Indian resident in Ceylon on the date of the agreement to be exempt from the operation of so much of any quota legislation as applies to any employment

in the service of the person who is his employer when the legislation comes into force; (4) Indians resident in Ceylon for less than three years on the date of the agreement shall qualify only for the exemption conferred in paragraph (3), provided that any such Indian who may, consistently with the terms of this agreement, subsequently qualify under paragraph (1), shall be entitled to the exemption conferred by that paragraph.

Franchise: (i) Position of Indians entering after Adoption of Immigration Ordinance.- (1) A class entrants to be entitled to be registered on satisfying the literacy and property qualifications and, after five years residence, on establishing a domicile of choice to the satisfaction of a Court; (2) B class entrants to be entitled to be registered only on satisfying the literacy and property qualification.

(ii) Position of Indians entering before Adoption of Immigration Ordinance.- (1) Birth in Ceylon of parents either or both of whom were born in Ceylon to be sufficient proof for registration as possessing a domicile or origin; birth outside Ceylon during the temporary absence of the mother to be deemed birth in Ceylon; (2) Registration as possessing a domicile of choice to be made only on production to the Registering Officer of proof that the person to be registered has satisfied a Court that, after having had five years residence in Ceylon, he has acquired a domicile of choice in Ceylon according to the rules of English Law regarding the acquisition of a domicile of choice. (Administrative arrangements to be made to facilitate the establishment of such domicile as cheaply and readily as possible).

Qualification for obtaining Certificate of Permanent Settlement.-  
(a) a declaration that the applicant has an intention to remain in Ceylon indefinitely; (b) proof of means of livelihood; (c) if married, proof that his wife and minor unmarried children, if any, ordinarily reside with him, provided that no Indian who at the date of the agreement is registered as a voter, but whose wife by any personal law or custom is either precluded from joining or justified in refusing to join her husband in Ceylon, shall be treated as disqualified for the franchise by reason only of the fact that he is married and his wife does not ordinarily reside with him; (d) the prescribed period of residence prior to application to be seven years for persons who are married at the date of the application and 10 years for other persons, provided that such period of residence shall have been completed within four years from the date of the agreement; (e) continuous absence of more than one year prior to application to constitute a break in any qualifying period of residence and after registration as a voter, to involve removal from the register.

Provision is to be made for the grant of a certificate of permanent settlement to the child of a holder of a certificate of permanent settlement and for his registration as a voter by virtue of such certificate, subject to the following conditions:- (a) he shall have been born and bred in Ceylon or, if born outside Ceylon, shall have accompanied his father to Ceylon or joined his father in Ceylon before attaining the age of 14 and shall, during minority or the period of minority since his first entry into Ceylon, have been resident in Ceylon, provided that temporary absence due to the causes mentioned in Part VI, paragraph (4) shall not constitute a break in residence; (b) he shall be resident in Ceylon on the date of his application for the certificate; (c) such application shall be made within three years after attaining majority; (d) he shall declare his intention

to remain in Ceylon indefinitely; (6) he shall, on making the application, prove that he has a means of livelihood in Ceylon and if married, has his wife and minor children, if any, ordinarily resident with him.

Registration.- It is agreed that to give effect to the provisions of the agreement in regard to the right to enter and re-enter and liability to immunity from the operation of internal quota legislation, as also to maintain accurate records of immigrants and to compile labour schedules, registration is necessary. It should be either voluntary or, if compulsory, applicable to all residents in Ceylon.

Status.- (1) It is agreed that, as regards future legislation other than the legislation necessary to give effect to the agreement, there shall be no differentiation in treatment between Indians who possess a Ceylon domicile of origin or choice or a certificate of permanent settlement and other members of the permanent population. (2) It is agreed that, as regards a future legislation other than legislation necessary to give effect to the agreement, there shall be no differentiation of treatment between other members of the permanent population and any Indian who is the child of a holder of a certificate of permanent settlement (a) ~~xxx~~ during minority or (b) after attaining majority, if he is ordinarily resident in Ceylon and has identified himself with the permanent population of Ceylon. (3) It is agreed that, as regards existing legislation, no amendment need be undertaken to modify any provisions which, in terms or in operation, are discriminatory. (4) It is agreed that Indians, other than those possessing a domicile of origin, (a) should not claim the right to appointment to ~~Ceylon Government service or under Quasi-Government bodies~~, provided, however, that Indians already serving under Government and quasi-Government bodies will be entitled to continue in such service without discrimination, and (b) should not participate in the benefits of the Land Development Ordinance.

General Provisions.- Wherever a period of residence is prescribed herein, the period shall be computed in accordance with the following provisions:- (a) as regards a period of residence prior to the date of the agreement, the prescribed period shall be exclusive of an ~~aggregate~~ aggregate allowance for temporary absence at the rate of five months for every year of the period prescribed; (b) as regards a period of residence after the date of the agreement, the prescribed period shall be inclusive of an aggregate allowance for temporary absence at the rate of one and a half months for every year prescribed; (c) any continuous period of temporary absence shall not exceed one year; (d) any continuous period of absence, exceeding one year shall constitute a break in the period of residence in Ceylon; (e) any period of absence shall not be deemed to be exceeded if return to Ceylon is prevented by illness, accident, emergency or other similar cause.

Any person not entitled to a return endorsement valid for a period exceeding one year who desires to leave Ceylon for purposes of education or health for a period exceeding one year shall on establishing to the satisfaction of the prescribed authority the purpose of his absence, be entitled to a return endorsement for the requisite period, and continuous absence for more than one year in conformity with such purpose shall not be deemed to be a continuous period of absence for more than one year. It is agreed that any unforeseen case or any case of hardship which may be revealed in the operation of the agreement will be made the subject of consultation between the two Governments and will be decided in accordance with the spirit and intention of this agreement.

(The Statesman, 16-10-1941.)

Public Reaction to Agreement.- The Agreement has been sharply criticised by Indians both here and in Ceylon. The following extracts from a statement by the Ceylon Indian Congress on the Agreement embody the more important of these criticisms:

General.- The conclusions embodied in the report are haphazard and based on no principles. A statesman-like agreement would take account of a future unification between the countries and would not proceed on the basis of a permanent separation. While Ceylon is doubtless entitled to determine the composition of her population for the future, it is no less clear that undertakings given of fair and equal treatment to Indians on the basis of which they immigrated have to be honoured and that Indians already in Ceylon cannot in anyway be discriminated against. The part of the Indian population permanently settled in the island should have easy facilities to establish full citizenship rights. Terms to be offered to immigrant workers should be in consonance with civilised standards of international conventions on the subject. Judged by these principles, the agreed conclusions of the Delegations do grave injustice to the claims of resident Indians. The terms held out to future immigrants are gravely prejudicial to their interests and derogatory to the honour of India.

Status of Resident Indians.- Far from doing away with the vague and illusory theories of domicile of origin and domicile of choice, the report seeks to perpetuate them. The major part of the Indian population who have a permanent interest in the island are illiterate estate workers and to ask that they should go and establish in a Court according to the standards of English law that they possess domicile of choice, is little short of mockery.

One would expect that domicile of choice established elaborately would bring with it perfect equality with the permanent population. There would still be disabilities in matters of service under government, colonisation of land and ~~fixing~~ fishing rights. Even if the whole of 700,000 Indian estate population were to establish their domicile of choice, they would still be homeless and villageless when the estate Superintendents turn them out of the lines.

Certificate of Permanent Settlement.- The acquiring of certificates of permanent settlement is to be made many times more difficult than what it is at present, with the period of residence extended from five to seven years. Elaborate proof has to be produced by an Indian that he is living with his family in Ceylon, has a means of livelihood in Ceylon and has to renounce claims to special rights if any - all to enable him to acquire a vote exercised ordinarily once in 5 years and that in a land where adult franchise prevails and every person walking the streets has a vote. The difficult procedure attached to proving domicile of choice and the utter inability of the workers to adapt themselves to it will have the inevitable effect of making them seek certificates of permanent settlement. By implication, they would be branded for ever as citizens of an inferior order. The status of even their children would be no better and they will have to take certificates of permanent settlement again with all its limitations.

Persons who do not have a residence in Ceylon of over three years on the date of the agreement can never acquire even the right of ~~to~~ vote unless they can establish literacy and property qualification or establish that they come under the category of A class entrants under

the new Immigration Ordinance and have acquired domicile of choice. Their very rights of re-entry into Ceylon is abolished in most cases and very severely restricted in others tying them down to employment under one master. It would be difficult to find justification for the treatment meted out to this class of people.

Quotas.- In regard to future immigrant workers, they would come under quotas and subject to the Immigration Ordinance and there appears to be no question of their acquiring any rights in the Island whatever the length of their stay. It is not clear from the report whether India has or has not reserved her rights not to allow emigration under these terms. Emigration under these terms would reduce workers to obnoxious indenture conditions of which India has had experience in the Colonies.

The agreed conclusions give the Government of Ceylon complete powers to control future immigration and to impose quotas in regard thereto. Under the circumstances, it is difficult to understand the object of imposition of internal quotas. Internal quotas and classification of resident Indians into numerous classes subject to varying degrees of disabilities under such quotas will in administrative practice prove to be a source of severe harassment for which there is absolutely no justification.

Discriminatory Legislation.- While all along it was denied that there was any legislation discriminating against Indians, the report admits discrimination and proposes to perpetuate ~~indefinite~~ discrimination instead of removing it.

Effect of Agreement.- The agreed conclusions if given effect to would create in Ceylon a helot class of Indians as bondsmen under the same master or in same employment, divide the Indian population into numerous categories with varying degrees of disabilities imposed on them, convert a large class of persons really possessing domicile of choice and even their descendants into an inferior class of permanent settlers and impose unjustifiable restrictions on employment and re-entry, ignoring altogether definite undertakings extended in the past and rendering their position much worse than what it is at present. +

Zanzibar Government's Scheme to grant Copra  
monopoly to Clove Growers' Association: Opposition of Indian  
Interests. +

Information has been received in India that the Zanzibar Government is considering a proposal to develop the coconut oil industry on a large-scale basis ~~in~~ in order to push up the already depressed prices of copra. The proposal involves the vesting of the monopoly of the copra industry in the Clove Growers' Association. ~~It is felt that the scheme offers good prospects, since~~ The production of copra in Zanzibar for export purposes is about 12,000 tons a year.

The Zanzibar Government's move has been opposed by the Indian business community, since the scheme will result in the elimination of Indian interests ~~in~~ in the coconut industry of Zanzibar. Indians



residing in Zanzibar own about eight factories for producing coconut oil, while a fairly large volume of the export trade in copra is handled by them. Representations have been made to the Government of India to seek their intervention to protect Indian interests in Zanzibar. It is pointed out that the oil producing industry in Kenya and Tanganyika is in private hands, that large Indian syndicates have been conducting it efficiently and that their co-operation has been of great use in the war campaign in East Africa.

(The Times of India, 10-10-1941).

No Undue Indian Penetration in South Africa:  
Broome Commission's Report.

The report of the Broome Indian Penetration Commission, which was released on 12-10-1941 says that the extent of the penetration in the Transvaal since 1927 was "not alarming or even surprising" and in Natal "the position does not appear to be serious", if the total number of cases is considered in relation to the Indian population.

Position in Transvaal.- "We have estimated the present Indian population in the Transvaal as 28,200, of which possibly one-half or less reside on proclaimed land", says the report. "They are a class almost entirely dependent on trade for livelihood. A trading class cannot subsist by trading only with its members. In these circumstances, the occupation of 246 trading sites and 93 residential sites in the predominantly European portions of the Transvaal since January 1, 1927, does not disclose a situation which can be any stretch of imagination be described as critical." ~~xxxxxxx~~ Recalling that the Murray Commission found no increase in the years 1932-39 in the number of Asiatic trading licences disproportionate to the total growth of population, the report says that, if the comparison were to be extended to cover the years 1927-40, the present commissioners' conclusion on the evidence would be the same. As to the allegation that the reason for the penetration was the Government's failure to enforce past and existing statutory restrictions against Asiatics, the report says that the truth is that occupation of trading and residential sites on unproclaimed land has taken place without any breach of the law and so could not have been prevented by the enforcement of any statutory restrictions. "We unhesitatingly reject the view that there is among the Transvaal Indians any general desire to live among Europeans", says the report. "Where they have done so, the inducement has been the existence in European areas of either better trading opportunities or better living conditions."

European Exodus.- Acquitting Indians of the charge that their entry has caused a European exodus, the report says that the European exodus preceded and so obviously was not caused by Indian entry. Centralisation of trade in larger centres as the result of improved means of communication reduced the opportunities of the local trader, and what ceased to be attractive to the European trader remained attractive to the Indian, with his fewer material needs and greater concentration on business.

Causes of Penetration.- The Cape Town agreement of 1927 contributed towards penetration in the Transvaal by encouraging Indians.

to accept the western way of life, leading to the break up of the Indian family system and sons leaving home to set up for themselves. "The main reason for the penetration is nothing more than a normal desire among Indians to acquire wealth," continues the report. "All people, irrespective of race or colour desire to improve their material position. Realisation of this fact will not cause the problem of Indian penetration to disappear, but it may, by dispelling some of its present sinister atmosphere, contribute towards its solution."

Position in Natal.- Dealing with Natal, where statutory restrictions on acquisition of land by Indians exist only in the northern districts, the report says: "If the Indian advance into European areas before January 1927 is described as a flood, the subsequent advance is little more than a trickle - 23 cases a year, or, if agricultural land is added, 29. In Durban, the sites acquired and occupied totalled 150 and the sites acquired but not occupied 362. The number of trading sites occupied by Indians is negligible. Giving reasons for the Indian penetration into Natal, the report says: "The absence of other directions for investment has led the Indians to invest their money in immovable property."

Indians in Malaya:  
Growing concern in India about Malayan Government's Policy.

During the last few months, the position of Indians in Malaya has been deteriorating. In the Malayan rubber plantations, Indian labour struck work on the ground of low wages and argued that Chinese labour in the plantations was getting double the wages paid to Indians. The Malayan authorities were of the opinion that the strike had been engineered by leaders for political ends and obtained the help of Indian troops stationed in Malaya to quell the "riot". Subsequently, a few leaders of the Indian workers were deported and several imprisoned. The view of the Government of India presumably is that the strikers had a legitimate grievance, and that in any case a judicial inquiry should be held to bring out the facts impartially. That such an incident should have taken place at a time when India is doing her best to man the defences of her eastern frontiers is considered all the more unfortunate.

Recently, the Malayan Government approached the Government of India to lift the ban now existing in regard to migration of Indian labourers to Malaya and to permit the entry of 500 Indian labourers into Malaya. The Government of India is understood to have refused the request, in view of the failure of the Malayan Government to give satisfactory explanation about the riot in which Indian labourers were fired upon. The Government of India, it is stated, wanted a judicial inquiry into the matter, but the Malayan authorities have not accepted the suggestion so far.

(The Statesman, 20-4-1941.)

Another recent development which is causing concern about the future of Indians in Malaya is that the Government of Malaya has brought in a bill to make an important change in the provisions concerning the purposes for which moneys in the Indian Immigration Fund established under the Labour Code of the country could be utilised. The bill lays down that the money in the Fund could be utilised to

finance the recruitment and transport of Javanese for employment in the plantations of Malaya. The following comments of the Hindu, Madras, brings out the implications of the measure and the Indian attitude to it:

"The moneys in the Fund are held in trust for the Indian workers and their families to be applied in particular ways and their diversion to other purposes will constitute a breach of trust.... The application of the Fund to finance Japanese immigrants is a gross betrayal of the interests of the poor Indian worker... There is another aspect to this question. Why is it that the Government propose to import Java labour now? It cannot be because it is cheaper. What, again, are the conditions under which it is to be imported?... The Dutch Government in the past have refused to send labour outside except on the basis of settlement. If immigration is to be on the basis of settlement and land is to be granted to the Javanese, is it fair that these new entrants should be favoured to the detriment and exclusion of the Indian labourer who built up the prosperity of the colony?"

(The Hindu, 15-10-1941.)+

Area and Yield of Principal Crops in India, 1939-40.\*

The report: "Estimates of Area and Yield of Principal Crops in India in 1939-40" deals, among other crops, in India with rice, wheat, sugarcane, tea, cotton, jute, linseed, rape and mustard, sesamum, castor seed, groundnut, coffee and rubber. Below is given a brief review of the area and yield of these crops:

Rice.- The total area under rice in 1939-40 was reported as 73,199,000 acres, as compared with 73,398,000 acres in the preceding year. The condition of the crop was reported to be fairly good on the whole. The total yield was estimated at 25,364,000 tons, as against 23,969,000 tons in 1938-39. To this figure should be added about 1,015,000 tons in respect of other tracts (having an area of about 2,930,000 acres), for which no forecasts are made.

Wheat.- The total area under wheat in 1939-40 was reported to be 34,014,000 acres, which was less than the area of the preceding year by 4 per cent. The condition of the crop was reported to be good on the whole. The total estimated ~~yield~~ yield was 10,752,000 tons, which was 8 per cent. greater than the yield of 1938-39. An addition of some 229,000 tons should be made to this estimated yield in respect of some other tracts (having an area of about 723,000 acres), for which no reports are made.

Sugar-cane.- The total area reported under sugarcane in 1939-40 was 3,623,000 acres, as compared with 3,130,000 acres in the preceding year. The estimated yield amounted to 4,590,000 tons of raw sugar (gur), which was greater than that of the preceding year by 36 per cent. To this figure should be added approximately 188,000 tons in respect of other tracts (having an area of 148,000 acres), for which no separate estimates are made. The condition of the crop was reported to be good, on the whole.

Tea.- According to information available, the total area under tea in 1939 was 833,200 acres, as compared with ~~833~~ 833,800 acres in the preceding year. The total production of manufactured tea (black and green) was 452,596,300 lbs, as against 451,860,800 lbs in the preceding year.

Cotton.- The total reported area under cotton was 21,351,000 acres in 1939-40 as against 23,490,000 acres in 1938-39. The condition of the crop, on the whole, was reported to be fairly good. The total estimated outturn was 4,909,000 bales of 400 lbs each, as compared with 5,051,000 bales in 1938-39, or a decrease of 3 per cent.

Jute.- The total area and yield of jute in 1939 were 3,161,000 acres, and 9,738,000 bales (of 400 lbs each), as compared with 3,165,000 acres and 6,819,000 bales in the preceding year. The area and yield of jute in 1940 were estimated at 4,344,000 acres and 12,547,000 bales.

---

\* Department of Commercial Intelligence and Statistics, India. Estimates of Area and Yield of Principal Crops in India, 1939-40. Published by Manager of Publications, Delhi. 1941. Price Rs.1-10 or 2s.6d. pp.57.

Linseed.-- The total area under linseed in all the reporting tracts in 1939-40 was 3,713,000 acres, as against 3,869,000 acres in the preceding year. The condition of the crop was reported to be good, on the whole. The total estimated yield was 466,000 tons, as against 442,000 tons last year. To this figure should be added some 28,000 tons for other tracts (having an area of 224,000 acres), for which no reports are made.

Rape and Mustard.-- The total area under rape and mustard in all the reporting tracts in 1939-40 was 6,113,000 acres, as against 5,535,000 acres in the preceding year. The condition of the crops was reported to be good, on the whole. The total estimated yield was 1,120,000 tons, as against 923,000 tons in the preceding year. To this figure should be added some 47,000 tons in respect of other tracts (having an area of 258,000 acres), for which no reports are made.

Sesamum.-- The total area under sesamum reported in 1939-40 was 4,050,000 acres, as against 4,331,000 acres in the preceding year. The condition of the crop was reported to be fairly good, on the whole. The total estimated yield was 416,000 tons, as against 396,000 tons in 1938-39. An addition of approximately 70,000 tons should be made to this figure in respect of other tracts (containing an area of about 682,000 acres under sesamum), for which no reports are made.

Castor Seed.-- ~~Castorseed-is-sown-from-M~~ The total area under Castorseed in 1939-40 was estimated at 1,004,000 acres and the yield at 97,000 tons, as against 1,198,000 acres with an estimated yield of 111,000 tons in the preceding year.

Groundnut.-- The total area under groundnut in 1939-40 was reported to be ~~8,198,000~~ acres, which was less than that of the preceding year by 4 per cent. The condition of the crop was reported to be fairly good, on the whole. The total estimated yield was 3,148,000 tons of nuts in shell, as against 3,219,000 tons in the preceding year.

Coffee.-- The total reported area under coffee in 1938-39 was 181,200 acres, the yield of cured coffee therefrom being estimated at 40,110,600 lbs.

Rubber.-- The total area under rubber in 1939 was 134,000 acres, as against 130,100 acres in the preceding year. The total yield of dry rubber was 31,390,700 lbs, as against 31,065,800 lbs. in 1938.

Future of Indian Sugar Industry:  
Demand for Central Sugar Committee. +

At the end of the stipulated period of protection for the Indian sugar industry is approaching, sugar interests in the country are becoming concerned about the future of this important industry. Their view was expressed by Sir Sri Ram at a meeting of the Sugar Committee of the Imperial Council of Agricultural Research, which concluded its two days session on 14-10-1941. It was stated at the meeting that neither the sugar Committee of the Council, as constituted at present, nor the advisory committee on sugar set up by the Commerce Department, are able to watch and assist the industry from the stage of cultivation to the stage of disposal of produce and that there is need for the establishment of a sugar committee to perform functions similar to those discharged by the Indian Central Cotton Committee.

A proposal to establish an Indian Central Sugar Committee as envisaged by the Commerce Member in a speech in the Central Assembly during its last budget session, was considered and adopted. The committee is to function on the same lines as the Indian Central Cotton Committee and will have separate funds of its own to carry out its objects, including research. The Committee will have a majority of non-officials as its members and will be representative of all sugar interests, including manufacturers, growers and merchants.

(The Hindustan Times, 15-10-1941.) +

36

PROFESSIONAL WORKERS, SALARIED EMPLOYEES AND PUBLIC  
SERVANTS

Conditions of Work of Clerical Staff in Bombay textile mills:  
Bombay Textile Clerks' Union conducts Enquiry.

The Bombay Textile Clerks' Union recently decided to conduct an enquiry into the conditions of work of the clerical staff employed in the textile mills in Bombay, and for the purpose has issued a questionnaire, covering the more important service conditions, - strength of staff, salary (starting, grade, dearness allowance, etc.), leave, hours of work (daily, weekly and over-time), discharge and resignation, medical aid, provident fund, gratuity, and co-operation. The replies to the questionnaire are directed to be sent to the Union before 31-9-1941.

(Summarised from copy of the Questionnaire forwarded to this Office by the Secretary, the Bombay Textile Clerks' Union).r

Promotion of Co-operative Movement in Travancore State:  
Advisory Committee set up. \*

The Government of Travancore State, in a press communiqué, states that the co-operative movement in the State has been on the decline for some time past and that unless prompt and effective measures are taken by Government it will still further deteriorate. Though the movement has been in existence for more than 25 years it has not developed on right lines. The Government has, however, great faith in the potentialities of the co-operative movement, as an efficient factor in promoting economic life in various spheres such as agriculture and in the development of cottage industries. The movement may well be utilised in organising the marketing of agricultural and industrial products. Government has, under the circumstances, decided to appoint an Advisory Committee composed of leading non-official co-operators, with the Registrar of Co-operative Societies as its Chairman and Convenor, drawing up a scheme for the reconstruction of the financing banks and the restoration and development of non-credit activities. The scheme is to be submitted to Government within three months. \*

(The Hindu, 4-10-1941.)

Encouragement of Cottage Industries in Mysore:  
3-Year Scheme to cost Rs. 300,000.

A sum of Rs. 300,000 has been set apart by the Government of Mysore to be at the disposal of the Cottage Industries Committee in Mysore for the development of cottage industries, according to a three-years' plan drawn up by the Industries Department. For the current year, a sum of Rs. 132,000 has been allotted. The Cottage Industries Committee has resolved to start immediately six centres for button-making, out of which two would be reserved for women. These centres might be multiplied after a period of six months. Paper-making as a cottage industry is <sup>also</sup> sought to be encouraged.

(The Hindu, 24-10-1941.) \*

Handloom Weaving in Bengal and Sind:  
Government encourage Employment of Women in  
Industry. \*

With the help of the Central Government grants, attempts are being made in at least two provinces (Bengal and Sind) to revive the handloom cottage industry, among women.

The Women's Co-operative Industrial Home in Bengal has been working since 1938 with a capital grant of Rs. 6,850 and donations amounting to Rs. 2,044. Government has given further grants of Rs. 2,370 and Rs. 2,700 in the two succeeding years. At present 12 looms provide work for 18 members throughout the year at an average rate of wages of Rs. 15-8-0 per head per month. The maximum monthly wages earned by an individual member have been Rs. 22. The Home works on a factory system under the supervision of a weaving and dyeing expert. Furnishing



materials of all kinds, woollen shawls, scarves and waterproof lining cloths have been produced. The Home specialises in manufacturing furnishing materials and has been successful in securing regular orders from important hotels, clubs and some of the big consumers in Calcutta.

A scheme for organising demonstration parties for training of women members of weavers' families in preliminary processes under the guidance of a female demonstrator has been put into operation in Sind.

("Indian Information" dated  
15-10-1941.)

39

LIVING CONDITIONS

Spare Time

Extension of Labour Recreation Facilities in Bombay

Labour recreation centres are an integral feature of the Labour Welfare Department brought into being by the late Congress Government of Bombay and the extension of their activities from funds available from the Special Development Fund and other ~~source~~ has been receiving the attention of the present Government. In this connection, works recently approved and expected to be carried out in the near future are an additional storey to each of the gymnasium buildings at the three recreation centres at DeLisle Road, Worli and Naigaum in Bombay City at a cost of Rs. 28,000, the construction of a gymnasium at the Ahmedabad recreation pavilion at a cost of Rs. 10,000, and the provision of bathing facilities at each of them at a total cost of Rs. 16,000. Another scheme recently approved at a cost of Rs. 15,000 is that of circulating libraries. These libraries will be supplied to the different industrial centres and the books will be circulated in such a way that they will reach all mohollas (streets) consisting of ten or more chawls. For each moholla a committee of five or six members will be appointed, and the anti-drink Inspector, where one exists, will act as the secretary of the committee. Social welfare institutions and well-organised labour unions will also be used as agencies for circulating books.

(Communiqué dated 11-10-1941 issued by  
the Director of Information, Bombay.)+

Nutrition

Food Adulteration in India:  
Enquiry ordered by Central Advisory Board of Public Health. †

The Central Advisory Board of Public Health has decided to set up an 'ad hoc' committee to investigate and report on the legislative and administrative aspects of food adulteration in India. The committee will be representative of the commercial and other interests concerned, and is expected to meet this cold weather in Delhi.

(The Times of India, 9-10-1941.) †

SOCIAL CONDITIONS

1941 Census Figures :

Population of India (excluding Burma) increases to 389 millions. +

An increase, in a decade, of almost exactly 50 millions in India's population is the final computation made by the Census Commissioner of India from enumeration made during the 1941 census operations. Now that the census figure for Bengal has been published, it is gathered that the total population of India is placed at 388.8 millions, of which British India's share is 296 millions and that of the Indian States 93 millions. The previous proportion of three to one between the population of British India and of Indian States is maintained. The 1931 census recorded an increase in population of about 10 1/2 per cent., while the 1941 census shows an increase of 15 per cent. Ten years ago India's population of 352 millions included 14 millions of Burma's inhabitants and if Burma had again been included in India's total the population of the country would have exceeded 400 millions. It is expected that by the end of 1941 all tables will be ready for publication, but these will give <sup>only</sup> ordinary details of population in terms of towns, districts, tahsils and villages and communitywise distribution of the Indian people. The present census operations have, owing to the war, been curtailed to a great extent, and hence several heads of information included in previous census reports will not be available this time. The usefulness of the present report for social planning is thereby impaired to a great extent.

(The Statesman, 14-10-1941.)+

Wages

Dearness Allowance to Low-paid Government servants in Mysore State. +

In view of the increase in the prices of foodstuffs due to war, the Government of Mysore has sanctioned, with effect from 1-9-1941 to end of December 1941 in the first instance, a dearness allowance of rupee one per mensem to all whole-time employees of the Government, drawing a salary of Rs. 25 and less per month, including those in commercial departments such as railways, electrical and commercial concerns worked by the Government. Local bodies in the State have been authorised to sanction similar allowances to their employees.

(The Hindu, 31-10-1941.)+

Payment of Dearness Allowance for Low-paid Government Employees: Sanctioned by Sind Government.

The Sind Government has sanctioned dearness allowance for all wholetime Government servants drawing up to Rs. 30 per month, the rate of allowance being Re.1 per month for those drawing up to Rs.15 and Re. 2 for those drawing above Rs. 15 and up to Rs. 30 per month. It is estimated that the scheme will cost the Sind Government Rs.600,000 annually.

(The Hindustan Times 16-10-1941).

Conditional grant of Dearness Allowance for Low-paid Government Employees of Local Boards in Madras: Government's Instructions.

The Government of Madras has informed the Presidents of local boards and executive authorities of municipal councils that the scheme of compensatory cost of living allowance sanctioned for Government employees at a flat rate of Rupee one per mensem may be brought into force as from 1-8-1941, in respect of employees of local boards and municipal councils, who are in receipt of emoluments not exceeding Rs. 30 per mensem, subject to the condition that the local body concerned is willing to sanction the allowance and that its finances can afford to meet the extra cost involved.

(The Hindu, 18-10-1941.).

War Supply and Production.

Timber for War Purposes: Bombay Conference.

Questions affecting the timber requirements of the Southern Command, India, were discussed at a conference held in Bombay on 17-10-1941. The meeting was attended by Brigadier Wood, Director-General of Supply, Director of Timber, Supply Department, the Chief Conservators of Forests of Bombay, Madras and the Central Provinces, and the Chief Engineer of the Southern Command.

The conference considered the recent increase in the prices of timber in South India and as the result of the army contractors making their purchases in the open market, the increased cost of buildings required for the Southern Command and the problem of procuring the very substantial quantities of timber required by the military authorities in the near future. It was thought that reserves of sawed timber totalling about 30,000 to 40,000 tons, besides logs, should be built up in the next few months. After reviewing the position, the conference agreed to the discontinuance of purchases by army contractors from timber merchants and to arrange with the Department of Supply for future supplies extending over the next 12 months. These supplies should be made available to the contractors, who should be asked to quote ex-timber rates for the contracts, so that the cost of buildings for the army could be reduced substantially.

As the result of the decision, while a substantial portion of the requirements will represent Indian timber, an appreciable part of the supplies will be imported from Burma. The arrangement envisages the extension of the system of collaboration regarding supplies between the Government of India and the provincial governments. The decision will also free a considerably large quantity of timber for the civil markets where the prices will decline.

(The Times of India, 20-10-1941.)+

Cotton Textiles for War Needs:  
Bombay Conference. +

Questions affecting supplies of cotton textiles to meet the war requirements of the Government of India were discussed at the first meeting of the Advisory Panel representing the millowners' associations in the country, attached to the Cotton Textile Directorate of the Department of Supply, held in Bombay on 13-10-1941. It is understood that the Member for Supplies, Sir H.P. Mody, explained to the Panel the difficulties experienced by Government in obtaining a steady flow of supplies and sought the views of the members on the best means of solving the difficulties.

After discussions lasting three days between the Advisory Panel and the representatives of the Department of Supply, a satisfactory decision concerning the immediate requirements of the Government of India in regard to cotton textiles for war was arrived at. The arrangement involves the co-operation of all the mills in the country, thereby ensuring a wider distribution of war orders. On the question of long-term policy and the requirements of the Government of India during 1942, which are estimated to exceed 500,000,000 yards, the members of the Advisory Panel undertook to assist Government in procuring supplies up to the limit of the manufacturing capacity of each textile centre.

It is understood that the heads of the Cotton Textile Directorate will shortly visit the various textile centres, including Ahmedabad, Delhi, Cawnpore, Calcutta, Indore and Coimbatore to complete detailed negotiations.

(The Times of India, 15 and 16-10-41.)+

Industrial Health and Safety.Protection of Factories in War Time:  
Order issued by Government of Bombay.

The Government of Bombay has ordered that, in certain specified areas, no factory providing for the employment of 200 or more workers shall be erected or extended for the purpose of carrying on any manufacturing process, or working any vital plant, except with the permission of the Government, and in accordance with such requirements as to layout, materials and construction as the Government may impose for the purpose of rendering the factory less vulnerable to air raids, or for the purpose of affording better protection to persons using or resorting to it.

(Press Note No. 712 issued on  
31-10-1941 by the Director  
of Information, Bombay.)+

Control Measures.Burma Cotton Control Ordinance,  
1941.

The Governor of Burma has promulgated an ordinance to provide against a collapse in the price of cotton owing to conditions arising out of the war. The Ordinance empowers the Governor to constitute a Board called the Cotton Control Board. The Board shall have power to acquire, buy, sell, export, store or otherwise deal with cotton ginned in British Burma and to take such other steps as may be necessary in connection with the trade therein. A Controller appointed by the Governor will, subject to the control of the Board, discharge the functions of the Board. No person shall dispose of any cotton ginned in British Burma whether by way of sale or otherwise except to the Controller. The profits, if any, made by the Board in exercise of its functions under this Ordinance shall, on the dissolution of the Board, be utilised in works connected with the welfare and convenience of the inhabitants in the cotton producing districts.

(The Burma Gazette, Part I, dated  
11-10-1941, pages 1279 to 1281.)+

Chrome Compounds Control Order, 1941.

The Government of India has promulgated an Order to control Chrome compounds, according to which (1) no chrome compounds shall be used in any textile industry except for the manufacture of goods ordered by the Central Government and to the extent required by the specifications prescribed for such goods; (2) Chrome compounds are not to be sold to anyone not having a licence to purchase issued by the Supply Department; (3) all manufacturers, stockholders and consumers of, and all dealers in, Chrome compounds are required to maintain accurate accounts of stocks.

(Notification No. 590 of the Supply  
Department, dated 9-10-1941: The Gazette  
of India, Extraordinary, dated 9-10-1941,  
pages ~~552~~ 655 to 657.)+

95

Price Control

3rd Price Control Conference, New Delhi, 16 and 17-10-1941.

The 3rd Price Control Conference under the auspices of the Government of India was held at New Delhi on 16 and 17-10-1941, Sir A. Ramaswami Mudaliar, Commerce Member, Government of India, presiding (for a review of the 2nd Price Control Conference, vide pages 52-53 of January 1940 report of this Office). A brief summary of the proceedings of the Conference is given below:

Sir A. Ramaswami Mudaliar's Address: Review of Work done.- The Commerce Member first recalled that the last two conferences had unanimously held the view that agricultural prices before the war had been low and it was only fair that the agriculturists should get some benefit from the improvement in the price position and sell his commodities on a more normal basis and that as far as possible the interests of the agriculturists should be taken into consideration when any question of price control was discussed. The conference had also agreed that where prices advanced so steeply as to be unfair to the consumer, both Central and provincial Governments were justified and compelled to use what powers they had in order to see that the consumer was not exploited. It was also decided that the prices of wholesale markets might be fixed and regulated by the Central Government, if necessary, and that provincial and State Governments should follow the prices in the retail markets and check any undue profiteering.

Present Conditions.- Since then, in June, July and the following months of 1941 there had been a tendency for prices to advance and it seemed that a stage might be reached when it would constitute an unjustifiable increase causing undue hardship to the consumers. Touching on the reasons for the increase, Sir Ramaswami pointed out that the expanding export markets open to this country, particularly after the freezing order with reference to Japan, had certainly been a factor. In the case of manufactured articles, prices had advanced because exports had to be made to countries in the Middle East. The Government of India had received various representations from provincial Governments pointing out that the course of prices was causing them anxiety and that the time had come to consider the question of control.

Motives of Government in Suggesting Control.- The Commerce Member strongly refuted two suggestions made against the Government of India. Firstly, it had been said that the main anxiety of the Central and provincial Governments was to see that a dearness allowance was not given to their employees and these Governments were, therefore, trying to stop the very legitimate rise in prices of agricultural commodities. He emphatically denied this suggestion. The second suggestion was that attempts were being made by the Central Government to keep down prices because they wanted to export cheaply to Dominions and Middle East markets. It was perfectly true, he said, that with reference to certain inter-Government transactions there was a duty cast on the Government of India, as on other Governments, to supply each other commodities or manufactured articles at reasonable prices, but apart from that there was no truth in the suggestion that for normal export to civilians abroad, this Government was interested in levelling down prices of commodities in this country. There could,



further, be no question of levelling down prices in the case of certain commodities such as rice or wheat. Out of 10 million tons of wheat produced in India only a small quantity, about one lakh, was exported, and to suggest that in the interest of this small quantity the Government wanted to keep down the price of 9,900,000 tons was unreasonable.

Rise in Textile Prices.- As regards the rise in the price of textiles, Sir Ramaswami explained that prices in June and July 1941 and since the freezing order with reference to Japan was issued, had gone up considerably. An explanation was that imports from Japan were virtually ceasing, that India had to become self-dependent, and that the demands of the armies in the Middle East and the position of India as a country with a monopoly in these supplies to the Dominions and the Middle East forces were creating a position in which supplies were not keeping pace with the demand. Iran, Iraq, Syria, Egypt, Palestine and the African countries on the one side and Singapore, Malaya and New Zealand on the other had to depend more and more on Indian supplies of textiles to meet their civilian as well as military requirements. But the problem of control or regulation of manufactured goods like textiles was very different from the problem in relation to primary products. To attempt to regulate the price of even one of the 500 varieties of cloth produced in India by various mills was a task which was beyond the realm of possibility. One remedy considered during the last war was the production of a "standard cloth" made out of yarn below 20's and to be sold at a fixed price. The suggestion had been made now also that standard cloth or a few varieties of standard cloth ~~xxxx~~ might be put on the market. If the suggestion was approved by the conference, questions such as provincial and State governments buying the cloth at fixed prices and disposing of them to the poorer classes would have to be considered at the conference.

The Conference sat for two days, but reports of the detailed proceedings were not made available to the public. The work of the Conference, however, was reviewed by Sir Ramaswami Mudaliar in his concluding address, a summary of which is given below:

No abnormal rise in prices of primary products: Wheat, Rice,

Coal.- Reviewing the two days' discussions, Sir A. Ramaswami Mudaliar, Chairman, in his concluding remarks made it clear that there was no serious problem of a rise in the prices of most raw products. The problem presented by the increase in the price of wheat had been referred to and the Government of India had promised to consider the matter. So far as rice was concerned, it was clear that the problem was a localised one largely depending for solution on measures which local authorities could adopt. There was undoubtedly help which the Government of India could give and were prepared to give by regulating supplies of imported rice. The problem of coal, said the Chairman, was causing concern in certain localities, and he assured the conference that the Railway Board ~~and~~ had this under serious consideration and hoped to find a satisfactory solution. Beyond these, he said, the discussion had not disclosed any serious problem relating to primary commodities.

Textiles and Yarn.- The second day of the Conference, the Chairman pointed out, was mainly devoted to questions of adequacy of supplies of cloth for the civil population and of yarn for handloom weavers and also of the price at which these supplies could be had. The scheme for producing certain types of "standard cloth" like dhotis, saris

and long cloth was now engaging the Central Government's attention and it was hoped that, with the help and co-operation of the textile industry's representatives, this scheme could be put into operation if necessary. So far as yarn was concerned, the problem was one really of keeping the handloom weaver in employment by ensuring for him adequate supplies of yarn at reasonable prices, and the Government of India was fully aware of the seriousness of the problem. The question both of adequate production of yarn for the handloom weaver and of prices of various kinds of yarn was engaging Government's attention.

(The Statesman, 18-10-1941.)

List of <sup>the</sup> more important publications received in this Office  
during October, 1941.

National Labour Legislation.-

Act No. XX of 1941. The Mysore Labour (Emergency) Act, 1941.  
price Re. 0-1-6.

Conditions of Work.-

- (1) Report of the Court of Inquiry constituted under the Trade Disputes Act, 1929, to investigate certain grievances of the Salt miners at Khewra, 1940. Published by the Manager of Publications, Delhi. 1941. Price Rs. 2-2-0 or 3s.6d.
- (2) Annual Report on the working of the Factories Act (XXV of 1934) in Burma for the year 1940. Rangoon: Superintendent, Government Printing and Stationery, Burma. 1941. Price Re.1-8-0 or 2s. 3d.
- (3) Department of Commercial Intelligence and Statistics, India. Statistical Abstract for British India with Statistics, where available, relating to certain Indian States from 1929-30 to 1938-39. Published by the Manager of Publications, Delhi. 1941. Price Rs. 6-12-0.
- (4) Annual Report on the working of the Indian Factories Act in Ajmer-Merwara for the year 1940. New Delhi: Printed by the Manager, Government of India Press. 1941.
- (5) Annual Report on the working of the Indian Factories Act in the N.-W.F.P. for the year 1940. Published by the Manager, Government Printing and Stationery, N.-W.F.P., Peshawar. 1941. Re. 0-11-0 or £. 1-1-0.

Economic Conditions.-

- (1) Annual Report of the Director, Technological Laboratory, for the year ending 31st May, 1941. Price six annas. The Secretary, Indian Central Cotton Committee, Post Box 1002, Bombay.
- (2) Annual Report of the Department of Industries and Labour, Baroda State, for the year 1939-40 (year ending 31-7-1940). Baroda State Press. 1941. Price Re. 0-9-0.
- (3) Department of Commercial Intelligence and Statistics, India. Joint Stock Companies in British India and in the Indian States of Hyderabad ~~State~~, Mysore, ~~and~~ Baroda, Gwalior, Indore, Travancore and Cochin. 1937-38. Published by the Manager of Publications, Delhi. 1941. Price Rs. 9-6-0 or 15s.
- (4) Spinning and Weaving Supplement to the Annual Report of the Millowners' Association, Bombay, for the year 1940.
- (5) Budget Note for the year 1351 Fasli (6th October 1941 to 5th October 1942 A.D.) Prepared for H.E.H. the Nizam's Government by Mahdi Yar Jung, Ag. Finance Member, Hyderabad-Deccan: At the Government Central Press. 1941.

Social Insurance.-

Report, together with the Prescribed Returns, on the working of the Workmen's Compensation Act, 1923 (VIII of 1923) in the United Provinces for the calendar year 1940. Allahabad: Superintendent, Printing and Stationery, U.P. 1941. Price Re. 0-2-6.

Agriculture.-

- (1) Government of the Central Provinces and Berar. Report on the working of the Department of Agriculture in the Central Provinces and Berar for the year ending the 31st March, 1941. Nagpur: Government Printing, C.P. and Berar. 1941. Price Annas 12.
- (2) Department of Commercial Intelligence and Statistics, India. Estimates of Area and Yield of Principal Crops in India, 1939-40. Published by the Manager of Publications, Delhi. 1941. Price Re. 1-10-0 or 2s.6d.

Organisation, Congresses, etc.-

Indian Chamber of Commerce, Calcutta. Annual Report of the Committee for the year 1940. Published by the Secretary, Indian Chamber of Commerce, 102-A, Clive Street, Calcutta. 1941.

Social Conditions.-

- (1) Annual Administration Report on the working of the Criminal Tribes Act in the Province of Bombay for the year ending 31st March, 1941. Part I. Bombay: Printed at the Government Central Press. Price Annas 2 or 3d. 1941.
- (2) Harijan Sevak Sangh: Report for the years from 1st October 1937 to 30th September 1940. Kingsway, Delhi. May 1941.
- (3) Gokhale Institute of Politics and Economics. R.R. Kale Memorial Lecture 1941. The Problem of Aborigines in India by A.V. Thakkar, L.C.E. Price Re.1/- . 1941.

Public Health.-

Annual Public Health Report of the Province of Bihar for the year 1939 and the Annual Vaccination Report for the year 1939-40 by Lt. Col. S.L. Mitra, D.P.H., I.M. S., Director of Public Health, Bihar. Superintendent, Government Printing, Bihar, Patna. 1941. Price Rs. 2-7-0.

Miscellaneous.-

- (1) The National Council of Women in India. 7th Biennial Report, 1938-1940.
- (2)