
Report for February 1941.

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

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NATIONAL LABOUR LEGISLATION. ✓

Government of India.-

The Indian Railway (Amendment) Bill, 1940:
Bill Withdrawn. +

Reference was made at pages 1 to 2 of our April 1940 report to the introduction on 2-4-1940 of a non-official Bill in the Central Assembly to give relief to low-paid railway employees from certain district board and municipal taxes. Mr. Azhar Ali, the sponsor of the Bill, moved on 13-2-1941 consideration of his Bill.

Sir Andrew Clew, Communications Member, opposing the Bill pointed out that the Central Legislature had no power to exempt servants of the Central Government or any one from provincial taxation, and the provisions of the Bill would be held to be ultra vires. Nor was there any reason why railway servants should be placed in a privileged position in comparison with others getting the same salary.

In view of these and other objections to the Bill, Mr. Azhar Ali withdrew the Bill.

(The Statesman, 14-2-1941.)

Assam.-

Exemption of Certain allowances of Public Servants from Attachment for Debt.

The Government of Assam has notified that the following allowances payable to Government, Municipal or Local Board employees are exempt from attachment by order of a Court: (1) travelling allowance, (2) conveyance allowance, (3) uniform and ration allowance, (4) cost of living allowance, and (5) house rent allowance.

(Notification No. 897-G.J. dated 11-2-1941:
The Assam Gazette, Part II, dated 19-2-1941,
pages 239).

Bengal.-

The Draft Bengal Shops and Establishments Rules, 1941.

The draft of the Rules which the Bengal Government proposes to adopt for the administration of the Bengal Shops and Establishments Act, 1940, are gazetted at pages 110 to 118 of Part I of the Calcutta Gazette, dated 9-1-1941. +

Bombay.-

Exemptions of Clerical Staff from Operations of Bombay Shops
and Establishments Act, 1940. +

The Bombay Government has ~~notified an exemption~~ ^{exempted} from the operation of the Bombay Shops and Establishments Act, 1940, clerks employed in certain kinds of work in mills in Ahmedabad, Bombay and Sholapur, which are members of the Ahmedabad and Bombay Millowners' Associations and the Silk and Art Silk Mills Association, Bombay.

(Notifications Nos. 143/34 dated 29-1-1941, 3-2-1941 and 11-2-1941: The Bombay Gazette, Pt. II-B, pages 133 to 135, 140 to 141 and 147 to 148.)

Bombay.-

Amendment re. Returns under the Workmen's Compensation Act.

The Bombay Government has ~~notified~~ ^{Gazetted} the classes of employers who are to submit annual returns relating to Workmen's Compensation and the form in which the returns are to be submitted.

(Notification No.70/34 (a) & (b) dated 1-2-1941: The Bombay Government Gazette, Part IV-A, dated 6-2-1941, pages 24 to 27.)

Bombay.-

Extension of Factories Act to "Jerda" Factories.

The Bombay Government has ~~notified~~ ^{Gazetted} the extension of certain Sections of the Factories Act (Sections relating to health and safety, restrictions on working hours of adults, and special provisions for adolescents and children) to ~~places~~ ^{factories employing 20 or more persons and} wherein the process of making "Jerda" from tobacco is carried on without the aid of power.

(Notification No.2579/34 dated 12-2-1941: The Bombay Government Gazette, Part IV-A, dated 13-2-1941, page 31.)

British Baluchistan.-

The Chief Commissioner, British Baluchistan, has ~~notified~~ ^{Gazetted that} workers employed in railway workshops and running sheds ~~are~~ continuous process workers for the purposes of the Factories Act.

(Notification No.A/62 (29)-Tr-551-G dated 18-1-1941: The Gazette of India, Part II-A, dated 25-1-1941, page 25.) +

Madras.-

Employment of Women in Fish-curing Concerns. +

The Madras Government has issued a notification regarding the hours of work of women employed in fish-curing and fish-canning factories; women are not to be employed in such factories before 6 a.m. and after 7 p.m. for more than 3 days in any one week, and 50 in a year, and in no case after 11 p.m. Also, a period of at least 9 hours' rest should be given between the cessation of work on one day and beginning of work on the next day.

(Notification No.2. G.O. No.2542, P.W.
(Labour) dated 4-1-1941: Fort St. George
Gazette, Part I, dated 14-1-1941, page 70)

Punjab.-

The Punjab Trade Employees Act, 1940: Date of Commencement
and Rules.

The Government of the Punjab has announced that the Punjab Trade Employees Act, 1940 (which regulates conditions in shops, commercial establishments, etc.), will come into force on 1-3-1941. The Rules for the general administration of the Act are published at pages 69 to 73 of Part I of the Government Gazette, Punjab, dated 31-1-1941.

(Notifications Nos. 436-I. & L.-41/3860 and
3862 dated 22-1-1941: The Government Gazette,
Part I, dated 31-1-1941, pages 69 to 73.)

Sind.-

Extension of the Maternity Benefit Act to City of Hyderabad
(Sind) and other Places.

The Bombay Maternity Benefit Act, 1929, in its application to Sind, has, by a notification of the Sind Government, been extended in its operation to the city of Hyderabad (Sind) and to the village of Landhi, Karachi taluka, Karachi district.

(Notification No. P-37-M./40 (II) dated
22-1-1941: The Sind Government Gazette,
Part I, dated 30-1-1940, page 393.)

Cochin.-

Cochin Shops and Commercial Establishments Bill, 1941 :
Bill referred to Select Committee.

Mr. Puthoor Atchutha Menon (non-official) introduced on 1-2-1941 the Cochin Shops and Commercial Establishments Bill, a measure providing for the regulation of hours of work in shops, commercial establishments, restaurants, eating houses, theatres and other establishments and for certain other purposes specified. The Bill, if passed, is

to come into force in the first instance in the Municipal Towns of Trichur, Mattancheri and Ernakulam, it being left to the discretion of the Government to apply any or all the provisions of the Act to any other area by notification in the Gazette. Mr. Menon observed that although industrial workers had had their hours and conditions of work regulated by legislation for some time past, shop assistants and commercial employees had not hitherto enjoyed the protection of such legislation. While most of the big commercial establishments observed reasonable hours of work and provided other amenities for their employees, the conditions of service of the employees in the smaller offices, shops, restaurants, etc., were far from satisfactory and there had been an insistent demand for their betterment, and hence the need for legislation.

The Bill fixes the closing hours for shops, prohibits hawking after 9 p.m., regulates monthly and daily hours of work in commercial establishments, and insists that every worker shall be given not less than four holidays in a month and 52 in a year.

The Bill was referred to a Select Committee the same day and its report is to be submitted within three months.

(The Hindu, 3-2-1941.)+

Burma .-

Burma Industrial Disputes Settlement Bill, 1941.

Reference was made at page 3 of our April 1939 report to the introduction on 3-4-1939 in the Burmese House of Representatives by Mr. Myo Nyunt of the Burma Trade Disputes Conciliation Bill, 1939, based on the Bombay Trade Disputes Conciliation Act, 1934. Since that Bill is considered no longer suitable for present conditions, on 19-2-1941 the same Member introduced the Burma Industrial Disputes Settlement Bill, 1941, modelled on the Bombay Industrial Disputes Act, 1938.

(The Burma Gazette, Part III, dated 22-2-1941, pages 32 to 45.) ✓

Medical Facilities for Colliery Labour:
Enquiry into Present Conditions made by Indian Mining Association.

The Bihar Labour Enquiry Committee had recommended in its report that an effort should be made by collieries to pool together their resources spent on medical relief for deriving the fullest benefit from them, and that the medical facilities provided by the local bodies in the Jharia coalfields should be extended. With a view to obtaining up-to-date information regarding medical facilities in the Jharia coalfield, a circular had been issued by the Indian Mining Association asking members with collieries in Bihar to furnish full particulars of their hospital and medical facilities.

(Proceedings of a Meeting of the
Committee of the Indian Mining
Association held on 23-1-1941.) ✓

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Inspection.

Registration Fee for Bengal Factories:
Factory Inspection Department to be made self-supporting. ✓ +

The Government of Bengal, it is understood, proposes to impose a fee for the registration of factories in the province under the Factories Act of 1934, and the money thus available is to be utilised for making the Factories Inspection Department self-supporting as far as possible. The fees, which are proposed to be levied on the basis of the maximum number of persons employed on any one day in a year in a factory, will vary from Rs.15 to Rs.1,000, according to the number of operatives employed, both directly (by the factory owner) and indirectly (by contractors). The Factories Inspection Department at present is maintained by the general body of tax-payers, who pay the entire cost of factory administration for the welfare of commercial concerns, which, according ^{to} the Government, is "~~neither reasonable nor equitable~~". The Government is now in communication with the various industrial and commercial bodies with regard to this proposal.

(Industrial Bulletin issued by
the Employers' Federation of India,
No. 312 dated 10-2-1941.) ✓ +

Appointment of Chief Inspector of Shops and
Commercial Establishments, Punjab. ✓

The Punjab Government has notified the appointment of the Director of Industries, Punjab, as the Chief Inspector of Shops and Commercial Establishments, Punjab, under the Punjab Trade Employees Act, 1940.

(Not. No. 1389-I. & L-41/10486
dated 26-2-1941: Government Gazette,
Punjab, Part I, dated 28-2-1941,
page 158.) ✓ +

Holidays with Pay

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Holidays with Pay for Industrial Workers:
Bihar Government contemplates Legislation. ✓

The Government of Bihar, in a communication to the Divisional Commissioners and the Chief Inspector of Factories of the Province, it is understood, has asked them to consult the principal employers' organisations in their respective jurisdictions and the chief factories in the province, on the desirability of adapting the scale of holidays with pay as recommended by the Bihar Labour Enquiry Committee. The Government is also believed to have asked them to obtain full particulars of the extent to which employers at present grant holidays with pay to their workmen and to forward their views to the Government with due regard to the varying circumstances.

The Labour Enquiry Committee had recommended (vide page 24 of our August 1940 report) to the Government the introduction by legislation of holidays with pay on the scale of twenty-two days in a year for the engineering and metallurgical industries in view of their strenuous work and fifteen days for other perennial industries after the employee renders a minimum of 265 days' actual service in a period of 12 months. For miners and loaders the qualifying period is 230 days.

(The Hindu, 24-2-1941.) ✓

Wages.Salary Reduction Illegal under Payment of Wages Act:
Sind Chief Court's Decision.

An important judgment relating to the rights of railway employees under the Payment of Wages Act was delivered by the Sind Chief Court in an appeal preferred by an engine driver who was reduced one incremental step for three months from Rs. 68/- per mensem to Rs. 61/- per mensem for unsatisfactory work. The question was whether such a reduction amounted to a fine or to a deduction in wages under the Payment of Wages Act. The Court of First instance held that the reduction to a lower scale of pay for three months was not a deduction within the meaning of the Act, but Mr. Justice Weston, in allowing the appeal, held that such a cut in the pay was a deduction within the meaning of the Act. "If the argument is to be ~~xxx~~ accepted that the wages of an employed person are whatever he happens to receive, then obviously there can never be any deduction, and the P.W. A. will have no practical application to any circumstances". The argument therefore that the appellant's revised wages were Rs. 61/0 per month and that there was no deduction from this new rate was not accepted.

(The Railway Herald, Karachi, 17-2-1941).

Labour Conditions in Indian Mines:*
Report of the Chief Inspector of Mines, 1939.

Number of Persons Employed.- During the year 1939 the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 305,344, as compared with 306,260 in the previous year; the decrease was 916 persons or 0.30 per cent. Of these persons 146,827 worked underground, 76,659 in open workings and 81,858 on the surface. The number of men who worked underground, in open workings and on the surface and the women who worked in open workings and on the surface, were as follows:-

| | <u>Men</u> | | <u>Women</u> | |
|-------------------|------------|---------|--------------|--------|
| | 1939. | 1938. | 1939 | 1938. |
| Underground | 146,827 | 140,651 | .. | .. |
| In open workings. | 50,306 | 54,121 | 26,353 | 29,212 |
| Surface | 57,765 | 58,199 | 24,093 | 24,077 |

Distribution of Workers: Coal Mines.- The daily average number of persons employed in coal mines was 201,989 which is 896 more than the number employed in 1938. Of these persons 53,639 were males employed in cutting coal, ~~33,826~~ were males employed as loaders of coal, and 23,004 were women. The increase in the daily average number of persons employed in coal mines in 1939, as compared with 1938, is small, whereas the quantity of coal produced is lower. Annual returns received of the number of persons actually at work and also of persons who should ordinarily have been at work but were absent on a selected day in February show that on the day selected 24,383 persons were either at work or were prevented from attending work. This figure is 14,380 less than the average number of persons employed in coal mines during 1939.

Workers in Other Mines.- The number of persons employed in metaliferous (including mica, stone, clay and salt) mines was 103,355, which is 1,812 less than the number employed in 1938. 75,913 were men and 27,442 were women.

Average Output of Coal per person.- Figures of average output of coal per person in 1939 show that for British India as a whole it was 177 tons in underground and in open workings and 122 tons in above and below ground as against 185 tons and 128 tons respectively in 1937-38. There was a general decrease in the average output of coal per person employed except in Baluchistan, Orissa and the Punjab. In comparing the figures with similar figures in other countries it should be remembered that both men and women are employed in Indian coal mines. In 1938, the output of coal per person employed above and below ground in the United Kingdom was 287 tons. In the same year, i.e., 1938, comparative figures in certain other countries were Japan 207 tons; France 193 tons; Germany 383 tons; and the United States of America 761 tons.

* Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1939. Published by Manager of Publications, Delhi. 1941. Price Rs.3 or 5s. pp. 221

Accidents.- During the year 1939, at mines regulated by the Indian Mines Act, 1923, there were 266 fatal accidents which is 18 more than in 1938, and 56 more than the average number in the preceding five years. In addition to the fatal accidents there were 1,380 serious accidents, involving injuries to 1,410 persons, as compared with 1,165 serious accidents, involving injuries to 1,196 persons in the previous year. 286 persons were killed and 1,447 persons were seriously injured. The latter figure includes 37 persons injured in fatal accidents. The number of persons killed was 3 more than in 1938. 278 persons killed were men and 8 were women. In addition, it was reported that 10,584 persons received minor injuries which necessitated the enforced absence from work for a period ~~xxxxxxxxxxxxxxxx~~ exceeding 48 hours.

Causes of Accidents.- There was a decrease in the death rate of men employed underground and on the surface and an increase in open workings. With respect to women there was an increase in the death rate in open workings and on the surface. The causes of the fatal accidents have been classified as follows:-

| | No. of fatal accidents. | Percentage of total number of accidents. |
|--------------------------------|-------------------------|--|
| Misadventure | 209 | 78.57 |
| Fault of deceased | 22 | 8.27 |
| Fault of fellow workmen. .. | 6 | 2.26 |
| Fault of subordinate officials | 16 | 6.01 |
| Fault of management. | 10 | 3.76 |
| Faulty material. | 3. | 1.13 |
| Total | 266 | 100.00 |

Inspections and Prosecutions.- During the year 1,210 mines were inspected, many of them being inspected several times. 2,947 separate inspections were made. The cause and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents and managers desirous of obtaining advice on safety matters. In the major coalfields a large portion of the time of the Inspectors was occupied in investigating cases of actual or threatened damage to dwellings and roads by reason of the underground working of coal mines, in dealing with underground fires and in examining protective works against the risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers as Ex-officio Inspectors of Mines.

During the year 81 prosecutions were launched involving 149 persons; 108 of the persons prosecuted were convicted.

Incidence of Leprosy in Asansol.- 14 Leprosy clinics were maintained under the supervision of 5 Leprosy Officers assisted by 14 trained assistants, who carried out intensive survey, propaganda and home-visiting of lepers in their houses. A detailed survey revealed an infection rate of 1.5 per cent. in the general population. A special investigation among the 5,400 known lepers showed a definite history of contact with relations and neighbours in 2,582 cases - the infection being traceable to parents in 527 cases, to brothers and sisters in 391 cases, to other relatives in 592 cases, to conjugal infection in 94 cases and to association with neighbours in 1,008 cases. 2,895 cases were registered for treatment,

of whom 246 either became symptom-free or were discharged cured.

Anti-Malaria Measures in Asansol.- Anti-malaria measures were carried out in 10 malarious areas and included abolition and treatment of breeding places with larvicides along with field survey and laboratory investigation. Rural areas were encouraged to undertake suitable measures by rendering assistance and advice. A free distribution of quinine was also given during epidemic seasons.

Protective Equipment.- During the year several thousands of "safety hats" made of bamboo were worn by miners at a number of mines in the Jharia and Raniganj coalfields. In the Assam mines, owned by the Assam Railways and Trading Company, Limited, "safety helmets" made of compressed fibre material and imported from Great Britain were used. Over 200 of these helmets were worn by miners employed in "openings" or "chambers" where small pieces of roof or side coal may fall unexpectedly on the miners' heads. Bamboo hats were first introduced at Sendra colliery. The manager employed a contractor to make these hats and when large numbers were produced the cost worked out at only two annas each. In view of the benefits derived by using such protection the extended use of these hats or of any other type of hat which will protect the miner and reduce the number of accidents due to head injuries is strongly recommended. ✓ †

Conditions of Work in Khewra Salt Mines:
Government of India appoints Court of Enquiry. ✓ †

The miners of Khewra Salt Mines have from time to time put forward certain demands for improving the general conditions of their service, e.g., increased remuneration, grant of pension to old and infirm miners, miners' widows and children, grant of house-building advances without interest, and measures to relieve unemployment among the mining community at that station. The Government of India, having reviewed the matter, believes that it would be of assistance both to the Central Excises and Salt Department and to the miners to have an inquiry into the matter under the Trade Disputes Act. It has, therefore, decided to appoint a Court of Inquiry to enquire into and report on the following terms of reference:-

- (1) Are the present arrangements for the remuneration of the miners working in the Khewra mine satisfactory?
- (2) Are the rates of payment adequate?
- (3) To what extent is unemployment prevalent in the mining community?
- (4) What measures are practicable and desirable for relieving unemployment?
- (5) What measures are practicable and desirable for improving the conditions of service?
- (6) Are the present arrangements satisfactory for—
 - (a) ascertaining the amount of compensation payable to miners in cases of accident, and
 - (b) paying the amount when ascertained?
- (7) What steps, if any, can be taken to end the conflict between the rival labour groups with a view to creating a healthier atmosphere at Khewra?

Mr. S.R. Deshpande, Assistant Commissioner of Labour, Bombay, is to constitute the Court. The Court will start work in February, 1941, and report to the Labour Department, Government of India, at an early date.

(Resolution No. L-1714 dated 18-2-1941:
The Gazette of India Extraordinary,
dated 18-2-1941, page 119 to 120.)

Labour Conditions in C.P. Coal-fields:
Inquiry instituted by C.P. Government.

The Government of the Central Provinces has decided to make an enquiry into the conditions of labour in the coalfields of the province. The services of Mr. A. Hughes, I.C.S., have been lent by the Government of Bengal for this duty, and with him will be associated Mr. G.L. Watson, I.C.S. The inquiring officers are expected to begin work at Nagpur on 17-2-1941; the inquiry is expected to take about two months.

(The Statesman, 16-2-1941.)

Judicial Officers to hear Appeals by Railway Workers:
Non-official Resolution defeated in Assembly. ✓

On 20-2-1941, in the absence of Dr. Habibul Rahman, Sir Zia-ud-Din Ahmed (non-official) moved in the Central Assembly a resolution recommending the appointment of officers of judicial mind to listen to appeals of railway employees and to scrutinise the present rule relating to those appeals. Sir Zia-ud-Din said that there was great deal of dissatisfaction with the manner and method of attending to these appeals, which were left to the discretion of one man who was often guided by the notes of his immediate subordinates.

Mr. N.M. Joshi, supporting the resolution, said it was his experience that often the ~~prestige~~ ^{prestige} of the officer concerned stood in the way of appellate authorities dealing with him impartially where his actions in respect of subordinates were in question; hence there was need of disinterested judicial men handling appeals. He asked that the Labour Commission's recommendations in this connexion should be given effect to. He also asked that, in hearing appeals, a representative of the Trade Union should be heard. Further, he urged that in addition to a judicial officer to be attached to General Managers, such an officer should also be attached to every divisional superintendent.

Sir Henry Gidney, Sir Yamin Khan, Mr. M.S. Aney and others supported the resolution.

Sir Andrew Clow, Communications Member, opposing the resolution said it was and should be the aim of every officer to have a judicial mind, using that word in the ordinary English meaning of it, namely, a mind able to form ~~sound~~ sound judgment. The Railway Board did their best to have such men, but a judicial officer in the technical sense was, in his view, really not qualified for the work which the resolution sought to give him. The objection was that the whole method of approach and the training of the judicial officer in that sense were such that he would deal with one incident in the life of the man before him, and come to a decision on evidence, whereas the officer who had to deal with subordinates every day came to form certain judgments about each which was based on experience, but for which there might not be any palpable evidence.

The resolution was rejected by 39 votes to 22.

(The Statesman, 21-2-1941.)+ ✓

Recommendations of Bombay Economic and Industrial Survey Committee; Action taken by Bombay Government in Economic Sphere. ✓ +

The Government of Bombay has passed interim orders on the recommendations of the Bombay Economic and Industrial Survey Committee published a few months back. Within the short period since the publication of the report, the Government has not been able to give detailed consideration to all the recommendations of the Committee (for a summary of the recommendations, vide pages 16-20 of this Office's September 1940 report), which cover a wide field, including such problems as transport facilities, health conditions and literacy. The action which the Government has been able to take in the economic sphere is briefly noticed below. (The information is taken from a press communiqué dated 20-2-1941 issued by the Director of Information, Bombay; the action taken with regard to the recommendations relating to education, cottage industries, etc., is noticed in the sections: Education and Co-operation of this report.)

Utilisation of Forest Products.- The Committee's proposal for ~~the utilisation of forest products~~ for the manufacture of various articles required for the textile industry has been accepted. The Department of Industries has already carried out experimental work in connection with the production of starch from jowari, bobbins and other articles; so also the proposals for research work on the industrial utilisation of waste products have been accepted. For example, ~~the~~ Government has given a concession for the use of bamboo resources in Kanara for the manufacture of pulp and paper, and the research laboratories of the Industries Department have successfully worked out a process for the manufacture of bichromates required for tanning industry, khaki cloth dyeing and the like.

State help for Machine Industry.- With regard to the Committee's recommendation that actual State help is necessary for the establishment of a machinery industry, the Government accepts the proposition in so far as it will consider giving help to any specific scheme put up for the establishment of a machinery industry, provided it is made clear that the industry has a reasonable prospect of economic success and no obvious prospect of loss to public revenue. Conditions in war time, however, make it very difficult for such schemes to be inaugurated.

Tanning, Dyeing and Canning.- The Government has accepted the recommendation regarding experiments in connection with tanning and dyeing substances. Work has been conducted by the Department of Industries in the matter of production of tanning ^{material} from myrobalans. A scheme for the establishment of a factory has already been prepared and steps have been taken to interest some private parties willing, with suitable concessions from Government, to undertake the work of manufacture. As regards vegetable dyes, the Department of Industries is working in co-operation with the Department of Forests. The latter

Department has supplied certain forest flowers and experimental work is in progress. This work will be pushed on. The canning industry is not likely to be successful unless the possibility of fruit canning and fruit preservation on a scientific and ~~economical~~ basis is explored. Experimental research work to this end is already being carried on at the Poona Agricultural College Laboratory.

Deep-sea Fishing.- The question of deep sea fishing might possibly have ~~been investigated~~ in conjunction with a proposal to obtain the services of an expert from Japan. At present the political situation precludes this and from the information received from the High Commissioner for India it is very improbable that a suitable expert can be obtained from England or Canada. In any case under war conditions, it will be difficult to obtain the necessary launches and probably inadvisable to let them ply. Any scheme considered possible will have to wait till the end of the war.

Road-construction.- As regards the suggested programme of rapid road construction, the Government considers that so long as Section 93 of the Government of India Act is in force it does not feel justified in raising the large loans which would be necessary for rapid extension of roads with their corresponding burden, on the revenues of the Province and of local bodies, not only for interest and sinking fund charges on the loan, but for maintenance. So far as finances permit, ~~charges on the loan~~ however, the Government is pushing on with the construction of roads.

Industrial Survey.- The Government generally accepts the ~~commendation as regards~~ collecting and compiling commercial and industrial information. The Government, however, owing to financial stringency, is unable to make a full provision for this new Section of the Department of Industries on the scale envisaged by the Committee. It is hoped, however, to make a modest beginning in connection with this work during the coming year by setting up a small special section of the Department of Industries for the collection and dissemination of commercial and industrial information. Further, the Government has under consideration a scheme for conducting a capacity survey of the industrial resources of the Province. Such a survey would probably take two years and the present time, when a good deal of the requisite information has been already collected both by this Government and the Government of India in connection with war supplies, should be a favourable opportunity.

(Summarised from communiqué dated 20-2-1941 issued by the Department of Information, Government of Bombay.) ✓

Industrial Research Utilisation Committee constituted by the Government of India: 1st Meeting held on 1-2-1941 at New Delhi. ✓

Reference was made at page 13 of our March 1940 report to the constitution and functions of the Board of Scientific and Industrial Research. The Department of Commerce, Government of India, in a notification dated 1-2-1941 points out that valuable results have already been achieved from the research schemes instituted at the instance of the Board or conducted at the Central Government's laboratories at Alipore, Calcutta, ~~has been already~~ and that the possibility of their industrial utilisation has been proved to the satisfaction of the Board. The Government of India, therefore, considers that the time

has come to decide how best these results can be utilised in practice and has come to the conclusion that it should take the advice, in this connection, of a Committee of non-officials to be called the Industrial Research Utilisation Committee. The Committee will be presided over by the Honourable Diwan Bahadur Sir A. Ramaswami Mudaliar, Member of the Executive Council in charge of the Departments of Commerce and Labour, and it will consist of 10 non-officials and 7 members of the Board of Scientific and Industrial Research.

Functions of the Committee.- The functions of the Committee will be to advise the Central Government on— (i) the selection of the particular industrial concern or concerns to which the results of research schemes should be made available for utilisation, (ii) the terms and conditions, including the question of payment for royalties, etc., on which this can be done, (iii) the question of the division of the royalties on patent rights, which will vest in the Central Government, as between the Central Government on the one hand, and, on the other, the Provincial Governments, institutions, and scientists responsible for the research, and as among the scientists themselves; and (iv) generally, the best methods whereby the industrial development of the research can be undertaken and an equitable arrangement made for securing that the services of the scientists concerned are adequately rewarded. The Central Government will be the final authority to decide how the results of research schemes placed before the Industrial Research Utilisation Committee will be utilised and by whom, and on all other matters on which the advice of the Committee is sought.

(Resolution No. 148-Ind (63)/40 dated 1-2-1941:
The Gazette of India, Part I, dated 1-2-1941,
pp. 160-161.) *

First Meeting of the Committee on 12-2-1941.- The first meeting of the Industrial Research Utilisation Committee was held at New Delhi on 12-2-1941; the following is a brief summary of the conclusions reached at the meeting:

(1) Conditions for Utilisation of Research Schemes by Industrial Concerns.- Research schemes which can be exploited without much capital investment or the erection of plant and machinery or as cottage industries and are of general public benefit, may be released to the public without any conditions regarding royalty being attached thereto. With reference to other research schemes, applications should be invited on the widest scale possible from those ^{interested} in the development of such research schemes. Where there is no question of patent rights with reference to a research scheme and only a secret process is involved in its utilisation, such secret process may under certain specified conditions be handed over to any industrial concern or concerns. Where a research scheme has been handed over to more than one concern and further research conducted at the instance of any of these concerns, the results of such further research should be given to all the concerns to whom the research scheme has been handed over for exploitation. ~~The Department of Commerce, Government of India, in a notification dated 1-2-1941~~

The Government will have the advice of an ad hoc committee in the selection of the concerns or concerns which will utilise the research scheme.

2) Allocation of Royalties.- The question of allocation of any royalties as between the Central Government and any Provincial Government or institution may be left to be ~~is~~ decided by the Central Government in consultation with a Provincial Government or institution, if necessary on the merits of each case. The distribution of that portion of the royalty, which is allocated to the scientists responsible for the research will be on the basis of equality among the scientists associated with that research. The committee has recommended that royalty received by the Central Government may be constituted into a separate fund for the further development of industrial research.

3) Utilisation of Research Work re. Basic Trades.- As regards the results of research that appertain to some basic trade of general importance, the Government may undertake its utilisation either directly or through a new concern promoted in which the Government may be represented through directors or impose such control as ~~is~~ may be necessary on the concern for achieving the object in view, namely, the availability of the basic product to all industries requiring it at normal prices, etc.

4) Supply of Information.- The committee recommended that there should be an organisation which will be in charge of the results of the various researches and which would give all the necessary information to applicants who wish to utilise these researches. The Committee also approved a proposal to publish a journal entitled the Indian Industry under its own auspices containing information relating to industrial research and its utilisation. The lines on which the journal should be conducted, including the question of an editorial committee which ~~will be in charge of the journal~~, will be the subject of recommendations at the next meeting of the committee.

(The Hindustan Times, 14-2-1941.) ✓

Depressed Condition of Textile Industry in Bengal:
Millowners' Association's reply to inquiry by Chief Inspector of
Factories. ✓

The state of the piece-goods trade and the difficulties connected with the cotton mill industry in Bengal during the year 1940 were described in a letter addressed by the Bengal Millowners' Association to the Chief Inspector of Factories, Bengal, in reply to an inquiry received from him.

Fall in Purchasing Power of Masses.- The reply points out that, while, generally speaking, there was no change in the level of wages and working hours in the cotton mill industry during the year, the piece-goods market remained in a depressed state. Stocks with mills continue to accumulate and mill activity fell perceptibly. The slump in commodity prices and the consequent fall in ~~the~~ the purchasing power of the masses was mainly responsible for the continued weakness of the cloth market.

Aggravating Factors.- The depressed state of the ~~the~~ textile industry, it is further pointed out, was considerably aggravated, apart from a phenomenal rise in the prices of essential raw materials, dyestuff, chemicals, mill stores, machinery and machine parts, required by the industry. Governmental measures like control of prices, excess profits tax, enhancement of freight rates and coal surcharges, various ~~new~~

new taxation measures - both Central and Provincial - and the import trade control policy, among other factors, had highly unfavourable reactions on the cotton mill industry in Bengal; ~~during the year under report. - The financial weakness~~ of the province. It is also mentioned that the serious shrinkage in credit facilities due to the enforcement of the Bengal Moneylenders Act and the Bengal Agricultural Debtors' Act, affected the industry very adversely during the year, ~~1940.~~

(The Amrita Bazar Patrika, 16-2-1941.) ✓

Working Class Cost of Living Index Numbers for Various Centres in India during November 1940. ✓

The index numbers of the cost of living for working classes in various centres of India registered the following changes during November 1940 as compared with the preceding month:-

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in November 1940 remained stationary at 113. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during November 1940 rose by 2 points to 81. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during November 1940 rose by 2 points to 77. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: January 1927) of the cost of living in Nagpur in November 1940 fell by 2 points to 73. The average for 1939 was 63 as against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in November 1940 remained stationary at 72. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during November 1940 rose by 1 point to 110. The average for 1939 was 100.

(Extracted from the Monthly Survey of Business Conditions in India for November 1940.) ✓

The Railway Budget for 1941-42 was presented in the Central Assembly on 19-2-1941 by Sir Andrew Clow, Member for Communications, Government of India. The results of the financial working of railways for 1940-41 are indicated below:-

| <u>Revised Estimates for</u> <u>1940-41.</u> | <u>Rs. in millions</u> |
|---|------------------------|
| Income | 1092.5 |
| Expenditure | <u>946.6</u> |
| Revised surplus | 145.9 |
| | |
| <u>Budget Estimate for</u> <u>1941-42.</u> | |
| Income | 1090.3 |
| Expenditure | <u>972.0</u> |
| Estimated Surplus | <u>118.3</u> |

Sir A. Clow's Speech.- In his speech, introducing the Budget, Sir Andrew Clow announced no important changes in rates and fares, but a hint was given that revision of certain rates, such as the reduction of the surcharge on coal by 5 per cent. and the revision of the rebate allowed with a view to encourage the export of wheat, was engaging the attention of the Railway Board.

Repercussions of the War.- Reviewing the effects of the war on the working of the railways, he said:

On the railways, as on our big industries, the war has had far-reaching effects. These have been, on the financial side, mainly beneficial.

A certain number of officers and men have gone to join the fighting forces; a great many more are engaged in ancillary war work. Whole workshops have been turned over to military needs, and those we retain are producing, in increasing quantities, various war requirements. These range from a whole ambulance train to small parts of shells, and include articles used in clothing, feeding, arming, transporting and housing the fighting forces. We have also had to provide for war needs out of what we were using ourselves. The most important development here has been the dismantling of nine, out of eighteen, unremunerative railway lines for shipment overseas.

We have also had to defer hopes and in particular the hope of seeing the manufacture of broad-gauge locomotives undertaken as a large scale industry. The heavy demands for skilled labour, machine tools and materials resulting from the immense expansion in the production of munitions and other military requirements made it out of the question to embark at this stage on a new large-scale industry, and the workshops which we regarded as most

suitable for the purpose has been completely turned over to war work.

Conditions of Work and Dearness Allowance.- Dealing with the conditions of work and wages of the railway staff, he said that, in most cases, they have to work harder, to deal with many more passengers, to transport increased goods, and to meet urgent and important demands from the military authorities. The surplus in 1940-41 of Rs.149.5 millions was the highest surplus attained in any year since railway finances were separated. The working expenditure for 1941-42 would be Rs.686 millions, an increase of Rs.184.9 millions over the revised estimate of 1940-41, but the largest item in this increase, it was pointed out, represented a possible provision for war allowances. (For further information about dearness allowance see section: "Social Policy in War Time" of this report.)

(The Hindustan Times, 20-2-1941.)+ ✓

Budget of the Government of India for 1941-42 + ✓

The Budget of the Government of India for 1941-42, excluding the Railways, was presented in the Legislative Assembly on 28-2-1941 by Sir Jeremy Raisman, the Finance Member. Increases in the Excess Profits Tax rate, the duty on matches, ^{and} the import duty on artificial silk yarn and thread and ^{any} ~~the~~ excess duty on pneumatic tyres and tubes are the salient features of the Budget. A brief summary of the financial position, as disclosed in the Budget, is given below:

Actuals for 1939-40: The actual surplus for 1939-40 was Rs.77.7 millions against the revised estimate of Rs.9.1 millions.

Revised Estimates for 1940-41:

| | | |
|---|-----|---------------------------|
| Revenue | ... | Rs.968.5 millions |
| Expenditure | ... | <u>Rs.1121.3 millions</u> |
| Deficit | ... | Rs.152.8 millions |
| Less ^{Deduct} surplus of 1939-40 added to Revenue Reserve Fund. | | <u>Rs. 68.6 millions</u> |
| Net Deficit | | Rs. 84.2 millions |

Estimates for 1941-42 on basis of Existing Taxes.

| | | |
|---------------------|-----|---------------------------|
| Revenue | ... | Rs.1063.9 millions |
| Expenditure | ... | <u>Rs.1268.5 millions</u> |
| Prospective deficit | | <u>Rs. 204.6 millions</u> |

New Taxes.- Increase in Excess Profits Tax rate from 50 per cent. to ~~66~~^{66 2/3} per cent. (yield Rs. 25 millions); increase in Central surcharge on incomes from 25 per cent to $33\frac{1}{3}$ per cent. (yield Rs. 19 millions); doubling excise duty on matches (yield Rs. 15 millions); increase in the import duty on artificial silk yarn and thread from 3 annas per lb. to 5 annas per lb. (yield Rs. 3.6 millions); and imposition of a new excise duty of 10 per cent. ad valorem on pneumatic tyres and tubes (yield ~~Rxx~~ Rs. 3.5 millions). Total estimated yield of new taxation is Rs. 66.1 millions.

Budget estimates for 1941-42

| | | |
|-------------|-----|---------------------|
| Revenue | ... | Rs. 1130 millions |
| Expenditure | ... | Rs. 1268.5 millions |
| Deficit | | Rs. 138.5 millions. |

(The Gazette of India Extraordinary dated 28-2-1941, pages 125 to 139.) ✓

Indo-Burma Trade Negotiations: Indian and Burmese Delegations meet at New Delhi on 4-2-1941. +

After the political separation in April 1937 of Burma from India, the trade relations between the two countries were governed by the Indo-Burma Trade Regulation Order, 1937, which provided that commercial relations would continue on a free trade basis as before. The Government of Burma had some time back, however, given an year's notice of its intention to terminate the Trade Regulation Order on 31-3-1941, mainly because it desired to impose import duties on Indian goods for revenue purposes. To conclude a new agreement, trade talks were initiated at New Delhi on 4-2-1941, between the Government of India delegation, headed by Sir Ramaswami Mudaliar, Commerce Member, and the Government of Burma delegation, headed by the Hon'ble U. Saw, Premier of Burma.

Indian opinion favours the continuance of commercial relations on a free trade basis. The Hindustan Times, in an editorial on the subject in its issue of 11-2-1941, observes:-

"It is well known that the existing trade agreement between the two countries, governed by the Trade Regulation Order of 1937, has operated very largely to the advantage of Burma. The balance of trade has always in the past been to the advantage of Burma, for even in the current financial year the value of Burma's exports to India has been very nearly double that of India's imports into Burma. Still

if there is a desire in this country to maintain the status quo, it is largely because of the anxiety to maintain friendly relations between the two countries and promote trade to mutual advantage. Indian products, which are exported to Burma, as has often been pointed out, do not compete with any of Burma's indigenous industries. There is the imperative need also to remember that the question of ~~the~~ trade agreement between the two countries is intimately connected with the general question of the treatment of Indians in Burma".

(The Hindustan Times, 11-2-1941)

The negotiations have not yet been concluded. (The views of the Premier of Burma on the main problems connected with Indian immigration into Burma are summarised in the section: "Migration" of this report).

Extension of Maternity Benefit Legislation to Women in Coal-Mines: Views of Indian Mining Association. ✓

Reference was made at pages 4 to 7 of our January 1941 report to the consideration by the Second Labour Ministers' Conference of a proposal to extend maternity benefit legislation to women employed in coal mines. In ~~this~~ that connection the Government of Bengal had asked the Indian Mining Association for a report on the matter, and, in particular, on the following points:- (1) whether the employment of women workers in coal mines is continuous or not; (2) whether any maternity benefits are paid by the employers voluntarily and, if so, particulars thereof; (3) whether any medical or hospital facilities are provided by the employers; and (4) the average daily or weekly earnings of a woman worker.

Reply of Mining Association.- After consultations with the members, the Association sent the following replies to the above questions:-

1. Continuity of work of women.- Women are employed on the surface only and continuous work is available to them as shale-pickers, supplying coal to the boilers, carrying ashes from the boilers and loading railway wagons. Their attendance at work is, however, very irregular and they often absent themselves for long periods during the cultivating season and again at the time of harvesting. Women are also employed by masons and earth cutting contractors, but this labour cannot be considered continuous as they are employed only when required.

2. Present Position regarding Maternity Payments.- Payment of maternity benefits is not general throughout the coalfield, but payments are made by a large number of collieries; and where these payments are made they vary between the different collieries. The usual payment made at the time of confinement is Re.1/- and some collieries pay, in addition, an allowance of Re.1/- to Rs.2/- per week for periods ranging from 2 weeks to 4 months.

3. Medical Facilities Provided. At all collieries free medical attention is ~~given~~ given, whilst at some collieries hospital facilities ^{also} are provided for the workers. The hospitals are, however, not made use of to any great extent by women, as at the time of their confinement they prefer to have the services of "dais" rather than place themselves under the care of the colliery doctor.

Maternity clinics are run by the Bay Health and Welfare Societies in the various centres of the Ransegunge Coalfield and a trained midwife and "dais" are provided by the Mines Board of Health for each clinic under the supervision of a Lady Superintendent. These persons carry on ante-natal and post-natal examinations of the mothers free of charge.

4. Wages of Women Workers.- The daily earning of women workers varies between Re.0-3-6 to Re.0-5-0 according to the nature of the work.

(Extracted from printed Proceedings of a Meeting of the Committee of the Indian Mining Association held on 23-1-1941.) ✓

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EMPLOYMENT, UNEMPLOYMENT AND VOCATIONAL TRAINING

Working of the Bihar Employment Bureau in 1938-39.

The Employment Bureau, started by the Government of Bihar under the supervision of the Director of Industries, Bihar, in 1935 on an experimental basis, completed the fourth year of its working in 1938-39.

Below is given a brief account of the work done by the Bureau in 1938-39:-

Registration of names of unemployed.- The Bureau registered ~~under~~ during the year under report 976 candidates possessing different qualifications making a total of 2,624 candidates registered up to 31-3-1939.

Finding employment and keeping in touch with industrial concerns.- The Bureau addressed 1,200 industrial concerns situated in Bihar and outside but which have interest in the province in respect of different industries.

Publicity of vacancies.- The Bureau gave wide publicity to 625 vacancies occurring in the administration of the various railways ~~running through the province~~, as also vacancies advertised by the Federal Public Service Commission and by the various departments of Government.

Advice to students and their guardians.- Approximately 3,000 students and their guardians were advised not only regarding employment prospects in different industries and professions, but also regarding the kind of ~~qualificational~~ education to be imparted to young men.

Census of Unemployed.- All the educational institutions in Bihar were addressed to furnish a complete list of educated unemployed for the purpose of making a census of unemployed in the province.

Arrangement with different firms for taking Government apprentices
The Bureau, during the year under report, wrote to several firms situated in the province and outside from whom purchases of stores are made to accept apprentices nominated by the Department. The Bureau was ~~not~~ successful in fixing up 20 apprentices in the various electric supply companies. Some electric supply companies, though they are not bound by conditions in the licenses granted to them to accept apprentices, voluntarily agreed to take apprentices.

Requisitions for hands.- As a result of the efforts made by the Bureau, requisitions for 846 hands were received during the year under report making a total of 2,100 hands requisitioned up to the 31st March 1939.

Appointment and apprenticeships Secured.- 181 persons were secured appointments or apprenticeships, making a total of 525 persons appointed up to ~~the~~ 31-3-1939.

Apprentice scheme.- A scheme for launching an apprentice scheme for imparting both theoretical and practical training to young men of the province was formulated in accordance with the resolution passed by the Employment Board at its meeting held on 4-6-1938, and was submitted to the Government for approval.

(Extracted from Chapter X of the Annual Report of the Director of Industries Bihar, for the year 1938-39. Superintendent, Government Printing, Bihar, Patna. 1940. Price As.12. pp. 89+4.) ✓

Revision of Madras Famine Code: Recommendations of Enquiry Committee and Government's Orders thereon. ✓

Below is given a summary of the report submitted by the Committee of Officials and non-Officials, with Mr. C.A. Henderson, I. C.S. as Chairman, appointed in May 1938 by the Government of Madras to suggest measures for the prevention and mitigation of famines and for the revision of the Madras Famine Code, with special reference to the principles of famine relief, the scale of wages and allowances to be allowed to workers and dependents and the nature of work to be undertaken for relief works; the orders issued by the Government of Madras on the more important recommendations of the Committee are also briefly noticed. The report submitted in November 1938, was recently published by the Government.

The report is in two sections; Section I contains the suggestions of the Committee for the economic uplift of the districts liable to famine; Section II contains its recommendations for the amendment of the existing provisions in the Famine Code.

Economic Uplift of Areas liable to Famine.- The Committee's recommendations for the economic uplift of the Ceded Districts and other areas liable to famine cover a wide field and deal with the possibilities of development of cottage industries, large scale industries, the execution of irrigation projects, and other matters affecting irrigation and the promotion of measures of agricultural improvement. The Committee also advocate the establishment of a Ceded Districts Economic Development Board. The Government observe that many of the measures recommended were already under their consideration, that various steps had already been taken in the directions advocated, and that, in any case, the suggestions mostly involve a continuous process of development and are consequently not susceptible of "final orders."

Thus, with reference to the Committee's recommendation for organisation of cottage industries to provide employment for unemployed members of families of agriculturists and for agriculturists

themselves at times when there is no work on the land, the Government points out that it has already made a survey of the cottage industries of all districts and have directed all Collectors to make detailed reports, in consultation with their periodical conference, on the manner in which the development of cottage industries can be furthered. Four such ~~industries~~ reports have been received. An officer was deputed to Japan to study methods there and his report is under consideration. The Government also contemplate amending the State Aid to Industries Act to expedite the grant of small loans to cottage and village industries.

Amendment of Famine Code: Widening of Scope of Relief and Increase of Wages and Allowances.- The Committee's proposals for the amendment of the Famine Code are the result of exhaustive enquiries, visits to famine camps and consultations with experts. They include recommendations for widening the scope of famine relief and for considerable increases in the wages and allowances paid to the distressed.

The Government agrees with the Committee that object of State intervention should be not merely to prevent loss of life, but should also extend to protection against physical deterioration and dispiritedness. It ~~they~~ also generally accepts the Committee's suggestions for various improvements in the present system of preparing famine programmes.

Public Works and Test Works.- The Committee recommends the continuance of the present policy of expanding ordinary public works as the first measure for provision of employment in the event of a threatened famine. It also approves of the use of test works, with ~~conditions more stringent than on relief works~~, as a criterion of distress to test the need for relief works, and is opposed to any considerable relaxation of the conditions governing such works. It recommends, however, that test works may be dispensed with where expanded public works have attracted labour in sufficiently large numbers. The Government finds itself unable to accept the last proposal which is opposed to the views of the Famine Commission of 1901, as it considers that public works are not a sufficiently reliable criterion of distress, but agrees with the Committee that the maximum period of test works may be limited to one month.

The Committee has examined various suggestions for providing famine relief works by works which will be of more appreciable benefit to the community than stone-breaking which is the form that relief work commonly takes at present. It considers paddy-pounding generally unsuitable and spinning and hand weaving unsuitable for relief on a large scale. The Government agree with the Committee's view.

Improved Diet Scale for Workers.- The Committee has made suggestions, in consultation with dietetic experts, for the increase of the diet scale of workers and dependants so as to provide the best balanced and most nutritious diet possible. The ~~1~~ more important changes are an increase of the vegetable ingredient allowed, an addition to the grain allowance for adult workers, more fats for children and an increased diet for dependants generally. The Committee's proposals were put into effect during the latter part of 1939 in the famine camps in Coimbatore District and proved generally satisfactory.

Abolition of Grain Equivalent System.- The Committee recommends the abolition of the Grain Equivalent System, under which the items of the prescribed diet scale, other than grain, were represented for purposes of easy calculation in the form of the number of tolas of grain which would cost the same amount as the items of diet in question, and wages were calculated accordingly on the prices of grain. The Committee points out that the ratio between the prices of other articles and of grain has altered considerably since the grain equivalent was fixed, and recommends that wages and allowances should be calculated on the actual prices of each of the items of diet separately on each occasion of famine. The Committee's proposal was adopted during the Coimbatore Famine and found to be practicable, and it is accepted.

Increased Cost of Relief.- The Government observes that the financial effect of the increase in the diet scale and the abolition of the Grain Equivalent System in Coimbatore was to increase the average cost of relief per worker per day from 1 anna 4.26 pies on the old scale to 1 anna 5.004 pies on the new scale ~~or by~~ or by 4.6 per cent. The average cost of relief per dependant per day rose however from 5.420 pies on the old scale to 8.165 pies on the new scale or by 51 per cent.

Recommendation for Enhanced Cash Payment not accepted.- The Committee recommends the grant of an extra pice to workers for butter-milk and firewood. The Government observes that if this proposal had been adopted in Coimbatore along with the other changes recommended, the average cost of relief per worker per day would have been 1 anna 8.004 pies, representing an increase of 23 per cent. over the cost according to the old scale. In Coimbatore, workers constituted 88.5 per cent. of the total number relieved, and the cost of their relief represented 92.98 per cent. of the total cost incurred on wages and allowances. The increase proposed would, therefore, be felt over almost the whole range of famine expenditure and would very seriously increase the already heavy cost of famine operations, and in view of the improvements already sanctioned and the cost which they will involve, the Government is unable to accept the proposal.

Compensation for Accidents
~~XX~~- The Committee recommends that when accidents occur on ~~test~~ or relief works involving loss of life or serious injury, compensations should be paid as if the workers were entitled to compensation under the Workmen's Compensation Act. The Government has examined their legal liability in this regard, and are advised that coolies who merely collect stones are not workmen within the meaning of the Act, but that those employed on the construction or repair of roads come under it. It considers that as famine operations are not undertaken in the interests of the employer and are already a serious expense on the public funds, it is unnecessary for them to shoulder any further legal liability, and proposes to continue the present practice, whereby cases which do not fall within the Act are considered on their merits and dealt with when suitable by ex gratia payments.

Dole after Closure of Relief Works not granted.- The Committee recommends that workers, like dependants, should be given a dole of a fortnight's wage on the closure of relief works. The Government is not convinced of the need for this dole, and observed that it may induce workers to remain on the works to obtain the dole, and would thereby complicate the question of closing down works and ~~they are~~ unable to accept it.

Government answers Press criticism.- The Government of Madras has issued a Press Note (Press Note No. 29 dated 20-2-1941) in answer to the criticisms made in the Madras press on the orders issued by the Government on the report. The principal criticism is that the Government had adopted a policy of laissez-faire on the recommendations; the Government refutes this allegation and points out that action has already been taken on several recommendations and that of the other recommendations several are not of a type on which final orders can be passed immediately.

Dealing with the criticism that the decision to continue to use test ~~markxxx~~ works as a criterion of distress is undesirable, the Government says:

"The Committee did not recommend the abolition of test works, but on the other hand agreed with their use as a criterion of distress. It only advocated ~~that-wages-on-test-works-are-lower-than-on-relief~~ dispensing with them in special circumstances. The statement that wages on test works are lower than on relief works is not correct. As was observed in the order, the same wages are paid to workers on test works as on relief works, but no wages are paid to workers for rest days, and the daily task is greater and no allowances are granted to dependants of workers, though they are permitted in the case of the destitute other than dependants of workers. The amount of wages paid varies with the price of the commodities included in the diet scale. The wage earned by an individual worker on a Famine work is apt to give a misleading impression of the extent of the relief granted. Every member of the family of a worker on a relief work is entitled to a regular allowance every day that the famine lasts and families are frequently better off during this period than they are in non-famine times when employment is sometimes intermittent and only a few members of the family are earning anything." ✓

Legislation to ensure adequate Personnel in Utility Services: Bengal Government's Move. ✓

According to an Associated Press message from Calcutta, the Minister for Finance and Labour, Government of Bengal, convened a meeting on 3-2-1941 of representatives of public utility concerns in Calcutta to discuss a Government proposal for the introduction of legislation in the near future to ensure an adequate supply of personnel essential for the maintenance of public utility concerns in the City.

(The Bombay Chronicle, 5-2-1941.) ✓

Problems of Indian Emigrants in Burma:
Burmese Premier outlines Remedial Measures. ✓

~~Mr.~~ U. Saw, Premier of Burma, who had come to India on official mission in connection with the Indo-Burma trade talks, in the course of an interview given to the Associated Press in the first week of February dealt with the problems of Indians in Burma and the measures taken by the Government of Burma to improve the conditions of life and work of emigrant Indian labour. The main points brought out in the interview are summarised below:-

Four main Problems.- The four main problems confronting Burma today, all of which, curiously enough, are connected with the presence of Indians in the country are: (1) The agrarian problem for the solution of which has been enacted the Burma Land Purchase Bill; (2) Inter-marriage between Burmese women and non-Burmans; (3) Industrial labour; and (4) Indian immigration into Burma.

The Burma Land Purchase Bill.- The object of the Burma Land Purchase Bill was for the State to purchase at a fair price land from absentee landlords in suitable areas, and to distribute it to landless cultivators without racial discrimination. The Bill made no distinction between Burmese landlords and Indian landlords, ^{and would affect Burmese landlords} to a much greater number than Indian landlords. Burma has always been a predominantly agricultural country and until recently it was a country of peasant proprietors, the expressed policy of successive Governments for many decades past being to discourage large agricultural estates. In spite of this, the Shettians (a merchant community of South India) who, before the trade depression, had invested large sums in loans to agriculturists, now find themselves possessed of large areas of paddy lands in the principal rice growing districts of Lower Burma. In a predominantly agricultural country the possession of large areas of land by absentee landlords is attended by a grave risk to internal order, a risk which is enhanced where, as in the case of Burma, large areas of land are held by persons who are not only non-agriculturists but whose permanent residence is outside the country. The anti-Indian riots of 1931 and 1939 are in the final analysis attributable to this fundamental cause for economic dissatisfaction. The Indian landlords in Burma, as a class, are quite ready to co-operate, but there is considerable anxiety lest the machinery to be provided by the proposed legislation should be used in order to deprive land owners of a just price for their lands. The intention of the Bill is to give the owner of the land acquired for the purpose by Government the market value of the land in full at the time of the acquisition, and this value will be assessed by a specially appointed Land Commission. In response to Indian demand, it has been decided that appeals from the decisions of the Land Commissioner will be heard by a bench of the High Court consisting of ~~the~~ judges. The Bill has passed the House of Representatives, and is at present before the Senate.

Inter-marriage Problems.- In the past, the position was that where a Burmese Buddhist woman married a man belonging to another religion, the succession and inheritance law which applied to the parties to the marriage as well as to their offspring, was not the Burmese Buddhist Law but the law of the non-Burmese Buddhist party to the marriage. This position was at variance with the position in other countries. The position in Burma was intolerable to Burmese sentiment and the matter has been set at rest by the recent passage of the Buddhist Women's Marriage Act. The successful solution of this problem has destroyed another source of ill-feeling against Indians in Burma.

Emigrant Indian Labour.- Industrial labour conditions in Burma are now the subject of a detailed inquiry by two representative committees appointed by Government, one dealing with labour conditions in the oilfields and the other with industrial labour generally. (Vide page 53 of July 1939 report of this Office.) The Government of Burma is anxious to improve the conditions of Indian industrial labour in Burma, ^{as} those of Burmese industrial labour, and they will deal expeditiously and carefully with the recommendations which are expected from the two committees and hope thereby to solve the third great problem before them.

Indian immigration into Burma.- The solution of the various problems connected with this subject was investigated by the Baxter Commission on Indian Immigration. The report of this Commission was recently received by the Government of Burma and the important recommendations made by the Commission will shortly be considered by the Government of Burma, in consultation with the Government of India. Any measures of control or regulation found necessary will be reached to the fullest extent possible by the method of agreement between India and Burma.

(The Bombay Chronicle, 4-2-1941.) ✓

Indian Immigration into Ceylon:
Enquiry into Problem by Colonial Office. ✓

References have ~~have~~ been made in the previous reports of this Office to the various problems relating to Indian emigration to Ceylon, culminating in the recent Indo-Ceylon exploratory talks and their failure (vide pages 29 to 29a of our December 1940 report). It is understood that the Colonial Office has asked Major Granville St. John Orde-Browne, Labour Adviser to the Colonial Office, to investigate the problem and that Major Browne is arriving in Ceylon shortly for a six weeks' stay.

(The Hindu, 24-2-1941.) ✓

Failure of Indo-Ceylon Negotiations:
Government of India's Communiqué re. November 1940 Exploratory Confer-
ence. +

On 11-2-1941, the Government of India issued a ~~XXXXXX~~ communiqué to the effect that fundamental differences on the question of the status of Indians resident in Ceylon had led to the failure of the Indo-Ceylon Exploratory Conference of November 1940 (vide pages 18-19 of November 1940 report); the report of the Ceylon delegation to the Conference and the verbatim report of the discussions at the Conference had also been published.

Government of India's Communiqué.- The Government of India's communiqué points out that at the Exploratory Conference, the Indian Delegation took the point of view that full citizenship rights ~~XXXX~~ covering the whole political and economic field, could legitimately be claimed by all Indians who could establish proof of a prescribed period of residence and of a permanent interest in that country, and suggested that (a) five year's residence and (b) a permanent interest in Ceylon, both tests to be satisfied by some set of easily ascertainable facts, should entitle Indian emigrants to Ceylonese citizenship. The Indian delegation recognised, however, that certain specific reservations might have to be made in the special circumstances of Ceylon and were prepared to consider provisions regarding the right to enter Government service and the right to acquire land already mapped out under the Crown Lands Development Ordinance.

The Ceylon delegation, however, found themselves unable to accept the principle underlying the proposals of the Indian delegation. From an early stage the discussions had revealed that they, the Ceylon delegation, laid great emphasis upon the necessity, however unpleasant, of restricting the employment of Indians in all spheres, including estates.

The conversations were therefore discontinued, but the Communiqué points out that the desire of the Government of India that relations between the two countries should be placed on a firm basis of friendship and co-operation has in no way diminished and should a prospect of a resumption of negotiations with greater possibilities of success appear in the future they will be found ready to take advantage of it.

Ceylon Delegation's Report.- Explaining the Ceylonese point of view, the Ceylon Delegation's Report says: "Ceylon has already reached the point where she cannot support a reasonable standard of living for her people; her population is rapidly increasing with all the attendant economic problems and difficulties. Placed in these circumstances, Ceylon has no alternative but to restrict the number of non-Ceylonese to whom full rights of citizenship can be extended... The Indian proposals, not only widen the category of those who are entitled to full citizenship, but also grant the opportunity to acquire a domicile of choice to Indians now resident in Ceylon who have not completed five years' residence. In effect, therefore, Ceylon is to resign herself to the absorption of about a million Indians. With

their descendants, of course, that number will be greatly increased in the future."

(The Hindu, 12-2-1941).

Ceylon Governor's Intervention.- On 11-2-1941, the Governor of Ceylon sent a message to the State Council, placing on record that, in view of certain undertakings which have been given by the Government of Great Britain and the Government of Ceylon to the Government of India, he (the Governor) was bound to withhold assent in respect of any measure to which the Government of India has not agreed and of which the effect would be to deprive Indians of the benefit of any of the undertakings. One of these undertakings is: "Indians in Ceylon have the same legal right as members of the local population and they can acquire and hold land." Another undertaking is that Ceylon has no intention of altering the law to the detriment of Indians.

Sir Baron Jayatilaka, Leader of the State Council, moved adjournment of the House till March 1941, stating that the message had created an intolerable position. He said that, despite the Governor's warning, by March 4 framing of the necessary legislation restricting immigration would have been completed.

(Times of India, 13-2-1941).

Anti-Indian Legislation framed.- According to an Associated Press of India message dated 26-2-1941 from Colombo, two Bills one for regulating and controlling the entry of non-Ceylonese into Ceylon and the other for registration of persons in Ceylon who do not possess Ceylon domicile or origin have been approved by the Board of Ministers.

Press forecasts of the Bills, which are expected to be introduced in the State Council on March 4, show that the Immigration Bill requires immigrants to possess in addition to a passport one of the two kinds of permits issued by the Controller of Immigration. A-Class permit will entitle persons to enter Ceylon and reside in the country for an indefinite period while B-class permit will entitle the holder to reside for a definite period specified in the permit. Visitors to Ceylon and passengers passing through the ports will be allowed to enter on the usual passport. Every adult non-Ceylonese is to be registered under the second Bill.

The Times of Ceylon understands that the Government of India has sent a message to the Government of Ceylon, stating that ~~the~~ serious repercussions are likely to follow any unilateral action regarding the question of immigration, which, the Government of India contends, should form part of a general settlement of all Indo-Ceylon problems. The Board of Ministers, the paper adds, had this message while considering ~~and~~ the draft Bills, ~~which have now been approved.~~

(The Hindu, 27-2-1941.) +

Government Servants and Indebtedness:
U.P. Government's Order. ✓ +

The Government of the United Provinces had made the following amendment to the rule regarding insolvency and habitual indebtedness in the Government Servants' Conduct Rules:

A Government servant shall avoid habitual indebtedness. If a Government servant is adjudged or declared insolvent, or if a moiety of his salary is frequently attached for debt, has been continuously so attached for a period exceeding two years, or is attached for a sum which, in ordinary circumstances, he could not repay within a period of two years, he may, unless he proves that the insolvency or indebtedness is the result of circumstances which, with the exercise of ordinary diligence, he could not have foreseen or over which he had no control, and has not proceeded from extravagant or dissipated habits, be presumed to have contravened this rule. A Government servant shall forthwith report his insolvency to the head of the office or department in which he is employed.

(The Leader, 6-2-1941.) ✓ +

Bribery and Corruption among Government servants:
Findings of Burma Government Committee. ✓ +

The findings of the Bribery and Corruption Enquiry Committee appointed in 1940 by the Burma Government are now published, with a record of allegations of bribery made to the Committee against several Departments of the Government; the Committee attributes bribery, in part, to low salaries.

Main Recommendations.- After recommending certain changes in salary scales in the light of its enquiry, the Committee suggests that scales of pay should also be based on differences in standard of living in different districts. Other recommendations of the Committee are that all officers should report their gambling, winning and losses above a certain figure and that the annual confidential report on each officer should give certain facts about his way of life. Government must impress on officers that it is their duty to neglect no opportunity of detecting and punishing the taking of bribes and no penalty short of dismissal will meet the case.

Holding that the greatest single cause of corruption is the almost complete impunity with which it can be practised, the Report recommends a suitable modification of the relevant section of the Criminal Procedure Code which would give a measure of protection to a bribe-giver, who, in the Committee's opinion, is the less guilty party in the transaction. The Report points out: "We no doubt fear that prosecutions deter many bribe-givers who would otherwise come

forward with information against corrupt officers." The Committee observes: "Corruption is a deficiency disease due to want of public spirit among the public ~~and servants~~ and will fade off if Burma has a healthy and vigorous national life."

(The Hindu, 9-2-1941.). ✓

Development of Cottage Industries and Part-time Occupations:
Action taken by Bombay Government on Recommendations of Economic and
Industrial Survey Committee. ✓

The following information about the action taken by the Government of Bombay on the recommendations of the Bombay Economic and Industrial Survey Committee is taken from a press communiqué dated 20-2-1941 issued by the Director of Information, Government of Bombay. (The action taken by the Government in the economic and educational spheres are reviewed in the Sections: Economic Conditions and Education of this report; the principal recommendations of the Committee are given at pages 16-20 of the report of this Office for September 1940.)

Spare-time Occupations.- Under the present financial condition, the Government considers that for the agriculturist the most important work must be improvement of agricultural methods. To introduce satisfactorily on a reasonably good scale, spare-time occupations amongst agriculturists, large sums of money must be expended, which during the prevailing financial stringency, cannot be done. It may, however, be added that the Government has been doing a certain amount of work in connection with the part-time occupations of agriculturists. It has given during 1940-41 to the All-India Spinners' Association a grant of Rs.10,000 for the improvement of hand-spinning appliances. It has also given a grant to the All-India Village Industries Association for ~~the~~ organising such part-time occupations as bee-keeping, rope-making, etc. The grant to this Association also covers certain whole-time occupations like paper-making, button-making, coir-work and the like. The total grant to this Association for the ~~gr~~ current year is Rs.25,000. The Government has also sanctioned during the current year the establishment of a Sericultural Farm through the agency of the Department of Industries. If the work of this Farm proves to be successful, a sericultural industry can be started amongst agriculturists. The Department of Industry also maintains a certain number of weaving schools for agriculturists.

Fostering Hereditary Artisanship.- The Government is, however, of the opinion that the limited amount of money which is available for cottage industries should be devoted very largely to improving the conditions of the skilled hereditary artisans whose cottage industries are an integral part of the Province's economy. These artisans at present suffer badly from competition, lack of working capital, want of improved implements of production and training in their use. The Department of Industries is trying to meet these difficulties by organising peripatetic schools in various cottage industries. The Government hopes to make available to the artisans trained in these schools, improved implements at concessional rates and also hopes to be able to give loans to artisans for their working capital, etc. Marketing facilities have been organised by the Department of Industries in connection with the handloom industry in several districts. In the City of Bombay a composite Sales Depot has been started for the sale ~~Depot has been started for the sale~~ of the products of all cottage

industries. It is hoped to organise further composite sales depots in some districts in the coming year.

Cottage Vs. Large-Scale Industries.- The recommendation which refers to competition between cottage industries and large-scale industries may be divided into (1) exploration by the Department of Industries for the establishment and expansion of those cottage industries which do not compete with large-scale industries, (2) combination of large-scale methods of manufacture with some cottage processes, and (3) where competition exists between cottage and large-scale industries, division of the market between the cottage and large-scale industries. As regards (1) and (2) above, the Department of Industries is doing all that is possible with its present resources. These resources will be added to whenever possible from time to time. As regards item (3), the Committee has rightly pointed out that the Bombay Government cannot take any unilateral action.

As regards competition between cottage industries and small-scale industries, the Committee has, in the opinion of the Government, rightly said that it is not in favour of any restrictions being placed on the activities of the small-scale industries as such. Both small-scale and cottage industries have their legitimate place in the provincial economy and nothing should be done by State action to prejudice the chances of the former. The Government accepts this view. The Committee has considered the question of the handloom industry as being quite different from the rest of the cottage industries.

Financing of Cottage Industries.- In connection with the recommendation for financing the cottage workers, it may be stated that the Government has already made a modest beginning in the matter of financing cottage workers. Improved appliances such as furnaces for glass bangle-makers, tools for wood-carvers, etc., have been given to artisans at concessional prices and on extended terms of payment. The Government hopes to extend this principle to a number of other cottage industries and also advance in suitable cases working capital to be returned in instalments spread over a number of years. These facilities will, in the first instance, be given to those artisans who pass out from the Department of Industries institutions for training in the use of improved appliances. The Committee has recommended that in the event of finance not being possible through the help of the Co-operative Banks, the Government should sponsor a special organisation or a bank and if its funds are to be obtained from the public, both capital and interest should be guaranteed by the State. In the alternative, the Committee has suggested that the Government should place Rs.2.5 million at the disposal of the Cottage Industries Section of the Department of Industries for financing cottage workers.

(Communiqué No. P - 80, dated 20-2-1941 issued by the Director of Information, Bombay.) ✓+

PUBLIC HEALTH1st All-India Prevention of Food Adulteration Conference, Delhi, 21-2-41

The 1st All-India Conference for the Prevention of Adulteration of Foodstuffs was held at New Delhi on 21-2-1941, Mr. Shantidas Askuran, Member, Council of State, presiding.

Mr. Shantidas Askuran, in his presidential address, pointed out that the root-cause of adulteration of foodstuffs, principally of milk and milk products in India was shortage of foodstuffs. The action taken by the Governments and the municipalities had so far failed to check the evil, and in view of the fact that adulteration was spreading even in villages, some device was called for by which even a layman could detect adulteration, by difference in colour or smell. He suggested that local bodies should insist on a harmless colour being given to skimmed milk, and a heavy import duty should be levied on skimmed milk powder. Dealing with butter and ghee, he pointed out that, apart from fixing higher standards of tests, compulsory colourisation of vegetable products and other adulterants at the producing centres offered a practical and harmless solution.

Resolution.- The Conference passed a resolution inviting the attention of both the Central and the Provincial Governments and Indian States to the growing menace of adulterated milk and milk products and pleading for effective measures in the form of legislation to ensure supply of pure milk, butter and ghee to the public. The Imperial Council of Agricultural Research was asked to take note of the serious losses sustained by the cattle-keeping and breeding industry, resulting specially in a set-back to the efforts for the improvement of the dairy industry in the country. The Provincial Governments were urged to give effect to Food Adulteration Acts by making provision for opening of test houses and colouring of vegetable products on the lines of the Punjab legislation. The Conference called upon local bodies to enforce rigidly the existing law for the prevention of adulteration of foodstuffs.

The Conference appointed an All-India Committee to further the objects of the meeting, ~~Mr. Shantidas Askuran as its President,~~ and to organise provincial committees to conduct propaganda on its behalf.

(The Hindu, 22 and 23-2-1941.)

Recommendations re. Education of Bombay Economic and Industrial Survey Committee: Action taken by Bombay Government. ✓

The following information about the action taken by the Government of Bombay on the recommendations relating to education of the Bombay Economic and Industrial Survey Committee (for recommendations of the Committee see pages 16-20 of the September 1940 report of this Office) are taken from a press communiqué dated 20-2-1941 issued by the Department of Information, Government of Bombay.

Adult Education.- With regard to the proposals for the liquidation of adult illiteracy, a scheme of adult education was started by the Government of Bombay in 1937 with only 29 classes and, in order to spread the movement, the Government appointed a Special Committee to work out a detailed scheme. The Committee made certain recommendations and drew up an elaborate scheme involving expenditure running into ~~Rs. 100~~ millions. This report could not be accepted by the Government in view of the prohibitive cost. The Government, however, appointed a Board of Adult Education to submit for the approval to the Government a programme for the spread of adult education in the Province, to conduct propaganda for the removal of illiteracy and other forms of ignorance, and to encourage and supervise the publication of suitable literature for adult education. In consultation with the Adult Education Board, a scheme for the registration of workers and grants-in-aid to Literacy Classes was put into operation, and a sum of Rs.40,000 was placed at the disposal of the Divisional Inspectors at the rate of Rs.2,000 per district.

By the end of March, 1939, there were as many as 460 Adult Education Classes on the registered list with 13,800 adults under instruction and the total amount of grant paid was Rs.19,793. During 1939-40, the number of these classes rose to 2,300 and 13,200 adults were made literate. The total amount of grant paid to these classes was Rs.86,000, but roughly about Rs.27,000 was paid by way of an equipment grant. The average cost per literate amounted roughly to Rs.4-8-0. In view of the heavy cost the grant was reduced during the course of the year. This reduction caused a set-back and there was a fall in the number of classes. At the end of 1939-40, nearly 50 per cent. of the classes disappeared and only 25 per cent. of the adults attending the classes became literate.

The whole scheme is again under review with a view to seeing how the programme for the liquidation of adult ~~literacy~~ illiteracy in the Province can be carried out more vigorously.

Scheme of Basic Education.- The scheme of Basic Education, otherwise known as the Wardha Scheme, contemplates that the process of education should centre round some form of manual and productive work and that the training to be given should, as far as possible, be integrally related to the central handicraft chosen with due regard to the environment of the child. The craft is to be used as a medium to impart instruction in different subjects which remain the same as of old. Instruction through craft provides a motive for learning. As the scheme would materially alter the existing educational system,

the Government is at present trying it as an experiment in a few selected schools in certain compact areas. The Government is also by the payment of grants at the usual rate aiding the Basic schools started by local authorities and other private bodies outside the compact areas. The number of these schools is about 26.

Spinning has been selected as the basic craft. When children reach Standard V some of them will have agriculture as the basic craft. Later on, as and when the educational possibilities of other crafts (such as wood-work, tanning, leather work, paper-making, etc.) are explored, these will also be considered for employment as basic crafts. The Government has appointed a Special Officer to organise work in connection with the development of the scheme of Basic Education. The Government has also appointed an Advisory Committee for Basic Education to advise it on all questions relating to the subject. The experiment is likely to continue for about five years during which period the working of the schools will be observed to ascertain what modifications in the syllabus may be necessary for introducing the scheme on a mass basis, provided it is found otherwise suitable. The financial implications will also be kept in view during this time. Further expansion of basic education will depend upon the demand for this type of education and the experience gathered with regard to its feasibility and suitability.

Technical Education.- The Government realises the need for an increase in the number of technical institutions in the Province and the more even distribution of them. But in present circumstances it cannot itself undertake the establishment of new technical schools. It will, however, do all it can to help the advance of technical education in the Province by the institution of additional scholarships, by extending grants-in-aid to a larger number of technical institutes on their satisfying the necessary conditions, and by the further extension of the Apprentice Scheme already instituted.

(The action taken by the Bombay Government on the Committee's recommendations relating to economic matters and cottage industries are reviewed in the sections: "Economic Conditions" and "Co-operation" of this report.) ✓+

Encouragement of Adult Education in Bombay:
Recent Government Decisions. ✓+

The Government of Bombay has recently revised its policy regarding the organisation of adult education. In orders just issued, the Government states that adult education classes, as distinguished from home classes, should be the mainstay of the adult education movement and must be revived. Home classes are to continue, where circumstances are favourable, as it is understood that in a few areas, like Poona, some good has been done by them.

The Government has provided for a higher scale of grants-in-aid. It has, however, directed that the attendance limit of an adult education class for the purpose of a grant must be raised from 15 to 20 for men and from 10 to 15 for women. The result of these orders is that an adult education class fulfilling the required conditions will now receive an equipment grant not exceeding Rs.40 and a basic grant of not more than Rs.5 a month, plus a bonus of Rs.2 per illiterate adult student who satisfies the literacy test prescribed by the rules, or a maximum grant of Rs.4 per adult illiterate student who satisfies the literacy test in addition to the equipment grant.

The Government considers it very desirable to encourage local authorities and district associations to undertake the management of adult education classes. The services of primary school teachers should be availed of, where possible, for the teaching of such classes, and local authorities will be permitted to start classes, but care must be taken to see that the schools in rural areas get their fair share of the Government grant for such classes. As ~~regards~~ the grant available for adult education is limited, the Director of Public Instruction will regulate the opening of new classes so that the maximum value can be obtained from the funds available.

(Communiqué No. P-76 dated 17-2-1941
issued by the Director of Information,
Bombay.) ✓

Visual Education in Rural Areas :

C.P. to copy Bombay Scheme. ✓

Reference was made at page 40 of our January 1941 report to the visual education scheme for rural areas recently adopted by the Bombay Government. It is understood that the C.P. Government intends following Bombay's lead and an announcement to this effect was made by the Governor of the Province while addressing the annual general meeting of the C.P. branch of the Red Cross Society in the first week of February. Mr. C.M. Trivedi, Chief Secretary to the Government, and Mr. E. A. H. Churchill, Principal of the Agricultural College, Nagpur, will be visiting Bombay shortly to study the details of the Bombay scheme. The C.P. Government, it is understood, will endeavour to use films made in the Bombay province for health education by adapting them to suit the needs of the province.

(The Statesman, 2-2-41.) ✓

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The Punjab Primary Education Act, 1940.

(Act XVIII of 1940.) + ✓

The Punjab Primary Education Act, which was adopted by the local Legislature in 1940, received the assent of the Governor on 25-2-1941 and is published at pages 43 to 46 of the Government Gazette (Extraordinary), Punjab, dated 3-3-1941. The Act defines "School age", in the case of boys, as between 6 and 12 years, and in the case of girls as between 6 and ¹¹~~12~~ years, and penalises anyone who continues to employ after due warning a compulsory scholar and prevents him from attending ~~the~~ school. + ✓

Wages . ✓Dearness Allowance for Railway Workers:
Court of Enquiry's Report under consideration by Government
of India.

The findings of the Court of Enquiry set up to investigate the question of dearness allowance for railway workers were summarised at pages 42-43 of the January 1941 report of this Office.

On 8-2-1941, the representatives of ^{the} All-India Railwaymen's Federation met Sir Andrew Clow, Communications Member, and Mr. L. Wilson, the Chief Commissioner for Railways, and discussed the report, but no conclusions were reached. It appears that the acceptance of the Court's recommendations for the grant of a dearness allowance of Rs.3 per month would, if applied to railway workers in all State Railways getting Rs.30 per month in urban areas and Rs.25 in rural areas, cost the Railway exchequer Rs 16 millions and would go up to Rs 20 millions in case of the Federation's demand for the extension of its benefits to all employees getting Rs 25 to Rs 100 per month being accepted.

(The Hindu, 10-2-1941.)

On 27-2-1941, Mr. Miller, a member of the ~~the~~ European group, initiated in the Central Assembly discussion of the Court of Inquiry's report by moving a cut motion on the Railway Budget. He criticised the Court's handling of the statistical evidence, particularly of the figures compiled by the Bombay Labour Office, and contended that the evidence in support of the Court's findings that a 11 per cent. increase in the cost of living had occurred was flimsy. He indicated the European's Group's opposition to any suggestion that allowances given should be included as an integral part of wages and stressed the advisability of maintaining a permanent or semi-permanent panel of persons with experience of labour conditions and in constant contact with them, who could act on courts of enquiry such as the one presided over by Sir B.N. Rau.

Mr. N.M. Joshi expressed the wish that the Court had not confined its enquiry or findings to those getting Rs.35 and below, but had taken into consideration the case of men getting Rs.50 also. He detected an undercurrent of opinion in the report in favour of extending the allowance to employees getting Rs.50. These allowances were not going to make the employees better off than before; they were intended only to prevent the standard of living going down. Many employers were making large profits out of the war and he deprecated the attitude of the European Group in opposing any compensation being made to men whose standard of living was going down. He urged the Government to come to a decision quickly as there were already evidences of unrest among the men.

Sir Andrew Clow, Communications Member, replying to the debate, expressed disagreement with the view that the Government, having appointed the Court, ~~and because that Court was composed of distinguished men~~ should accept its views. The Court had not taken into consideration certain factors which were reserved for the Government

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to consider, such as the capacity to pay and the danger of certain sheltered trades building up wage standards out of consonance with conditions outside that shelter. He added that the plea of sacrosanctity for the findings of the Court was not convincing when those who advanced that plea themselves wanted the Government to go beyond the recommendations of the report and apply them to men drawing higher salaries.

(The Statesman, 28-2-1941).

No decision has been yet reached, but the Railway Board is in consultation and correspondence with the A.I.R.F. on the subject.

Dearness Allowance for Low-Paid Government Employees:
Bombay Government considering Grant.

The Government of Bombay is considering the payment of a dearness allowance to low-paid Government employees. The main details under consideration are understood to be what class of employees should benefit by the scheme, the rate of allowance and the date from which the payment of allowance should come into force.

The question of the payment of a ~~small~~ dearness allowance has been before Government since the outbreak of war, and when it was first raised Government decided to open cost-price grain shops to give relief to employees from the rise in the prices of foodstuffs. With the publication recently of the report of the Railway Inquiry Court recommending the payment of a dearness allowance of Rs.3 per month to employees of the G.I.P. Railway whose incomes are below certain specified "subsistence levels", the subject again came to the forefront.

In this connection, it may be pointed out that according to a recent announcement of the Government of ~~Bombay~~, about 66,000 of its employees drawing a monthly salary of Rs 30 or less are to be given a dearness allowance of one rupee per month from February 1941.

(The Times of India, 17-2-1941.)

Compensation for War Injuries.

Compensation for War Injuries of Indian Seamen:
Resolution for Payment from Central Revenues moved by Commerce
Member in Central Assembly.

On 25-2-1941, Sir A. Ramaswamy Mudaliar, Commerce Member, Government of India, moved the following resolution in the Indian Legislative Assembly:-

"This Assembly recommends to the Governor-General-in-Council to take steps to establish schemes providing for the payment from Central revenues of compensation in respect of war injuries and war damage to effects sustained during the period of the present emergency by masters and seamen employed on seagoing ~~maritime~~ services on ships registered in British India under the Bombay Coasting Vessels Act, 1938, or under the Indian Registration of Ships Act, 1841."

In his speech introducing the resolution, the Commerce Member pointed out that rates of compensation had been provided by His Majesty's Government for seamen on British ships registered in the United Kingdom, and that these rates had been extended to Indian seamen on ships on the Indian register but coming under the British Merchant Shipping Act. These ships were big ones and the scheme of compensation did not apply to smaller vessels ranging from 3 tons to 200 tons and ~~number~~ numbering over 77,000 which plied in Indian coastal and inland waters. The possibility of war damage to these was still remote, but if danger should come nearer, a scheme for extending compensation to seamen on these craft analogous to the one applicable to the bigger vessels should be ready to be applied. The resolution sought the Assembly's sanction for the establishment of suitable schemes for this purpose.

Several members participated in the discussion that ensued.

Sir Yamin Khan, supporting the demand for an opportunity for the House to consider the detailed scheme, asked that if any ship on the Indian register was chartered by the British Government for its own purposes and if Indian seamen on it suffered damage, compensation should be paid by His Majesty's Government.

Mr. Baijnath Bajerla, while supporting the resolution, demanded that compensation in the case of British ships controlled and owned by Britons, and plying outside Indian territorial waters, for instance, between India and Rangoon should be borne by the British Exchequer. He also said that as regards Indian ships owned by Indian nationals, if these went out on international trade, damage to them should be compensated by the British Government.

Mr. N.M. Joshi wanted an assurance that the rates of compensation paid under the proposed scheme would not be less than those paid to European sailors under the British Act and not less than the rates paid under the legislation passed in Simla in 1939 (vide pages 1, September 1939 report of this Office). It was immaterial who paid the compensation so long as compensation was paid. He was not against the British Exchequer paying Indian seamen, but under present conditions it would be extremely difficult to recover compensation from the British Government.

Sir Ramaswami Mudaliar, replying to the debate, pointed out that two kinds of compensation were proposed: one an immediate grant and the other a pension which would be a continuing liability, and that when the scheme was actually framed it would be put before the Standing Finance Committee for approval.

He also made it clear that for Indian seamen on British ships registered in the United Kingdom, His Majesty's Government paid all the compensation; and that for Indian seamen on ships on the Indian register the Government of India had to pay compensation. The proposed scheme now, however, related to all coastal vessels ranging from three to 200 tons. In the case of these as in that of the

bigger vessels, the owners would be relieved of the responsibility of paying compensation. In support of this position, he pointed out that war damage was not insurable risk and that therefore owners should not be saddled with it. Further, every belligerent country had felt it the duty of the Government to pay compensation, and the Government of India also was justified in taking up a similar position.

(The Statesman, 26-2-1941.)+

Price Control.

The Burma Control of Prices Order, 1941.

Under the Defence of Burma Rules, and in supersession of the Rules ^{under them} published in August 1940, the Burma Government has published the Control of Prices Order, 1941, to regulate prices of commodities and to safeguard the interests of consumers by providing penalties for shopkeepers who withhold commodities from sale.

(Notification No.29 of the Controller of Supplies, dated 18-2-1941: The Burma Gazette, Part I, dated 22-2-1941, page 179 to 181.)+

List of more important publications received in this Office during February 1941.

Conditions of Work.-

- (1) Report on the work of the Indian Posts and Telegraphs Department, 1939-40. Published by the Manager of Publications, Delhi. 1940. Price annas 8 or 9d.
- (2) Government of India, Department of Labour. Annual Report on the working of the Hours of Employment Regulations on the North Western, East Indian, Eastern Bengal, Great Indian Peninsula, Bombay, Baroda and Central India, Madras and Southern Mahratta and Bengal and North-Western Railways, during the year 1939-40. By Mr. Abbas Khaleeli, I. C.S., Conciliation Officer (Railways) and Supervisor of ~~the~~ Railway Labour. Published by the Manager of Publications, Delhi. 1941. Price 7 annas or 8d.
- (3) Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1939. Published by the Manager of Publications, Delhi. 1941. Price Rs.3 or 5s.

Economic Conditions.-

- (1) Government of India, Railway Department (Railway Board). Report by the Railway Board on Indian Railways for 1939-40. Vol. II - Statistics. Published by the Manager of Publications, Delhi. 1941.
- (2) Administration Report of the Department of Industries and Commerce, United Provinces, for the year ending 31st March, 1940. Allahabad: Superintendent, Printing and Stationery, U.P. 1941. Price 8 annas.
- (3) Central Board of Revenue. All-India Income-tax Report and Returns for the year 1938-39. Published by Manager of Publications, Delhi. 1940. Price Rs.2-2-0 or 3s.6d.
- (4) Report on the working of the Department of Industries in the Central Provinces and Berar for the year ending the 31st March, 1940. Nagpur: Government Printing, C.P. and Berar. 1941. Price Annas 8.
- (5) Report of the Department of Industries, Assam, for the year 1939-40, by S.L. Mehta, Esq., I. C .S., Director of Industries, Assam. Shillong: rinted at the Assam Government Press. 1941. Price Re.1/- or 1s.6d.
- (6) Indian Central Cotton Committee. Stocks of Indian Raw Cotton held in India by the Mills and the Trade on 31-8-1941 (Statistical Leaflet No.2 - January 1941). Price 4 annas. Obtainable from the Secretary, Indian Central Cotton Committee, Post Box 1002, Bombay.
- (7) Proceedings of the Standing Finance Committee for Railways, Vol. XVII, Nos .5, 6 and 7. Published by the Manager of Publications, Delhi. 1941.

Social Insurance.-

Printed letter No.98-Com. dated Cuttack, the 8th January, 1941, from the Secretary to the Government of Orissa, Law, Commerce

Social Insurance.- (continued)

and Labour Department, to the Secretary to the Government of India, Department of Labour, on the subject of "Statistical returns under the Workmen's Compensation Act, 1923, for the year 1939" (Orissa).

Agriculture.-

- (1) Report of the Agricultural Department, Bihar, for the period from 1-4-1938 to 31-3-1939. Superintendent: Government Printing, Bihar, Patna. 1941. Price 7 annas.

Co-operation.-

Annual Report on the working of Co-operative Societies in H.E.H. the Nizam's Dominions for the twenty-fifth year 1347-1348 Fasli (7-7-1938 to 7-7-1939). Hyderabad-Deccan: Government Central Press. 1940.

Organisation, Congress, etc.-

- (1) Proceedings of the Eighth Annual General Meeting of the Employers Federation of India held at 3 p.m. on the 17th December 1940, in the rooms of the Bengal Chamber of Commerce, 2, Clive Street, Calcutta.
- (2) Proceedings of the Annual General Meeting of the Associated CHAMBERS of Commerce of India held in Calcutta on the 16th December, 1940. Bengal Chamber of Commerce, Calcutta.
- (3) Annual Report on the working of the Indian Trade Unions Act (Act XVI of 1926) for the province of Bombay, 1939-40. Bombay: Printed at the Government Central Press. Price Annas 2 or 3d. 1941.

Social Conditions.-

Nineteenth Annual Report of the Welfare Committee, 1940. The Buckingham and Carnatic Mills, Madras.

Education.-

- (1) General Education Tables, 1939-40. Ajmer-Merwara.
- (2) Report on Public Instruction in the Madras Presidency for the year 1939-40, Vol.I. Madras: Printed by the Superintendent, Government Press. 1941. Price 8 annas.