

C 1903/113

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for April 1938.

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

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Ratifications.

Action on Draft Conventions and Recommendations of the 23rd I. L. Conference: Government of India's Statement.

The following statement on behalf of the Government of India laid on the table of the Council of State on 8-4-1938 and of the Central Assembly on 11-4-1938, gives particulars of the course which the Government of India proposes to follow in respect of the Draft Conventions and Recommendations adopted by the Twenty-third Session of the International Labour Conference held at Geneva in June 1937:-

I. (a) Recommendation concerning international co-operation in respect of public works.- The Government of India propose to inform the International Labour Office that they are not convinced that international co-operation is essential to effective action in respect of advance planning of public works, but that they will be prepared, if the Committee contemplated in the Recommendation is set up, to consider the question of co-operation with it and to examine, in consultation with provincial Governments, the possibility of supplying such statistics as may be wanted.

(b) Recommendation concerning the national planning of public works.- The Recommendation is one which contemplates administrative rather than legislative action and the Government of India propose to forward the Recommendation to the Provincial Governments.

II. Draft Convention and Recommendations fixing the minimum age for admission of children to industrial employment.- (a) The possibility of ratifying the Draft Convention is under examination. Fresh legislation would be required for this purpose and if ratification is contemplated, legislative proposals will be made in the Central Legislature.

(b) No action is required in respect of the Recommendations as the Indian laws do not contain special provisions for family undertakings.

III. Draft Convention concerning the age for admission of children to non-industrial employment (revised 1937).- No Resolution will be moved by Government. The subject was considered by the Council of State in 1932 in connection with the Minimum Age (non-industrial employment) Convention, 1932, of which this is a revision. It was then decided that the Convention should not be ratified. The evolution of the Convention with its special Article 9 for India is set out in paragraphs 38 and 39 of the Report of the Delegates of the Government of India. The Convention prevents employment of children under 13 in (a) shops, offices, hotels, or restaurants; (b) places of public entertainment; and (c) any other non-industrial occupation to which the provision of the Convention may be extended by the competent authority. The Government of India do not believe that all-India legislation on the comprehensive lines indicated by the Convention is called

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for in existing Indian conditions. In their opinion young children employed in unregulated small power factories and workshops ~~xxx~~ have prior claim to protection. The Convention will, however, be forwarded to Provincial Governments for consideration.

IV. Draft Convention concerning the reduction of hours of work in the textile industry. - The Draft Convention is an application of the general principle of the 40 hours week which has been rejected by the Legislature and no Resolution will be moved by Government.

V. Draft Convention and Recommendations concerning safety provisions in the building industry. - A resolution on the subject was moved in the Council of State on the 2nd March 1938 and in the Central Assembly on the 26th March 1938 and adopted.

(Summarised from the Statement, a copy of which was forwarded to this Office by the Government of India.)

(A copy of the Statement was forwarded to Geneva with this Office's Minute D.1/695/38 of 21-4-1938.) +

Prevention of Forced Labour in U. P.:

The Bengal Regulation Repealing Bill, 1938.

With a view to prevent abuses in connection with the impressment of forced labour of bearers, coolies, boatmen, cartmen, etc., on the occasion of tours of Government officers, the U. P. Government will shortly introduce a Bill, the Bengal Regulation Repealing Bill, 1938, in the local Assembly. Fuller details of the proposed legislation are given at pages 3 of the Section; National Labour Legislation of this Report.

The Bengal Regulation Repealing Bill, 1938: Bill in
U. P. Assembly to prohibit Forced Labour. †

The Government of the United Provinces intends introducing shortly a Bill, the Bengal Regulation Repealing Bill, 1938, in the local Assembly so as to repeal in its application to the U.P. of Section VIII of The Bengal Regulation XI of 1806 as amended by Regulation III of 1820, with a view to prohibit the exaction of forced labour in connection with tours of officers, etc (impressment of bearers, coolies, boatmen, carts, bullocks, etc.). The Statement of objects and reasons appended to the Bill is as follows:

In 1930 the International Labour Conference adopted a Convention of which Article 1 required each covenanting State to suppress the use of forced or compulsory labour. Article 4 of the Convention prohibits compulsory labour for the benefit of private individuals or associations. The Government of India although unable to ratify the convention, adopted certain resolutions passed by the Central Legislature on the convention and asked local Governments to take action accordingly. It is therefore proposed to repeal the said section completely.

(Summarised from pages 300 to 301 of
Part VIII of the U.P. Gazette dated
9-4-1938). †

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Workmen's Compensation (Amendment) Act, 1938. *

Reference was made at page 5 of our March 1938 report to the passing of the Workmen's Compensation (Amendment) Act, 1938, by the Central Legislative Assembly on 4-3-1938. The Act received the assent of the Governor General on 5-4-1938; the text of the Act is published at pages 125 to 128 of Part IV of the Gazette of India dated 9-4-1938. *

The Trade Disputes (Amendment) Act, 1938. *

Reference was made at pages 6-7 of our March 1938 report to the passing of the Trade Disputes (Amendment) Bill, 1938, by the Central Assembly on 18-3-1938. The Council of State considered on 1-4-1938 the Bill as passed by the Assembly and made a few amendments. The Bill, as amended by the Council of State, was ~~again~~ ~~again placed before the Assembly~~ on 6-4-1938 and the Bill was finally passed by the Assembly the same day. The Trade Disputes (Amendment) Act received the assent of the Governor General on 9-4-1938, and is published at pages 138 to 140 of Part IV of the Gazette of India dated 16-4-1938. *

The Trade Disputes (Central) Rules, 1938. *

Attention is directed to pages 885 to 888 of Part I of the Gazette of India dated 23-4-1938 where are published the Trade Disputes (Central) Rules, 1938. These Rules apply in respect of industries, businesses and undertakings carried on by the Central Government or under its authority or by the Federal Railway Authority or by a railway company operating a federal railway. The Rules deal with procedure for reference of trade disputes to Courts of Inquiry or Boards of Conciliation and the powers and procedure of these Courts and Boards. *

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The Berar Payment of Wages (Procedure) Rules, 1938.

Attention is directed to pages 631 to 637 of Part III of the C.P. and Berar Gazette dated 15-4-1938 where is published the draft of the Berar Payment of Wages (Procedure) Rules, 1938, which the Government of the Central Provinces intends to adopt.

The Hazardous Occupations (Berar) Rules, 1938.

(Part III, C.P. & Berar Gazette of 22-4-38)

At pages 662-667 are published the draft of the Hazardous Occupations (Berar) Rules, 1938, which the Government of the Central Provinces propose to make in respect of the following industries: (1) Lead, (2) Miscellaneous, (3) Aerated Waters, (4) Rubber, (5) Chromium, (6) Cellulose Spray^{ing}, and (7) Sand Blasting.

The Rules are to apply to Berar only.

The U.P. Trade Union Recognition Bill, 1938:

Bill Introduced on 5-4-1938.

Mr. Raja Ram Shastri, (Congress) introduced in the U.P. Legislative Assembly on 5-4-1938 the United Provinces Trade Union Recognition Bill, 1938. The Bill seeks to make provision for the compulsory recognition by employers of registered trade unions.

The principal features of the bill are as follows: (1) A registered trade union shall be recognised by the employer. (2) No employer shall refuse the right to a recognised trade union to collect subscriptions within mill premises as also to hold meetings there during work intervals. (3) Every recognised union shall have the right of meeting the employers and addressing to them communications regarding the demands of its members. (4) Political activities of a union shall not stand in the way of its recognition.

The text of the Bill is published at pages 38-39 of Part VII of the U.P. Gazette dated 9-4-1938.

Mr. Shastri, after introducing the Bill, moved that it be referred to a Select Committee. An amendment that the Bill be circulated till 30-6-38 to elicit public opinion was moved and accepted by the House.

(The Hindustan Times, 6-4-1938)

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The United Provinces Shops Bill, 1938. +

Mr. B.K.Mukerji (Congress) moved in the U.P. Legislative Assembly on 5-4-1938 the United Provinces Shops Bill, 1938, to prohibit the employment of children, to limit hours of work in shops, and to regulate leave, fines, wages and terms of service of workers in shops. The salient features of the Bill are:

- (1) Children under fourteen years of age are prohibited from employment.
- (2) Length of the daily working period, including interval, is fixed at nine hours.
- (3) All shops, barring exceptions noted in the Bill, are to be closed for one day every week.
- (4) Shops are also to be closed on all public holidays, and for all such holidays pay is to be given to employees.
- (5) Wages are to be paid fortnightly and within a week after they are due.
- (6) No employee is to be discharged without a month's notice.

The text of the Bill is published at pages 44-to 45 of Part VII of the U.P. Gazette dated 9-4-1938.

After introducing the Bill, Mr. Mukerji moved the same day ~~that it be referred to a Select Committee.~~ An amendment, however, was moved and adopted to have the Bill circulated till 30-6-1938, to elicit opinion thereon. Dr. K.N. Katju, Minister of Labour, assured the House of the Government's sympathy with the Bill. +

(The Hindustan Times, 6-4-1938).

The U. P. Maternity Benefit Bill, 1938:
Report of the Select Committee:
Bill Passed on 26-4-1938. +

Select Committee Report.- Reference was made at page 2 of our January 1938 report to the introduction and reference to a Select Committee of the U.P. Maternity Benefit Bill, 1938. The Select Committee's report on the Bill is published in a U.P. Gazette Extraordinary dated 6-4-1938.

The Committee proposed extensive changes, the more important of which are that; (1) the Act should extend to the whole of the province forthwith; (2) it should apply to concerns employing 10 persons or more; (3) leave with pay for 3 weeks in cases of miscarriage should be granted; and (4) the daily rate of benefit should be equal to the average daily rate of wages or 8 annas whichever is higher.

Discussion on Select Committee's Report.- The Bill as amended by the Select Committee was taken up for consideration during the last week of April. Mr. E.M. Souter wanted the extension of the Bill not alone to industrial establishments but to local bodies like municipal boards, district boards and cantonment boards also. The Minister of Labour accepted the

suggestion and promised to take early action.

Bill adopted.- Though numerous amendments were moved, the Bill, as amended by the Select Committee was adopted.

(The Hindustan Times 27-4-1938)

Local Bodies invited to grant Maternity Benefits.- On 27-4-1938 the U.P. Government addressed local bodies of the Province drawing their attention to the unsatisfactory conditions under which sweepers employed by them had to work and suggesting improvement of their conditions and grant of maternity benefits ^{on the scales adopted} in the U.P. Maternity Benefit Act, 1938.

(Summarised from a Government Press Note dated 27-4-1938 copy of which was sent to this Office by the Director of Public Information, U.P.)+

Extension of the French Indian Labour Code to Business Concerns. +

The Government of French India is extending the provisions of the newly promulgated French Indian Labour Code (vide pages 26-29 of our June 1937 report for details) to ~~the~~ local private business houses also. The attention of ^{the} ~~the~~ two ~~of the~~ wholesale rice merchants in Pondicherry was officially drawn to the Labour Code and they were directed to give one day's holiday in a week, preferably on Sunday, and to allot only eight hours' work on other days, for clerks and labourers. The Code, it is understood, is to be extended to other business concerns also.

(The Hindu, 26-4-1938.)+

Conditions of Labour.Cawnpore Labour Enquiry Committee's Report, 1938:Increased Wages Recommended. +

The Cawnpore Textile Labour Enquiry Committee which was appointed on 11-11-1937 recently submitted its report; the report was published by the Government on 23-4-1938. The following is a brief summary of the findings and recommendations contained in the report:

Data regarding Wage Cuts.- In dealing with the question of wage cuts between 1929 and 1937 the Committee deplors the absence of reliable statistics to base their conclusions and states that it is impossible to answer with precision the question what wage cuts have taken place during the years 1929-37.

Capacity of Industry to Pay Increased Wages.- Discussing the capacity of the Cawnpore textile industry to pay better wages, the report reviews the expansion of the industry during 1929-37. The great agricultural depression did not adversely affect the Indian textile industry; on the other hand the industry made considerable progress during this period. A wealth of evidence is adduced to substantiate this ~~and~~ contention. It is pointed out that during the eight years (1929-37) the Cawnpore mills showed 8.15 per cent trading profit on the lot of block and paid up capital which was much more than showed by the Bombay mills.

Comparative Wage Levels.- After quoting the comparative figures of wages for Cawnpore, Bombay and Ahmedabad labour in the year 1934, the Committee says that the wage level for the textile industry in Cawnpore was far lower than that in Bombay and Ahmedabad. Differences in the wages of workers in Bombay and in Cawnpore were glaring. The disparity between the Cawnpore and Bombay wage levels would be further accentuated as a result of the recommendations of the interim report submitted by the Bombay Textile Inquiry Committee.

Increased Wages Recommended.- Having established that the Cawnpore textile industry is prosperous and is expanding and that the workers there are paid less than in other textile centres in India, the Committee recommends an increase in Cawnpore wage levels. It has divided workers into five groups for purposes of ~~a~~ wage increase. It is recommended that workers receiving between Rs. 13 and Rs. 19 per month should be given a wage increase of 2 $\frac{1}{2}$ annas in the rupee subject to the condition that no one gets more than Rs. 21-8; workers getting between Rs. 19 and Rs. 25 should be given an increase of two annas in the rupee subject to the condition that no one gets more than Rs. 27-8 a month; workers getting between Rs. 25 and Rs. 32-8 should be given an increase of 1 $\frac{1}{2}$ annas in the rupee

subject to the condition that no one gets more than Rs. 35; workers getting between Rs. 32-8 and Rs. 40 per month should be given an increase of anna one per rupee subject to the condition that no one gets more than Rs. 41-8; and workers getting Rs. 45 and Rs. 59 per month should be given an increase of half an anna in the rupee subject to the condition that no one gets more than Rs. 60-8. The case of workers getting less than Rs. 13 a month has been dealt with under the head "minimum wage."

The Committee has also recommended that all time workers, wherever they are on a daily basis, should be put on a monthly basis.

Minimum Wages.- The Committee has recommended that a minimum wage of Rs.15 a month should be fixed both for the cotton and the woollen industry in Cawnpore. This minimum would apply to adult male workers only, except those who were infirm and who could not attain the lowest standard of efficiency. The Committee has also stated that Rs.15 a month is not the minimum wage for all time. The Wage Fixation Board, to be appointed by the Government, should revise the minimum from time to time.

The Committee has also stressed the necessity for standardisation of wages.

Unemployment Benefits.- The Committee admits that schemes of rationalisation and intensification are such that the industry cannot do without them. But schemes of rationalisation should be adopted subject to certain safeguards being provided for the workers who will be affected by them. In the case of unemployment resulting from schemes of rationalisation, the Committee recommends that those who have put in two years' service or more should be given an unemployment benefit at the rate of 15 days' wages for every year of service. Such workers' names should be entered on the waiting list of the Labour Exchange and should be given first chance whenever any vacancy arises.

Recruitment of Labour through Labour Exchange.- After discussing the various systems for recruiting labour in Cawnpore, the Committee recommends the establishment of a labour exchange. Both the employers and the workers have advocated it. Recruitment through such exchanges, it is suggested, will eliminate bribery and corruption. In the present conditions at Cawnpore, the Committee thinks that the establishment of an unofficial exchange is unacceptable and that the labour exchange should be under supervision of/and controlled by the Government. In the matter of recruitment the Committee lays emphasis on physical fitness, educational qualifications and technical training of workers.

Freedom of Association.- The Committee recommends that a uniform set of rules applicable to all the mills should be evolved. It should be made clear in these rules that active

membership of a trade union will not stand in the way of the worker.

Punishments and Stricter Enforcement of Payment of Wages Act.- The Committee has found that employers circumvent the Payment of Wages Act by a system of "Forced leave" or by the payment of differential rates of wages and recommends the prohibition of these practices. As regards dismissal, the Committee recommends that this should be restricted to gross misdemeanour or wilful and serious neglect of duty. A dismissed worker should have the right of having his case taken up by his trade union with the mill concerned. If necessary, the services of the Labour and Conciliation Officer should be utilised. If on investigation the dismissal is found to be unjust and reinstatement cannot be obtained, the conciliation Officer should have the power to ask the employers to pay compensation either at the rate of 15 days' wages for every year of service or a lump sum not exceeding six months' wages.

Leave with Pay.- Dealing with the question of sick and privilege leave, the Committee says that the average Cawnpore mill-worker comes from the open country-side and bad housing conditions and exacting work inside the mills impair his health. The Committee declares that "employers in Cawnpore are doing less welfare work than employers in other textile centres." It recommends that in a year 15 days' privilege leave with full pay should be given to workers who have put in not less than two years' ~~service~~ continuous service, and 15 days' sick leave on half pay should be given on the production of a registered medical practitioner's certificate. When a worker has completed five years' continuous service he should get both kinds of leave on full pay. The Committee recommends 60 holidays, including Sundays, in a year.

Recognition of Unions.- The Committee is not disposed at this juncture to suggest that there should be a statutory obligation on the employers to recognise all registered trade unions. They, however, feel that employers should place no obstacles in the way of workers belonging to trade unions. The constitution of Mazdoor Sabha has been examined and suggestions are made for its reorganisation. The Mazdoor Sabha, after reorganisation on sound lines, should be recognised by employers without any further condition being imposed.

Housing.- To improve or reconstruct existing workers' dwellings which fall below the minimum standard of health and sanitation, the Committee has recommended that the Improvement Trust should be given adequate powers by an amendment of the U.P. Town Improvement Trusts Act.

Provident Fund.- The Committee has drawn up the frame-work of a contributory provident fund scheme. All workers receiving Rs. 15 a month or over will contribute half an anna per rupee of the wages earned and the employers will add an equal

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amount. No worker will be entitled to get the employer's contribution unless he has put in at least 10 years' service, or is discharged earlier for physical disability or as a consequence of rationalisation.

Establishment of a Labour Office.- The Committee strongly recommends the establishment of a regular labour office on the lines of the Bombay Labour Office for the collection and publication of information regarding labour conditions and labour welfare. A list of subjects on which, the Committee consider, the Labour Office should collect statistics is appended in the report.

Financial Implications of the Recommendations.- As a result of all the proposals made by the Committee the labour costs will be enhanced by about 21 per cent.

(Summarised from the text of the Report published at pages 331-471 of Part VIII of the United Provinces Gazette dated 23-4-1938).

(Requisition has been made for two copies of the Report, and, when received, one will be forwarded to Geneva). +

Bihar Labour Enquiry Committee: Questionnaire Issued. +

Reference was made at page 23 of our March 1938 report to the appointment by the Government of Bihar of a Committee to enquire into labour conditions in the province. The Committee has now issued a comprehensive questionnaire on the nature and recruitment of labour; conditions of employment (training of apprentices, security of service, promotions, sick and privilege leave rules, maternity leave, holidays, etc.); hours of work (rest intervals, weekly rest, shifts, etc.); measures of safety; and wages (methods of calculation, payment for overtime and night work, systems of payment, etc.).

(The Amrita Bazar Patrika,
23-4-1938).

12

Proposed Labour Legislation in Madras:
Labour Minister convenes Preliminary Conference.

A conference of representatives of employers and employees convened by the Hon. Mr. V.V.Giri, Minister for Industries and Labour, was held on 22-4-1938 at the Council Chamber, Madras. The object of the Conference was to elicit the views of representatives of employers and workers on Mr. Giri's draft proposals for legislation for (1) Unemployment Relief, (2) Settlement of Trade Disputes and (3) Protection of Trade Unions. The conference was attended by about sixty representatives of the Employers' Federation of South India and of Chambers of Commerce and an equal number of representatives of registered trade unions. The Government representatives present included, besides Mr. Giri, the Parliamentary Secretaries for Labour, and Public Information, the Secretary to the Development Department and the Labour Commissioner.

Labour Minister's Speech.- Mr. Giri, the Labour Minister in his opening speech disclaimed credit for originality in calling a conference of employers, workers and the Government, and said that he was only acting on the suggestion made in the Whitley Report for constitution of an Industrial Council representative of the triangular interests concerned (see Recommendation No.353 in summary of Whitley Recommendations). He believed in the 'human touch' being imparted to industry and deprecated the tendency of employers and workers to insist on their rights, while being unmindful of their duties. Government was averse to intervening in labour disputes and enforcing settlement by arbitration; it preferred the methods of conciliation and "inside" settlement by the parties concerned.

As regards unemployment assistance, he pointed out there ought not to be any opposition to the Government's proposals, as such assistance enables workers ~~to~~ not to get demoralised and become useless for further employment if they are thrown out of employment. He said he would not go into details then, as the Government had already submitted a detailed note of their tentative views to the representatives of the various organisations.

(The Hindu, 22-4-1938)

At this stage the representatives of the press were requested to withdraw, as it was considered desirable that the discussion on the proposals in the initial stages should be kept confidential. According to a Press Note issued by the Ministry of Public Information, Sir William Wright, representing the Employers' Federation of Southern India, Mr. Gordon, Agent, M.S.M. Railway, Mr. F.E.James on behalf of the U.P.A.S.I., Mr. Nuttall on behalf of the Chamber of Commerce and Mr. Md. Ismail on behalf of the Southern India Chamber of Commerce on the one side, and Mr. Guruswami, representing the Federation

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of Labour Unions, Mr. Basudev and Mr. A.S.K. Iyengar and other labour representatives on the other side, participated in the discussions.

Joint Committee to discuss details.- The Labour Minister stated at the end of the discussions that at a later date he would constitute a Joint Committee to go into the whole question and that he would place before this committee, fuller material, based on the afternoon's discussions, for them to formulate detailed proposals for legislation for the consideration of Government.

(Summarised from a communiqué dated 22-4-1938 issued by the Ministry of Public Information, Government of Madras.)

Views of Trade Union Representatives.- A meeting of representatives of trade unions in the Madras Presidency was held on 21-4-1938 under the auspices of the Madras Provincial Confederation of Trade Unions to consider Government's proposals for labour legislation, Mr. S.Guruswami, the President of the Confederation, presiding.

The meeting was of the view that the proposed unemployment ~~assistance legislation should be simultaneously enforced in all the establishments covered by the legislation, instead of extending the same gradually as proposed, that registered trade unions should be given the status of approved societies in Great Britain for administering unemployment benefits, and that the Government should contribute substantially to the unemployment benefit fund in order to ensure adequate assistance.~~

Views of Congress Socialist Party.- A statement issued by the Congress Socialist Party, Madras, on Government's proposed labour legislation points out that the provisions contemplated are far from adequate and there should be statutory provision for the following, among other things: minimum wage; leave with pay; housing facilities or in its absence house allowance; provident fund; eight hour day and forty-hour week; over-time and night work to be remunerated at double the ordinary rate, (night work not to exceed six hours); liquidation of debts of workers getting below Rs. 50 per month; and free education and free supply of books to children of workers getting below Rs. 50 per month.

(The Hindu, 22-4-1938.) +

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Working Class Cost of Living Index Numbers for Various
Centres in India in February 1938. +

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

Bombay.- The index number (Base: Year ending June 1934) of the cost of living for working classes in Bombay in February 1938 remained stationary at 107. The average in the year 1937 was 106.

Ahmedabad.- The index number (Base: Year ending July 1927) of the cost of living in Ahmedabad in February 1938 fell by 2 points to 71; for 1937 the average was 75.

Sholapur.- The index number (Base: Year ending January 1928) of the cost of living in Sholapur during February 1938 declined by 4 points to 72. The average for 1937 was 73.

Nagpur.- The index number (Base: January 1927) of the cost of living in February 1938 fell by 1 point to 61.

Jubbulpore.- The index number (Base: January 1927) of the cost of living in Jubbulpore in February 1938 declined by 2 points to 58.

(Extracted from the Monthly Summary of Business
Conditions in India, February 1938 issue).+

Report on Chirala Strike and Firing;

Order of Government of Madras on Horwill Report.

The Government of Madras issued on 18-4-1938 its orders on the report issued by Mr. Justice Horwill, who was specially appointed by the Government of Madras to investigate the circumstances in which firing was opened on 14-2-1938 by a posse of police on strikers of the Indian Leaf Tobacco Distributing Company, Chirala:

The main facts of the case are as follows: On 26-10-1937 a worker of the Company's Chirala factory died as the result of an accident in the factory. This led to serious dissatisfaction, and eventually to the setting up of a Union of the workers, which formulated a number of demands. Delay in grant of the demands led to a strike of the workers and picketing by the workers of "black-leg" workers. On 14-2-1938 a crowd of strikers, ~~which~~ refused to disperse at the police's orders and stoned the police with the result that three of the strikers were killed. In March 1938 Justice Horwill was appointed to conduct an inquiry into the Chirala firing and his report was submitted in April 1938 justifying the resort to firing.

The Order issued on 18-4-1938 by the Government of Madras on the report, while endorsing the verdict of justification of the firing, draws attention to the following points: (1) In future less fatal means than firing, like tear gas, should be utilised to disperse hostile crowds, (2) The danger of such serious happenings as were witnessed at Chirala on 14-2-1938 are involved in every trade dispute where the management and the workmen do not come to terms. As the workers concerned are not trained in non-violent resistance, and are by reason of continued unemployment and ~~far~~ fear of starvation of themselves and their families, in a state of mind not helpful for the preservation of non-violence, it may be necessary, in future, especially when the dispute is under some kind of negotiation, to prevent such trials of strength by not allowing factories to resume work under conditions inviting dangerous conflicts. (3) Factories, however, cannot be indefinitely closed down if negotiations fail to materialise in a settlement. Where a factory is opened without a settlement and, on the one hand, fresh workmen are invited, and on the other, the strikers seek to persuade fellow-labourers not to go to the factory, conditions have to be imposed in the interest of peace and so as to be fair to both sides. The conditions will vary with every situation and have to be enforced by the officers charged with the maintenance of order. The Government invite the co-operation of employers of labour and the organisations of workers on such occasions.

(Summarised from a Communiqué dated 18-4-1938 issued by Ministry of Public Information, Madras).

Hindu's Comment. - The Hindu dated 19-4-1938, makes the following editorial comments on Government's orders:-

"The conditions that may have to be imposed ~~in~~ in the interest of peace, as the Government points out, will vary with every situation. But the Government have every right to look for the willing co-operation of the employers in the observance of these conditions when the intention of the Government is made clear that their intervention in that particular manner is intended solely to safeguard the public peace and not to impose restrictions which might be construed as enhancing the workers' bargaining power."

(The Hindu, 19-4-1938.) +

Bombay Government Rules re. Provision of Creches in Mills:
Criticism of Millowners' Association, Bombay. +

Attention was drawn at page 12 of our December 1938 report to certain draft rules of the Government of Bombay making it compulsory for factories employing more than 100 women workers to provide creches for the children of ~~the~~ women workers.

Expressing its views on the proposed rules, the Committee of the Millowners' Association, Bombay, points out that certain rules were made by the Government of Bombay in 1934, but on subsequent representations made by the Association the Government agreed not to frame any rules regarding creches for the time being, pending further investigation into this question. The Committee also suggests that the rule prescribing a floor space of not less than nine square feet for each child might be deleted, and discretion might be vested in the Chief Inspector of Factories to decide whether the floor area allotted per child ~~was~~ sufficient.

(Summarised from the Excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during February 1938.) +

Madura Wages Dispute:

Arbitrator appointed by Government of Madras. +

Reference was made at pages 25-27 of our December 1937 report to the settlement of the Madura Mills dispute. Subsequently, the workers of the Papanasam Mills, which are under the same management as the Madura Mills, claimed rates of wages equal to those prevailing in the Madura Mills. Finding the management unsympathetic to this demand, the workers of the Papanasam Mills struck work; the Madura Mills were closed down soon after, as the Papanasam situation affected these mills also. The Government of Madras ~~promptly~~ intervened and offered to appoint an arbitrator or a court of enquiry to go into the matter under dispute; this offer was rejected by both parties.

Subsequent intervention of the Government was more fruitful, and the ~~Government's~~ management agreed to submit the Papanasam mills dispute to arbitration, but refused to have the affairs of the Madura Mills, which they desired to reopen in April 1938 after reducing the labour strength by about 3,000, enquired into. The Government, however, felt that chances of successful arbitration in the Papanasam Mills were poor as long as there was discontentment in the Madura Mills and so advised the management to reopen the Madura Mills with the entire

complement of labour or to submit the case for reduction in labour force to a court of enquiry. Since the management refused to agree to this suggestion, the Government passed an order under Section 144 Criminal Procedure Code restraining the management from re-opening the Madura Mills as trouble was apprehended.

Subsequently, Mr. Doak, on behalf of the Madura Mills, met the Premier and the Minister for Labour at Madras. As a result of discussions, the following conclusions were arrived at:-

1. The management of the Madura Mills Co., Ltd., agreed to abide by the award given by the arbitrator to be appointed by the Government on the question of wages at the Papanasam Mills at Ambasamudram.

2. The management agreed to grant leave annually to their workers in Madura, Tuticorin and Ambasamudram as follows:- Six days privilege leave on full pay and up to seven days sick leave on medical certificate on full pay to those with one year's continuous service and over.

3. The case for the management of the Madura Mills Co. Ltd. is that it has found it necessary to reduce night running by reason of its inability to exercise control and discipline over so large a body of labour as has recently been employed in night running. The class of persons from which such labour has been drawn has been exclusively rural, unaccustomed to conditions prevailing in towns, and the difficulties experienced in exercising ~~efficient control have increased~~ rather than diminished by their continued employment. It is mainly for this reason that this necessity has arisen to reduce the labour force. The management is nevertheless willing to place its reasons for taking this step before the arbitrator and obtain an expression of his opinion.

The Government of Madras appointed on 21-4-1938 Mr. D.N. ~~Strathie~~ Strathie, I.C.S., as the arbitrator to give his award on the question of wages at the Papanasam mills and to go into the necessity for reduction of the labour force in the Madura Mills.

(Summarised from a Government communiqué dated 21-4-1938 forwarded to this Office by the Ministry of Public Information, Madras)..

C. P. Textile Labour Inquiry Committee:
Report ready for submission to Government.

According to the Special Correspondent of the Times of India at Pachmarhi, the Summer capital of C.P., the report of the C.P. and Berar Textile Labour Inquiry Committee, of which Mr. N.J. Roughton, I.C.S., is chairman, is ready for submission to Government. Except for a dissenting note by Mr. V.R. Kalappa, M.L.A. (Congress Labour), the report is believed to be unanimous.

Majority Recommendations.- It is learned that the majority of the Committee have recommended restoration of 60 per cent. of the wage cuts imposed.

Mr. Kalappa's dissenting Minute.- Mr. Kalappa, in a dissenting minute, maintains that the recommendations of the majority are neither adequate nor fully justified by the local conditions. He points out that the wage levels in the C.P. textile mills are much lower than in Bombay city or other centres of the Bombay Presidency as a whole. The average labour cost in C.P., according to him, works to about 15 per cent., as against 22.5 per cent. in Bombay. This lower percentage in labour costs conclusively establishes that the need and scope for an adequate increase in the wages of the workers is much greater in C.P. than in Bombay. He ~~therefore recommends the adoption of the Bombay schedule with such modifications as may be necessary to secure the restoration of 75 per cent. of the wage-cut as an immediate measure and the restoration of the full wage-cut at the earliest possible opportunity.~~

(The Times of India, 30-4-1938)

(Requisition has been made for two copies of the C.P. Textile Labour Inquiry Committee report; when received one copy will be forwarded to Geneva.) †

19

Industrial Organisation:
Employers' Organisations.

Employers' Association of Northern India:
Annual Report for 1937-38.* †

The following are the salient features of the Annual Report for ^{the} period ending 31-1-1938 on the working of the Employers' Association of Northern India, Cawnpore (formed on 2-8-1937), presented to the first annual meeting of the Association held on 5-4-1938.

Membership.- During the period under review there were 28 industrial establishments as members of the Association. The total labour force employed by these concerns is approximately 47,500 out of an estimated total in all mills and factories in Cawnpore of about 52,000.

Agreement with Mazdur Sabha.- The outstanding event of the report period was the general strike in the textile mills of Cawnpore. Soon after the Association came into being, at the instance of the U.P. Government, it entered into an agreement ~~with the Cawnpore Mazdur Sabha~~ (workers' union) with a view to end the general strike. The agreement was entered into by the Association with considerable hesitation since it did not think that the terms of the agreement would be observed by the Mazdur Sabha, which, ^{was} it was contended, had no proper control over labour, and ~~not~~ truly representative of the workers, being a political body. This agreement, the report states, was broken by the Mazdur Sabha soon after; the report further states that owing to continuous breaches of the agreement by the Mazdur Sabha the Association withdrew its recognition of the Mazdur Sabha on 29-11-1937.

The Cawnpore Labour Enquiry Committee.- Under the terms of the Agreement of the 9th of August 1937, between the Association and the Mazdur Sabha, a fact-finding Committee was appointed by the U.P. Government, with effect from 30-8-1937, which included Sir Tracy Gavin Jones as the employers' representative. The Committee held 33 sittings from 15-9-1937 to 31-1-1938. The Association was considerably dissatisfied with (1) the lines on which the enquiry was being conducted, (2) the absence in the Committee of members who had intimate knowledge of the technical problems of the textile industry, and (3) the inclusion in it of representatives of employers and workers with completely divergent views. As a result, Sir T. Gavin Jones resigned from the Committee on 7-1-1938.

The Association's Labour Officer.- The Association appointed a Labour Officer from 1-9-1937, to enquire into the grievances *First Annual Report of The Employers' Association of Northern India, Cawnpore, for the year 1937-38. (Established 2nd August, 1937.) Presented to the Annual General Meeting held on Tuesday, 5th April, 1938. The Star Press, Cawnpore. pp. 10.

of workers and also to advise and assist members in labour matters. The Labour Officer's services have been requisitioned by members in connection with the numerous strikes which took place during the period and his services were also utilised in making enquiries into and settling grievances of workers in various member-concerns.

The Government's Labour Officer.- Since the formation of the Association, the Government appointed Dr. Raj Bahadur Gupta as Labour Officer for the United Provinces. Dr. Gupta, according to the report, had previously been a Trade Union official and, in the opinion of the Managing Committee of the Association, has conducted his duties more as a trade unionist than as a neutral representative of Government. This was pointed out on more than one occasion to the Premier of the U.P. but no alteration in the appointment has been made.

Labour Bureau.- The Committee also considered the question of a Labour Registration Bureau through which all labour engaged in member-concerns will be recruited.

(Summarised from a copy of the Annual Report forwarded to this Office by the Secretary of the Association.) +

1st Annual Meeting of the Employers' Association of Northern India, Cawnpore, 1938.

The first annual general meeting of the Employers' Association of Northern India was held at Cawnpore on 5-4-1938 under the presidentship of Sir Tracy Gavin Jones. The following is a summary of the presidential address.

Labour Bureau.- After reviewing the membership and financial strength of the Association, Sir Tracy stated that since the period covered by the Report, a labour bureau has been established and started work on 6-3-1938. Since then, 1,600 workers have been registered, and of these 400 have been found employment. Of the men registered 700 are weavers and 610 men from other departments of the mills. It was found that there is a very large surplus supply of trained labour in Cawnpore, and untrained labour from the villages have been coming in such large numbers that it has been necessary to close down registration. A fact of note is that U.P. men who have been working in Ahmedabad, Bombay and Calcutta are finding their way back to U.P. to be nearer their homes. Only 1 per cent of those registered came from outside the United Provinces. 65 per cent. of the labour is entirely illiterate, but a fair number of young men with knowledge of English have offered themselves for employment as coolies and markers in mill warehouses.

Increasing the Purchasing Power of the Masses.- Sir Tracy then dealt with the question of the strained industrial relations for the past few months and the work of the Cawnpore Labour Enquiry Committee. Reviewing the course of labour

legislation in the Province, he drew attention to the general desire of Congress Governments to raise the standard of living of the people. With this desire, the employers, he declared, are in fully sympathy but it must be approached on sound economic lines. Arbitrarily to raise the standard of living of workers in a few industries, is, in his opinion, beginning at the wrong end. The true basis of prosperity in India is to raise the standard of living of the agricultural workers.

At present India is following the economic ideals of Europe where top-heavy industrialisation has resulted in unemployment and over-production. This unemployment and lack of purchasing power are due to want of co-ordination in the standards of living of the industrial and the agricultural worker. India is now joining the race of industrialisation, and here the standard of living of the town dweller is about 5 to 6 times that of the villager. The tendency for workers to drift from country to town will, therefore, increase enormously if a forward industrial welfare legislation policy is pursued by Congress Governments without a compensating uplift of the agricultural masses, and a staggering unemployment problem in towns will very soon arise. In India the problem is aggravated by the extreme poverty and a lack of purchasing power of the country producer.

Provincial Labour Legislation deprecated. - ~~That~~ ~~the~~ ~~legislation~~ ~~should~~ ~~not~~ ~~be~~ ~~enacted~~ ~~by~~ ~~Local~~ ~~Governments~~, but should be undertaken by the Central Government. Matters like sickness insurance, holidays with pay, maternity benefit, old age pensions, and benefits of a like nature, should be enforced alike in all industrial areas throughout India. In other countries the State contributes to such benefits, as also the workers; it is very inequitable to endeavour to place the whole burden on Industry. When these matters are considered on an all-India basis, the capacity of the industry, the State and the worker to contribute, and allied questions will arise. It will be found that the solution rests on the fundamental economic basis of the standard of living of the agricultural masses.

(Summarised from the text of the Presidential Address forwarded to this Office by the Secretary of the Employers' Association of Northern India.)+

Workers' Organisations.

Re-establishment of Trade Union Unity: Joint Session
of A.I.T.U.C. and N.T.U.F. - Nagpur - 17-4-38.

A special joint session of the National Trades Union Federation and the All India Trade Union Congress was held at Nagpur on 17-4-1938 under the presidentship of Dr. S.C. Banerji to implement the terms of the agreement between these two principal labour organisations in the country, ~~and to unite them in one central organisation.~~ At the session a formal resolution ratifying certain terms previously agreed upon by the A.I.T.U.C. and the N.T.U.F. as the basis for unity moved by Mr. N.M. Joshi, and supported by twenty labour leaders of practically all schools of labour opinion, was adopted.

Prominent among the leaders of both organisations who attended the session were Mr. N.M. Joshi, M.L.A. (Central), Mr. R. R. Bakhale, Mr. S.C. Sen, Mr. Sibnath Banerji, Mr. R.S. Nimbkar, Mr. Aftab Ali, Mr. P.O. Bose, Mr. Hariharnath Shastri, Mrs. Maniben Mulji, Mr. W.V.R. Naidu, Mrs. Chandobibi, Mr. N. Dutta Majumdar, ~~Mr. Mukundlal Sircar~~, Mr. Yusuf Meheralli and Mr. B.K. Mukherji. Over 5,000 workers also attended the session. Messages of good wishes were received, among others, from the Hon'ble Mr. V.V. Giri, Labour Minister, Madras, Dewan Chaman Lal, M.L.A. (Punjab), Prof. N.G. Ranga, President, All India Kisan Sabha, Mr. Guruswamy, General Secretary, All India Railwaymen's Federation, and the Director, Indian Branch of the I.L.O.

History of Split and Unity Efforts. - The trade union movement in India has a chequered history. It was formally inaugurated in 1920 and the first session of the All India Trade Union Congress was held in Bombay under the presidentship of the late Lala Lajpat Rai. In 1929 a split occurred between the left and right wings of the trade union movement. It was feared by the latter that the Girni Kamgar Union, Bombay, and the G.I.P. Railway Union (both with large book memberships), which were inclined to the left, would swamp the entire movement. Moderate leaders of labour, therefore, seceded from the A.I.T.U.C. and set up a separate body under the name of the National Trades Union Federation in order to co-ordinate the activities of right wing unions in India. Various attempts have been made since then to bring the two bodies together and these efforts culminated in the acceptance by the A.I.T.U.C. at its session in Delhi in December 1937 of the terms proposed by the N.T.U.F. At the present time the N.T.U.F. has a membership of 83,000 with 62 trade unions affiliated to it, and the A.I.T.U.C. a membership of 46,000 with 98 affiliated unions. (The Times of India, 19-4-1938). It is interesting to note that the labour unions of Ahmedabad which draw their inspiration from Mahatma Gandhi, have throughout remained aloof from both these

bodies. (For fuller particulars of the split of 1929 and subsequent developments vide for Nagpur split pages 24-29 -November 1929 report; for unity efforts vide pages 55-56 May 1931 report; 27-31 July 1932 ; 39-41 February 1933; 53-57 August 1935; 32-34 December 1935; 26-27 January 1936; ~~and~~ 31-33 March 1936; and 55-63 December 1937 reports).

Basis of Unity: Giri-Proposals.- The basis on which unity was achieved was furnished by what are known as the Giri-proposals, the main terms of which are given below:

(1) The N.T.U.F as a unit should be affiliated to the A.I.T.U.C.; (2) The A.I.T.U.C. should accept the constitution of the N.T.U.F. in toto; (3) The executive of the A.I.T.U.C. should be formed in accordance with the above mentioned constitution; (4) No foreign affiliations are to be made so far as the A.I.T.U.C. is concerned; (5) The affiliation of the N.T.U.F. to the A.I.T.U.C. should remain in force for a period of one year and should lapse automatically, unless renewed; (6) All political questions and strikes should be decided by a three-fourths majority of the Executive; and (7) On all other industrial questions, the decision should be taken by a majority vote.

This basis had been accepted both by the N.T.U.F. and the A.I.T.U.C. at their last sessions.

Amplifications by Negotiations Committee.- The above terms were further amplified at its meeting held on 16-4-38 by the Negotiations Committee appointed by the Executives of the A.I.T.U.C. and the N.T.U.F. to settle the points left unsettled by the Giri-proposals. The Negotiations Committee suggested, and the A.I.T.U.C. and the N.T.U.F. accepted, the following supplementary conditions:

(1) The personnel of the General Council of the Federation should be accepted as part of the personnel of the joint General Council; the A.I.T.U.C. should form its part of the personnel of the General Council not exceeding the number of the N.T.U.F. personnel; (2) The A.I.T.U.C. should have the Presidentship, one vice-presidentship, the Treasurership and one Assistant Secretaryship, and the N.T.U.F. should have one Vice-Presidentship, General Secretaryship and one Assistant Secretaryship and (3) The official flag of the A.I.T.U.C. should be an ordinary red flag with the letters T.U.C. thereon.

The Negotiations Committee also passed the following resolution for guidance of the officers and members of the A.I.T.U.C.

The Negotiations Committee passed the following resolution for guidance of the officers and members of the A.I.T.U.C.

"The A.I.T.U.C. stands committed only to such resolutions and decisions as are passed in its sessions or by its General Council or Working Committee, and such resolutions and decisions alone constitute the policy of the A.I.T.U.C. No press statement on any public question shall be issued by any of the office-bearers as office-bearers which has not been previously approved by the General Council or the Working Committee. They are, however, free to issue statements in their individual capacity; but they will not commit the Congress to the views contained therein. The President and the General Secretary may jointly issue statements, whenever necessary, and such statements will be placed before the General Council or the Working Committee for its consideration, approval or otherwise." (Taken from Statement issued by the President and General Secretary of the A.I.T.U.C. and published in Indian Labour Journal dated 24-4-1938).

Mr. N.M.Joshi's Resolution Ratifying Unity Terms. - These preliminaries being ^{settled} ~~over~~ the N.T.U.F. made formal application for affiliation to the A.I.T.U.C. and the application was accepted. At the special joint session of the A.I.T.U.C. and the N.T.U.F. held on 17-4-1938 to ratify the terms of unity, the following resolution moved by Mr. N.M.Joshi was adopted:-

(1) The Special Joint Session of the All India Trade Union Congress and the National Trades Union Federation rejoices at the conclusion of the negotiations that have been going on for the last few years between the two organisations with a view to bringing about unity in the Indian trade union movement. In sending its greetings and good wishes to the entire working class in India, this session hopes that it will be able to strengthen trade union organisation in this country where it is weak and create organisations where no organisation exists today, so that with the combined force that may be created, it will at no distant date be able to achieve for the Indian workers what is their due.

(2) Notwithstanding anything contained in rule 26 of the new constitution of the A.I.T.U.C. the Congress shall not be affiliated to any foreign organisation during the period of the N.T.U.F.'s affiliation with it. It will however, be open to the affiliated unions to do so provided that the foreign body with whom the affiliation is sought, has same or similar objects.

(3) Notwithstanding anything contained in the new constitution of the A.I.T.U.C., all political questions and the question of strikes shall be decided by a three-fourths majority of the General Council. The individual unions, will, however, be free to take any action they like in the absence of any mandate given by a three-fourths majority of the General Council.

(4) This session approves of the personnel of the General Council as agreed to between the Executives of the A.I.T.U.C. and the N.T.U.F.

General Committee.- The joint session elected a General Committee consisting of 88 members, 44 representing the A.I.T.U.C. and 44 the N.T.U.F.

Office-Bearers. - The joint session also elected the following office-bearers for the united body:-

President:- Dr. Suresh Chandra Banerji. Vice Presidents:- Mr. Mukunda Lal Sircar, Mr. Aftab Ali and Mr. Jammadas Mehta. General Secretary:- Mr. R.R.Bakhale. Assistant Secretaries:- Mr. S.V.Parulekar and Mr. Deven Sen. Treasurer:- Mr. R.S.Nimbkar.

Working Committee.- A Working Committee of 30 members, including the first six of the above office-bearers as ex-officio members, was also elected.

(Indian Labour Journal, 24-4-1938).

Below are given selected extracts from the addresses delivered by Mr. R.S. Ruiker, Chairman, Reception Committee, and Dr. S.C. Banerji, the President;

Mr. Ruiker's address: Class Struggle Ideology.- Referring to the relations between the Indian National Congress and the Indian trade union movement, Mr. Ruiker said:- "Doubts have been expressed and attacks levelled on the Trade Union Congress that it stands for class struggle. Class struggle is the basic principle of any Trade Union in the world. To say that class struggle is not consistent with Truth is nothing but the height of misrepresentation. If there is any truth in the world today, which stands naked and does not require any further explanation, it is the class character of the whole society, not only in India but throughout the Capitalist world. To put class struggle in juxtaposition to non-violence is fallacious. The very basis of capitalistic society is violence. The T.U.C. which stands for a radical transformation of the present society based on brute force and violence is the only organisation which rally stands for non-violence inasmuch as it is endeavouring to create a classless society whose basis will be cooperation and mutual goodwill".

The Gandhi Seva Sangh.- Dealing with the Gandhi Seva Sangh, a body inspired by Mahatma Gandhi for organising Indian workers, and possible rivalry from it to the A.I.T.U.C., he said: "The A.I.T.U.C. must remain the central organisation of the Indian working class. Its doors are open to one and all whatever may be their political faith. Nor are our doors closed to those who really believe in non-violence and truth as an article of faith, but I will appeal, with all the emphasis at my command, to Mahatma Gandhi and his band of workers of the Gandhi Seva Sangh, not to create divisions in the ranks of the working class, when, after years of wandering in the wilderness, we are in sight of unity today. Any attempt to divide the workers under whatever garb it may be made, will be nothing but disastrous to the future development of the working class movement".

Dr. S.C. Banerji's Presidential Address:- After a rapid survey of the world labour and industrial problems, Mr. Banerji pointed out that the alternative of going back from the present intensive industrial civilisation advocated by some as a corrective for India's social ills was unacceptable, and that the right remedy lay in the abolition of the capitalist system and its substitution by a socialist system.

Plea for co-operation with Congress.- Pleading for cordial relationships with the Indian National Congress, he said:- "The formation of Congress Ministries in seven out of eleven provinces of India aroused in the mind of Trade Union leaders the possibility of winning basic trade union rights and the minimum demands of the workers. The Indian National Congress represents all sections of the people, yet its special concern is the masses. Hence, in case of any real conflict between the classes and the masses, it will not hesitate to support the cause of the latter. Thus, in spite of the apparent contradiction, here is a genuine point of agreement. Labour keeping its separate independent existence under the leadership of the A.I.T.U.C. should therefore co-operate with the Congress and help it in its anti-Imperialist fight".

Resistance to Fascist Tendencies.- He then referred to the prosecutions of labour leaders under Section 107 of the Criminal Procedure Code launched recently in Calcutta and the ban imposed on the Communist Party of India, and said that they furnished evidence of Fascist tendencies. To successfully fight such tendencies, it was necessary that the Reformed Constitution, including both the provincial and Federal parts, should be opposed, and in the opinion of the A.I.T.U.C. the only effective way of doing so was the revolutionary utilization of the legislatures and linking it up with direct action of the masses such as a general political strike and no-tax campaign.

(The Indian Labour Journal, Nagpur,
17-4-1938).

~~Resolutions.~~

1st Kistna District Agricultural Labour Conference

Gudivada, 15-4-1938.

The 1st Kistna District Agricultural Labour Conference was held at Gudivada on 15-4-1938. The Conference was formally opened by the Hon. Mr. V.I. Muniswami Pillai, Minister for Agriculture, Madras. In the course of his opening address, Mr. Muniswami Pillai assured the sympathy of his Department ^{for} with the efforts that are being made to ~~improve~~ better the conditions of agricultural workers.

Resolutions.- The Conference passed resolutions: (1) urging all labourers to join the Andhra Provincial Agricultural Union, and (2) requesting the Government to pass legislation to wipe out the outstanding debts of the labourers, to start co-operative societies, house-building societies, insurance companies and co-operative stores for the benefit of the labourers; to abolish private banking concerns and arrange loans only through Government banks or banks recognised by them; to grant waste lands to the ~~landless and the unemployed~~ for carrying on co-operative farming and to lend its support to the residential Agricultural and Industrial Institution proposed to be started at Bezvada.

(The Hindu, 16-4-1938.) +

Economic and Industrial Survey of Bombay Province:

Government appoints Committee. +

The Government of Bombay has appointed a Committee with Sir Purushotamdas Thakurdas as Chairman and Dr. V.K.R.V. Rao as Secretary to carry out an economic and industrial survey of Bombay Province. The terms of reference to the Committee are as follows:

- (1) To examine the present position of small industries in the Province and to report on their place in the provincial economy in relation to agriculture and large industries;
- (2) to survey the work done by the Government of Bombay in the field of economic development within the Province during the last 17 years, with special reference to agriculture, large industries and small industries;
- (3) to report on the measures which the Government can undertake to promote economic development within the Province and to suggest methods for financing the same; and
- (4) to make such other recommendations as pertain to State policy with regard to economic development within the Province.

The Committee has been requested to submit its report as early as possible, but not later than the end of October 1938.

(Summarised from a Government Communiqué dated 14-4-1938, copy of which was sent to this Office by the Director of Information, Bombay). +

Lancashire Cotton Delegation's Visit to India. +

A delegation from the Lancashire Cotton Industry will be reaching Simla on 8-5-1938 in connection with the negotiations for an Indo-British trade agreement that are being carried on at present. The deputation, headed by Mr. Angus D. Campbell, Chairman, Manchester Chamber of Commerce, will be conferring with the unofficial panel of advisers to the Government of India in the Indo-British trade negotiations, prominent among whom are Sir P. Thakurdas, Seth G.D. Birla, and Mr. Kasturbhai Lalbhai. According to a statement issued by the Lancashire delegation prior to its departure from England, instead of protracted negotiations through Government departments there would be direct contact between the delegation and the Indian business interests most vitally interested in the cotton clauses of the

new trade treaty.

The last Lancashire cotton delegation to visit India was the Clare-Lees Delegation of 1933, from which the Clare-Lees-Mody agreement ~~resulted~~ resulted. ~~This agreement~~ This agreement, it may be recalled, was rejected by the Central Assembly; nevertheless it was ratified by the Government of India. It is anticipated that in place of the 6 per cent of India's total consumption of textiles reserved for Great Britain at present, the delegation will press for an increased quota, and that, in exchange, the delegation will agree to an intake by Great Britain of a larger quantity of Indian cotton. Pertinent considerations in this context are that Indian cotton sales to Japan are seriously endangered at present and that the sales are likely to register further decline in the future. The arrival of the Delegation is timely, as the Government of India is likely to appoint a Tariff Board by the end of 1938 to investigate the protective needs of the Indian textile industry.

(The Times of India 20-4-1938 and
the Leader 27-4-1938.) +

Employment and Unemployment.Unemployment in Rampur State: Report of Government Commission

The following information about unemployment conditions in Rampur State is taken from the report recently submitted by the Commission on Unemployment appointed by the State on 24-9-37. The President of the Commission was Mr. R.H.Salway, I.C.S., Minister in Charge of Development and Industries (A typed copy of the Report was forwarded to Geneva with this Office's minute D.1/753/38 dated 28-4-1938).

Unemployment in Rampur City. Over 5000 questionnaires were circulated among the unemployed in Rampur City and 1886 replies were received. Of these 1886 unemployed, 886 were uneducated, 808 literate (semi-educated), and 211 educated (Urdu Vernacular Middle, Matric, Graduates and Under-graduates). The occupational distribution was: Clerks -320, Retrenched from Army -391, Trade and business - 362, Mustajri (General merchants) and allied occupations -231, Miscellaneous -582 (Total 1886).

Causes of Unemployment.- Apart from general causes leading to unemployment, the report adduces the following special causes: (1) reduction of personnel in Departments of the State from 1930 onwards, (2) lack of industrial development in Rampur, (3) the modernising of the administrative system which had led to the abolition of many superfluous posts. The report recommends that the principal cottage industries of the State, weaving, furniture-making, calico-printing, iron wire-work, etc., should be modernised and the unemployed absorbed into employment in them.

Principal Recommendations.- The more important recommendations of the Commission are given below:

1. The Rs. 100,000 which has been provided in the budget for industrial development in Rampur should form the nucleus of an Industrial Development Fund, which should be controlled by a permanent board with a majority of non-official members.

2. Efforts should be made to ~~more~~ encourage large-scale industries in Rampur. A start has already been made with the establishment of two sugar factories and arrangements are completed for a Match Factory. In each case, the State has put capital into the industries concerned. In the opinion of the Commission an attempt should also be made to establish a cloth mill, a tannery, a paper mill and an oil crushing mill. It is suggested that advertisements should be inserted in news papers stating that the Rampur Government is prepared to assist the establishment of industrial concerns in every way possible and to invest capital in them. The Commission understand that proposals for the development of the fruit-growing industry and establishment of a factory for preserving fruit and for manufacturing fruit squashes are under the consideration of the Rampur Government, and consider that these proposals merit careful consideration.

3. In the technical departments of the State e.g. the Electricity Department, Motor Gages, etc., a suitable number of paid apprentices should be employed.

4. The possibility of establishing co-operative societies should be explored, but the Commission is of the opinion that the backwardness of Rampur may prove an obstacle to the immediate establishment of co-operative societies.

5. Weaving should be introduced as an optional subject in girls' school and classes held under trained women weavers in each mohalla. The Commission feel that if it is made possible for the women of Rampur to earn money in their homes a great deal will be done to alleviate poverty. It is suggested, therefore, that trained women teachers should instruct the women of Rampur in lace-making, embroidery, weaving, hosiery, etc.

6. ~~The~~ In order to organise marketing and to superintend the development of cottage industries in general an industrial officer, ~~to~~ be lent from British India, should be appointed.

7. Cottage industries should be assisted by Government to find suitable markets and in the purchase of raw materials.

8. An information Bureau should be established in order to collect the necessary statistics to enable a preliminary economic and industrial survey of Rampur to be carried out.

9. ~~The present system of education should be reorganised.~~ In the higher classes of Primary Schools a technical bias should be provided. The Commission are not in favour of compulsory free primary education, but recommend that increased facilities for free education should be provided in the city schools. Training in agriculture should also be given in these schools.

10. The possibility of providing land for and assisting the colonisation of young unemployed men of urban areas in habitable rural areas should be explored. In particular such persons should be assisted in establishing their own fruit gardens.

(Summarised from a typed copy of the Report of the Commission on Unemployment and Economic and Industrial Development in Rampur City forwarded to this Office on 19-4-38 by the Chief Minister, Rampur State).

Alleviating Educated Unemployment:

Work of U. P. Association of Educated Unemployed
in 1937.

According to the report on the first year's working of the U.P. Association of Educated Unemployed established in December 1936 with head office at Allahabad and Branches at Allahabad, Lucknow and Cawnpore, the Association is doing good work by turning the minds of the unemployed towards industry and

commerce rather than relying on Government services, by starting small industries and sales depots, and establishing industrial homes, training institutes and vocational schools.

Among the many schemes that are at present engaging its attention is the establishment of a colony for the educated unemployed, on a large tract of land within six miles of Mirzapur railway station, where fruit farming or agriculture may be tried, provided the Government agrees to give both financial and advisory help. It has made efforts to survey the possibilities of starting and developing small industries in the province, such as, hosiery, tin-buttons, rumal (handkerchief) printing, making combs, cricket balls, brushes, shoes and pens, electroplating brass utensils, embroidery, poultry farming, fruit growing and manufacture of fruit preserves. A co-operative concern for the manufacture of preserves and syrups has already been started at Allahabad and a hosiery company has also been started at Allahabad and negotiations are being carried on with hosiery experts of Ludhiana for setting up at Allahabad a hosiery concern with five or six hand-machines which will give employment to about 20 or 25 people. Efforts are being made to start an 'industrial development company' to afford assistance to young men in financing of small industries and in the marketing of their products. The Association is also considering the advisability of an industrial tour to Japan. It is proposed to send a batch of intelligent young men to Japan, each having a plan to study the organization of a particular industry.

(The Leader, 6-4-1938.)-

Bombay Social Workers' Conference, 23 and 24-4-1938,

Bombay. +

The 1st Bombay Social Workers' Conference, organised by the Social Workers' Society, Bombay, was held at Bombay on 23 and 24-4-1938, Mr. N.M. Joshi, M.L.A., presiding. Sixteen different social workers' organisations of the City took part in the Conference.

Presidential Address.- Mr. Joshi, in his presidential address, stressed the need for a comprehensive survey of the so-called conditions and needs of the population of Bombay city, which had grown into a large industrial centre on absolutely haphazard and unplanned lines. The working classes of the city suffered particularly from lack of housing, insanitary conditions, and absence of social amenities. Sickness, unemployment and old age accentuated their sufferings, but while factory workers were protected to a certain extent, other categories of labour - dock workers and seamen, workers in the building industry, day labourers, domestic servants, etc, were left totally unprotected. To ~~take~~ ^{handle} these and other problems adequately co-ordination of the work of the different ~~social organisations working in the city~~ and planned action were essential. In the allocation of social obligations between the Government, municipalities, voluntary organisations and individual citizens, Government had to be assigned a large share as it could easily provide the necessary funds. Social justice, in the final analysis, was the basic condition for social happiness, and therefore increased wages and ^{or} improved standard of living for the worker should be among the fundamental objectives of social work.

Papers on the following subjects, among others, were read at the Conference: Prostitution, Literacy Standards in Bombay City, Maternity and Child Welfare (including birth control) and Housing and Health.

(The Bombay Chronicle, 25 and 26-4-1938.) +

Health Conditions in Jharia Coal Mines - 1936-37.*

The following information about health conditions in the Jharia Coal Mines area is taken from the annual report of the Jharia Coal Mines Board of Health for the year 1936-37.

Jharia Mines Settlement; vital statistics.- The area of the Jharia Mining Settlement is 787 square miles, and the corrected population 531,401. (The area ^{under} of the Asansol Mines Board of Health, it may be noted, is 413[^] square miles and the corrected population 400,010.) The birth rate during 1936-37 showed a further decrease by 1.15 - the percentage being 25.93 against 27.08 and 27.19 in the past two years. The continued general depression in ^{the} coal trade, according to the report, is probably the main cause for this decrease. There was decrease in the death rate by 4.33. The infant mortality, however, increased by 6 per thousand infants born - the figure being 108 against 102 in the previous year. The rate of increase of population, i.e., the excess of the birth rate over the death rate was 6.65 in 1935 and 9.83 in 1936. The Bihar and Orissa figure for 1935 was 9.5.

Average Daily Labour Force.- The average daily labour force employed in 1936 was 61,064 as against 60,645 in 1935; of these, 36,687 and 2,933 were male and female, underground workers, and 15,283 and 6,161 male and female ~~underground~~ workers, respectively.

Accidents.- 808 accidents were reported in 1936, as against 754 in 1935. Of the 808 accidents, 122 were fatal, 542 reported as recovered, and 144 minor. The report points out that the accident at Loyabad Colliery (Burrakur Coal Co., Ltd.) during the year is mainly responsible for the increase in the total number of accidents and also for the increased number of fatal cases including instantaneous ones.

Water-supply.- In the course of the year, 7 collieries were connected with the Jharia Water Board mains, bringing the total number of connected collieries to 185, while notices were served by the Board on 6 collieries, requiring them to link up. The question of providing a pure and adequate supply of water to the various outstill liquor shops in this subdivision is still under consideration of the authorities concerned.

Housing in Colliery Areas.- The five years' housing programme of the Board was enforced during the year. The following table of licenses issued during the past two years will show that the improvement effected in the colliery housing has been consistently maintained:-

*Annual Report of the Jharia Mines Board of Health for the year 1936-37. Superintendent, Government Printing, Bihar, Patna. pp.26

	Permanent	Temporary	Total
31st December 1935	22,026	6,571	28,597
31st December 1936	23,379	5,069	28,448

Food Adulteration.- During 1936, proceedings were initiated in 134 cases under the Food and Drug Adulteration Act, and of these, 109 resulted in conviction, 3 resulted in acquittal, 9 were dropped, 1 was withdrawn and 12 were pending at the end of 1936.

Public Health Propaganda.- Lantern lectures on health subjects were no longer confined to Maternity and Child Welfare Centres, but were also delivered at other convenient places. During the year, by arrangements with the Secretaries of the Indian Colliery Labour Union and the Indian Miners' Association, a number of lantern lectures was held in important collieries for the benefit of labourers and their families. The leprosy relief work within the Jharia Mining Settlement continued to be carried on by the Dhanbad and district leprosy relief fund under the general supervision of the Chief Medical Officer of Health. The fund now conducts four leprosy clinics. The total number of treatments given during the year was 22,984 as against 17,190 during 1935. Apart from lantern lectures and occasional lectures by experts, meant for the educated classes, day-to-day propaganda is also being carried on through informal talks with the villagers by the leprosy assistants during their visits to the villages and collieries.

Maternity and Child Welfare Scheme.- During the year under report, all the centres continued to function except the one at Kusunda-Nayadee as the Clinic building there fell within the fire area. All the three circles, namely, Sijua, Kendwadih and Jharia, remained in charge of duly qualified Health Visitors, while the centre in the Dhanbad Municipality continued to be worked by a qualified midwife under the supervision of the Chief Medical Officer of Health of the Board. A reward of annas 4 for each case conducted by indigenous dais (maternity nurses) under the supervision of a Health Visitor is paid to dais. In addition, all indigenous dais undergoing training at the various centres are also paid a reward of annas 2 per head per attendance. All the dais operating in the area under the Maternity Scheme are also supplied with fully equipped boxes, while soap, oil and milk to mothers and children were distributed free of charge throughout the year.

(The Health conditions in the Jharia Mines Area during 1935-36 were reviewed at pages 58-66 of the report of this Office for June 1937.)+

Rents of Living Premises of Working and Middle Classes:
Government of Bombay appoints Advisory
Committee.

The Government of Bombay has recently appointed a Committee with Mr. Mathooradas Tricumjee as Chairman to advise it on the question of rentals of premises occupied by the working and the middle classes in the cities of Bombay, Ahmedabad and Sholapur. The terms of reference to the Committee are as follows:-

- (a) To examine whether the conditions and rentals of premises occupied by the working and the middle classes in the cities of Bombay, Ahmedabad and Sholapur are such as to require legislative intervention, (b) if so, to suggest the nature of the required legislation, and (c) to report on such other matters as may be germane to the points referred to in (a) and (b).

The Government has requested the Committee to submit its report before last July 1938.

(Summarised from Government Communiqué dated 25-4-1938, copy of which was forwarded to this Office by the Director of Information, Bombay.)+

All India Population and Family Hygiene Conference,
Bombay, 16-4-1938. +

The 2nd All India Population and the 1st Family Hygiene Conference was held at Bombay from 16th to 19-4-1938 under the presidentship of Mr. Jamnadas M. Mehta (in the absence of Sir Vepa Ramesam, the President-elect). The Conference was formally opened by Mr. B.G.Kher, Premier of Bombay.

Subjects discussd at the Conference included; birth control and sterilisation; medical problems and problems of sex; maternity and child welfare; housing and health; vital statistics; sociology and anthropology; nutrition problems, and population problems.

The Director of this Office contributed a paper under the caption: "The I.L.O. and the Workers' Nutrition". (The Hindu, 17-4-1938)
(Copies of papers submitted to the Conference and the general report of the proceedings have been asked for and will be forwarded to Geneva when received.)+

Progress of Education in India, 1935-36.*

General.- Reviewing the progress of education in British India during 1935-36, the Educational Commissioner with the Government of India points out in his annual report for the period that the increasing attention given to education by Provinces, educational bodies and individuals is the most prominent feature of the year. While stressing that discontent with the existing system and methods was acute, he points out that in regard to the upper stages of instruction the outlook was not so gloomy because certain provinces and bodies were seriously concerned with the general dissatisfaction and had or were taking action towards improvement. The Central Advisory Board of Education, which was revived in 1935, at its meeting held in December 1935 discussed the question of unemployment among the educated classes and decided to reorganise the educational system with a view to lessen the drift of unsuitable students to universities and provide better employable material. The proposal was forwarded to all Provincial Governments and is now under their consideration. Other important activities of the year were the publication of the reports of the Vernacular and Vocational Education Reorganisation Committee, Burma, and the report of the Unemployment Committee, Bihar, which contain recommendations about educational reorganisation in its relation to unemployment. The Central Provinces issued a revised curriculum for primary schools, whilst the Bengal Government published a comprehensive scheme of educational reconstruction with a view to elicit opinion. The Indian States too are appreciating the need of a review of their educational systems. In Mysore and Hyderabad, which are amongst the most progressive states in India, committees were appointed to consider a reorganisation of the educational system. The Educational Commissioner also points out that all are agreed that stagnation and wastage is appalling, that the administration of primary education by local bodies shows no improvement and is thoroughly inefficient, that compulsory primary education appears as remote as ever, that the annual increase in the percentage of literates is disconcertingly small, that the universities contain many students who are unfitted to profit by higher academic studies, that unemployment amongst the educated classes is common, and that provision for the education of girls is ludicrously inadequate, and that what is wanted is the implementing of those remedial measures which command general acceptance.

Total Number of Institutions and Pupils.- The following table shows province by province the total number of institutions (recognised and unrecognised), the total number of pupils (male and female), and the percentage of pupils to population in British India during 1935-36:-

*Bureau of Education, India. Education in India in 1935-36. Delhi: Manager of Publications, 1938. Price Rs.1-14 or 3s.3d. pp.139.

Province	Total number of Institutions (Recognised and Un-recognised)		Total number of Pupils		Percentage of Pupils to Population	
	1935	1936	1935	1936	1935	1936
Madras	51,564	51,309	3,094,203	3,173,980	6.6	6.8
Bombay	16,927	17,314	1,422,146	1,476,604	6.5	6.8
Bengal	71,660	69,426	3,075,272	3,146,291	6.13	6.28
United Provinces	24,830	24,572	1,594,940	1,620,260	3.29	3.35
Punjab	18,019	18,226	1,268,474	1,274,432	5.38	5.40
Burma	25,574	25,804	730,106	743,785	4.98	5.07
Bihar and Orissa	31,405	30,762	1,184,968	1,214,887	3.15	3.22
C.P. and Berar	5,941	5,957	501,197	499,100	3.23	3.22
Assam	7,643	8,130	403,890	434,021	4.6	5.0
North-West Frontier Province ..	1,128	1,139	95,263	97,196	3.9	4.0
Coorg	128	129	11,130	11,586	6.81	7.10
Delhi	399	427	47,114	49,224	7.4	7.7
Ajmer-Merwara	391	409	26,102	27,247	4.6	4.9
Baluchistan	402	363	12,782	7,384	2.75	1.59
Bangalore	116	113	18,234	18,726	13.6	14.0
Other administered Areas. ..	136	131	21,048	22,626	9.4	12.4
British India	256,263	254,211	13,506,869	13,816,149	4.97	5.09

Types of Institutions and Scholars. - The following table shows the number of scholars attending the different types of institutions in 1935-36:-

Recognised Institutions	Number of Institutions		Number of Scholars	
	1936	1935	1936	1935
Universities	16	16	11,311	11,003
<u>For Males.</u>				
Professional Colleges	233	232	81,505	79,242
Professional Colleges	64	60	19,618	19,070
High Schools	3,158	3,091	977,962	944,922
Middle Schools.	9,705	9,692	1,184,975	1,172,065
Primary Schools	165,240	166,580	8,840,517	8,639,405
Special Schools.	6,258	6,096	250,269	239,181
Totals	184,658	185,759	11,354,846	11,093,885
<u>For Females.</u>				
Arts Colleges	28	27	2,359	2,065
Professional Colleges	9	9	431	428
High Schools	392	376	103,829	98,975
Middle Schools.	973	925	156,152	146,042
Primary Schools.	32,618	33,785	1,467,886	1,450,267

Special Schools	391	410	18,263	18,095
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Totals	34,411	35,532	1,748,920	1,715,872
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Unrecognised
Institutions.

For Males.	31,147	30,887	602,254	592,047
For Females.	3,979	4,069	98,818	94,062

Totals	35,126	34,956	701,072	686,109
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GRAND TOTALS	254,211	256,263	13,816,149	13,506,869
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Expenditure.- The total expenditure on education in 1936, was Rs. 273,279,009 as against Rs. 265,211,240 in 1935, the increase being Rs. 8,067,589. Of the increase, Rs. 7,139,232 was for the education of males and only Rs. 928,357 for that of females; the report points out that in view of the lag in female education more money should be spent on it. Of the total expenditure, 43.3 per cent was contributed from Government funds, 16.1 from local funds, 25.2 from fees and 15.4 from other sources. The average total cost per pupil per year was Rs. 20-13-4.

Allocation of Funds: Primary Education starved.- 14.9 per cent. of Government expenditure was spent on University education, 24.2 per cent. on secondary schools, 33.9 per cent. on primary schools, and 8.9 per cent. on "Direction and Inspection". Again, 25.6 per cent. of the increase from Government expenditure went to University education, 29.8 per cent. to secondary schools, 13.3 per cent. to primary schools and 13.6 per cent. to "Direction and Inspection". The report points out that this disproportion in the allocation of Government expenditure and of its increase to the various grades of education merits earnest attention. Government spends more on higher education (collegiate and secondary) than on primary education, and the difference is accentuated every year by inequitable allotment of Government funds. When only about 10 per cent. of the population is literate, the need for an increased provision for primary education is apparent.

University Education.- The total number of students in all the Universities in India increased from 117,403 to 124,508. These figures include scholars in all types of colleges—Arts and Professional—throughout India (including States). The over-crowding of Universities and its undesirable effects have been discussed in previous reports. The question was also recently discussed by the Bihar and United Provinces Unemployment Committees, and again by the Central Advisory Board of Education at its first meeting held in 1935. The Board arrived at the unanimous opinion that the present system of education in schools required such radical re-adjustment as not only to prepare pupils for professional and

university courses, but also to enable them at the completion of appropriate stages, to be diverted to occupations or to separate vocational institutions. The report points out that from waste of money on "unprofitable students" ^{and} misguided and extravagant competition between eighteen Universities in India, especially in higher studies and research, continues. The Universities tend to become lifeless replicas of each other. Standards of examination have not improved. "Specialization" should not be sacrificed on the altar of "expansion". Expansion is no doubt desirable, but specialization is more desirable. A large number of students are also "wasted" in the Universities by being unable to pass the University examinations. The pass percentage at the Matriculation examination was only 25.4 at Andhra, 29.9 at Bombay, and 42.3 at Osmania (Hyderabad). At the Intermediate Arts Examination, only 33 per cent. passed in Andhra University, 39.6 per cent. in Madras University, 40.6 per cent. in Mysore, 41.3 per cent. in Rangoon and 42.8 per cent. in Delhi.

Compulsory Primary Education. - The following table shows the number of urban and rural areas under compulsion in the provinces:

Province	Number of areas under compulsion in 1935-36		
	Urban areas	Rural areas	No. of villages in rural areas under compulsion
Madras	28	7	104
Bombay	10	2	150
Bengal	2
United Provinces	36	25	1,224
Punjab	55	2,988	8,413
Bihar and Orissa.	1	2	15
Central Provinces	27	173	433
Delhi	1	9	16

Professional and Technical Education. - The following table shows the statistics for the number of and ~~enrolments~~ ^{enrolments} in professional and technical institutions in 1935-36:-

Type of Institutions.	1935		1936	
	Institutions	Students	Institutions	Students
I. Colleges—				
Law Colleges	13	7,256	14	7,335
Medical Colleges	10	5,028	10	5,138
Engineering Colleges	7	2,074	7	2,049
Agricultural Colleges	6	808	6	882
Commercial Colleges	6	2,605	6	2,801
Technological Colleges	2	69
Forest Colleges	1	42	2	64
Veterinary Colleges	4	379	4	419
Total	47	18,192	51	18,757

Professional and Technical Institutions - Table continued.

Type of Institutions.	1 9 3 5.		1 9 3 6.	
	Institutions	Students	Institutions	Students.
II. Schools—				
Law Schools	2	166	2	202
Medical Schools	30	7,022	31	7,003
Engineering Schools	10	1,728	10	1,687
Technical and Indus- trial Schools.)	489	27,705	513	28,809
Commercial Schools	220	8,692	313	11,781
Agricultural Schools	15	660	14	531
Forest Schools.	1	44	1	46
Schools of Art	15	2,110	15	2,144
Total	782	48,127	899	52,203
GRAND TOTAL	829	66,319	950	70,960

Adult Education.- Comparison of figures both of the number of schools and the enrolment shows that during the past ten years adult education has received a severe set back, for while in 1925 there were 3,984 adult schools with an enrolment of 96,947, the corresponding figures for 1936 were as low as 1,260 and 37,123.

(The Progress of Education in India, in 1934-35 was reviewed at pages 60-65 of the May 1937 report of this Office).

Agriculture.

42

Debt Redemption in Bhavnagar: Survey of Six Years' Work.

About six years ago the Government of Bhavnagar State initiated a scheme for redemption of agricultural indebtedness in the State (for fuller particulars see the documents sent to Geneva with our Minutes A.1/1249/34 of 5-7-1934 and A.1/747/37 dated 17-6-1937). Recently, at the instance of the Government, a general survey of the villages of the State was made with a view to finding out how far the position achieved by the whole redemption has been maintained in subsequent years and to what extent, if any, there has been a relapse into the old condition of indebtedness. The following information obtained by the survey is taken from a contribution made to the Statesman by the paper's special correspondent at Jamnagar.

Limited Volume of New Debts.- The survey has brought out the fact that the improvement has on the whole been kept up, and that, out of 29,973 individual holders, only 1,885, i.e., about 6 per cent, have incurred fresh debts totalling Rs.240,613, when compared to the nominal indebtedness of Rs. 8,640,233 liquidated under the redemption scheme. The amount of debt incurred is thus only 3 per cent of the liquidated debts. It is pointed out that the situation cannot be regarded as serious as these borrowings are in respect of current miscellaneous purchases for domestic use which are repaid during the harvesting season.

Proportion of Debtors and Causes of Debts.- Considering the situation from another point of view, 337 villages out of the total number of 540 villages in the State, i.e., about 62 per cent, continue to be debt-free. The number of cultivators found to be indebted was less than 5 per cent in 49 villages, between 5 and 10 per cent in 51 villages, between 10 and 30 per cent in 65 villages, and between 30 and 50 per cent, in 28 villages. The percentage of indebted cultivators exceeded 50 per cent only in 10 villages. Analysing the original causes of debt, the majority of borrowings, where they do not relate to domestic items of expenditure or agricultural requirements, were in respect of undue expenditure entailed by caste custom on occasions of betrothal, marriage, death, etc.

Usury Curbed and Litigation Reduced.- Further, cases of harsh and usurious dealings at exorbitant rates of interest were rare, though they were not altogether absent. These cases were particularly noticed in the tracts inhabited by backward and ignorant classes of kheduts (cultivators). A gratifying feature of the debt redemption scheme is that a comparatively small number of suits have been filed against the ryots in the State Courts, though in the pre-redemption days suits against agri-

agriculturists contributed the greater part of the civil file.

Social Reform accelerated.- Several kheduts have become alive to the need of regulating the scale of social expenditure and caste rules have been framed with the object of controlling expenditure ~~and~~ on social occasions. The breach of such rules is made punishable and the help of the State is readily available in the enforcement of the rules.

Planned State Assistance.- To lessen the khedut's dependence upon the sowcar, the State makes large and liberal advances of taqavi, either charging no interest at all or levying only a moderate rate of interest to enable cultivators to carry out genuine agricultural operations or some costly agricultural improvement. Among the measures adopted to conserve the economic improvement effected by redemption are: (1) Encouragement of kheduts to rear their own stock of bullocks by maintaining a cow or two; (2) the multiplication of co-operative societies; (3) the extension of gramya (village) panchayats; and (4) liberal advances of taqavi provided their recoveries are assured.

Lending through Panchayats.- To minimize leakage in taqavi grants, the same are given through the agency of gramya panchayats or through the agency of a co-operative society when such agency is available. In order to do away with the delay necessarily involved in advancing taqavi in the usual administrative way, a proposal is under consideration for placing an amount equal to a certain percentage of the land revenue of a village at the disposal of gramya panchayats that are functioning satisfactorily, and giving them power to make these advances.

(The Statesman, 11-4-1938)+

The Madras Agriculturists Relief Act, 1938.

Attention is directed to pages 61 to 76 of Part IV of the Fort St. George Gazette dated 22-3-1938 where is published the text of the Madras Agriculturists Relief Act, 1938, which provides for the relief of indebted agriculturists in the Province of Madras. The Act scales down the debts of agriculturists and future rate of interest leviable from them and provides for the conditional discharge of arrears of rents due to land-holders. +

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⌘ The C.P. and Berar Relief of Indebtedness Bill, 1938.

An Official Bill, called the C.P. and Berar Relief of Indebtedness Bill, was introduced in the C.P. Legislative Assembly on 31-3-1938 to make provision for the relief of indebtedness of agriculturists. The Debt Conciliation Act, an earlier measure, it was found has failed to do all that was required, The weak point of the Act is that Boards have insufficient powers to deal with recalcitrants and are dependent on the consent of the creditor. The Bill which is now put forward replaces the Board by a Court, upon which is laid the duty of reducing interest and principal in certain cases in accordance with fixed scales laid down in the First and Second Schedules to the Bill. A new departure is the compulsory reduction of principal on a graduated scale according to the fall in land values. Interest will be scaled down in accordance with the Central Provinces Reduction of Interest Act and retrospective effect will be given to this Act. When the debt is scaled down, the duty of the Court will be to prepare a repayment scheme on the same lines as at present adopted by Debt Conciliation Boards. The Bill provides for transfer of land by consent in settlement of part of the debt and authorizes the Court to fix higher rates of interest and to grant larger instalments when the debtor unreasonably refuses to transfer a part of his land. Arrears of instalments will as now be recoverable as arrears of land revenue, and if they are certified as irrecoverable, the repayment scheme will cease to have effect and creditors may recover their full claims at once through the civil courts.

The text of the Bill is published at pages 122 to 129 of Part II of the C. P. and Berar Gazette dated 22-4-1938.+

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Migration.

Sir E. Jackson's Report on Indian Immigration into
Ceylon.

The appointment by the Government of Ceylon in September 1936 of Sir E. Jackson to enquire into the necessity for ^{restriction of future immi-} ~~future~~ ~~emi-~~ migration of Indian labour to Ceylon was ~~referred~~ referred to at page 74 of our September 1936 report. Sir Edward's report on the subject was published by the Government of Ceylon on 20-4-1938. The following are the main conclusions reached in the report:

Lack of Ceylonese Labour. - It points out that even if the restriction of Indian immigration for the protection of employment is practicable the time has not arrived for it. Further, according to the report the time has not arrived when the compulsory employment of percentages of Ceylonese workers could be prescribed for particular undertakings. It is pointed out that the problem definitely is not one of preventing immigrant workers from driving the Ceylonese out of work, but how to enable the Ceylonese workers to replace the immigrant worker. To that end the report recommends ~~the establishment of a labour bureau, the enlargement of the staff of the Ceylon Labour Department to help in the collection of accurate information regarding conditions of employment, and the opening of co-operative societies among the villagers for supplying and maintaining labour forces to work on the estates.~~ It also suggests the opening of a training centre for domestic servants and the ~~enlargement~~ ^{provision} of suitable housing accommodation for Ceylonese workers.

Restriction will cause Economic Injury. - While the restriction of immigration will not remove the obstacles to the employment of Ceylonese, resort to it too soon will merely deprive the island of the labour essential to its needs. Finally, the report maintains that at the present time, the production, manufacture and handling of the principal export crops of the island could not be carried on without them, nor could various other works in the Colombo Port Trust, the municipality, the railways and the Public Works and other departments of Government. The existing means for the restriction of immigration to the desired level are adequate to the present needs of Ceylon, but deportation of immigrant workers when they are no longer required would be very foreign to the spirit which a long tradition had introduced into the contract between the workers and the employers, and would, as the Ceylon Planters' Association strongly urged, injure the good name of Ceylon, as an employer.

(The Times of India, 22-4-1938)

Sir Edward Jackson's report has been received with disappointment by the Sinhalese, while Indians have, on the whole, welcomed it.

(The Hindu, 21-4-1938.) *