

C 1903/175

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for June 1938.

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

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Ratifications. *

Convention re. Hours of Work on Board Ship and Manning:
Indian Merchants' Chamber, Bombay, opposes Ratification.

The I.L. Draft Convention re. Hours of Work on Board Ship and Manning was sent to provincial Governments by the Government of India on 8-12-1937 for eliciting public opinion thereon. The following is a summary of the views on the Convention expressed by the Indian Merchants' Chamber, Bombay.

Ratification opposed: Pleas for Indian Maritime Board. - The Committee of the Chamber supported the view of the Government of India that it was not desirable to ratify the Convention at this stage. The Committee, however, took exception to the view of the Government that "Indian seamen should be given special treatment". The Committee argues that if the contention of the Government, that Indian seamen were inferior to European seamen with regard to physical fitness and level of education was correct, then it was all the more necessary that Indian seamen should be made to work a lesser number of hours instead of more as the Government suggests. The Committee stated that Indian seamen were known for their sobriety and regularity of work and that they gave equal satisfaction as seamen of other nationalities. In view of the fact that Indian seamen were being exploited by foreign interests, the Committee suggested that Government should take effective steps to build an adequate Indian merchantile marine where the interests of Indian seamen would be better looked after. The Committee further stated that as Indian seamen have been excluded from collective agreements made in England under the National Maritime Board, an Indian Maritime Board should be established to look after the interests of Indian seamen.

(Journal of the Indian Merchants'
Chamber, Bombay, June 1938.)+

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National Labour Legislation.

Providing Rooms in Mills for Children of Women Workers in
Bombay; Notification of Government of Bombay.

Reference was made at page 12 of our December 1937 report to the rules which the Government of Bombay proposed to make in regard to the necessity for mills employing 100 or more women workers to provide a suitable room or rooms for the use of children below the age of six years of such women. At pages 1045 to 1046 of Part IV-A of the Bombay Government Gazette dated 16-6-1938, ~~is~~^{was} published the final rules on the subject.

Bombay Rules regulating Examination and Grant of Certificates
of Competency to Officers of Inland Steam vessels.

Attention is directed to pages 946 to 1001 of Part IV-A of the Bombay Government Gazette dated 9-6-1938 where is published Notification (No. 6831 dated 31-5-1938) of the Bombay Government setting forth the rules regulating the examination and grant of certificates of competency to (a) Masters and Serangis of inland steam vessels (pages 946 to 961) and (b) Engineers and Engine-drivers of inland steam vessels (pages 961 to 1001). These rules ~~prescribe, in addition to sight tests, the minimum qualifications~~ for each cadre and the nature of the qualifying tests.

Safety in Coal Mines:

Corrigendum to Amendments to Indian Coal Mines Regulations, 1926.

The Government of India has published at page 1165 of Part I of the Gazette of India dated 18-6-1938 certain corrigenda to the amendments to the Indian Coal Mines Regulations published at pages 1072-1082 of Part I of the Gazette of India dated 21-5-1938.

The Central Trade Union Regulations, 1938.

Reference was made at pages 34 of our January 1938 report to the proposed Central Trade Union Regulations, 1938, of the Government of India. The Government has published the final text of the Regulations at pages 1157 to 1164 of Part I of the Gazette of India dated 18-6-1938.

Grant of Maternity Benefits in Madras :

Government Contemplates Amendment of Maternity Benefit Act. .

The Madras Government is understood to have under consideration amendment of certain clauses of the Madras Maternity Benefit Act in the light of recommendations made on the subject by the Court of Inquiry which was appointed by the Government to inquire into the recent labour dispute in Coimbatore textile mill (vide pages 18-19 of our May 1938 report). The Court of Inquiry held that, though there had not been actual evasion of the Maternity Benefit Act, many women workers have not benefited from its provisions. The Government, it is understood, seeks to amend the Act to enable all women labourers in factories with rightful claims to maternity benefits to get them.

(The Hindustan Times , 12-6-1938.)

Extension of Factories Act to Cashewnut Concerns in Bombay. .

The Bombay Government has, by Notification No. 1822/34 dated 22-6-38 (published at pages 1101-1102 of Part IV-A of the Bombay Government Gazette dated 30-6-1938) extended the operation of certain sections of the Factories Act to places wherein any of the manufacturing processes incidental to treating and/or packing cashewnuts is carried on with or without the aid of power, and wherein on any one day 50 or more workers were employed during the twelve months preceding the date of the notification.

Cancellation of Coal Mines (Temporary) Regulations of 1936 and 1937. .

Attention is directed to pages 1134 of Part 1 of the Gazette of India dated 11-6-1938 where are published two notifications (Nos. M 955 (1) and (2) dated 7-6-1938) of the Government of India; the first cancels the Supplementary Coal Mines (Temporary) Regulations 1936 (vide pages 20-21 of our June 1936 report), and the Coal Mines (Temporary) Regulations, 1937 (vide pages 12-13 of our January 1938 report). The second notification deletes sections 6,7, and 8 of the Supplementary Coal Mines (Temporary) Regulations, 1937 (vide page 21 of our July 1937 report). .

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Restriction on Hours of Work in Film Studies:

Bombay Government's Notification. ←

The Bombay Government has published at pages 1110-1111 of Part IV-A of the Bombay Government Gazette dated 30-6-1938 a notification (No. S.129 dated 28-6-1938) according to which the Government proposes to amend the local Factories' Rules so as to limit the maximum hours of work in film studios to 11 per day in the case of work involved in erection and dismantling of "settings" and spread-over to 14 hours per day in the case of work on "make-up" of actors and actresses. .

Bihar Labour Enquiry Committee's Plan of Work: Working

Class/Family Budgets to be Collected..

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 decided at its first meeting held in the first week of June that the conditions of the workers in the important industrial centres of the Province should be carefully studied, and for this purpose family budgets should be collected under skilled supervision. Accordingly the Committee has, with the approval of the Government, appointed four investigators to be in charge of Jamshedpur, Jharia, Jamalpur and Rehtas centres. These investigators are to be assisted in their work by fifteen selected senior students of economics from the Patna College

It is expected that the reports on each of these industrial centres will be completed in three months.

(The Amrita Bazar Patrika, 12-6-1938,)

Jamshedpur Labour Dispute: Terms of Settlement.

For the last few months the workers of the Tata Iron and Steel Company, Jamshedpur, have been making a number of demands mainly relating to bonus and had threatened to go on strike unless their demands were met. On 6-6-1938, however, at a Conference attended by the Premier of Bihar, a settlement was reached between the Management and Professor Abdul Bari, representing the workers. The main terms of the settlement are as follows:

(1) The Company should give an additional half-a-month's bonus per annum so as to bring the total to three months' bonus per annum, instead of 2½ months' as hitherto contemplated. The question of revision of departmental bonus, including the cases of men in the Electrical, Mechanical and Producing Departments should be postponed for further consideration by a period not exceeding three months. (2) Electrical charges levied on workers should be reduced from one anna to half anna. The Company should instal points for electric lights in all quarters of low rental in the course of three years, except for such quarters which the Company intends to demolish or to quarters supplied free of rent. The Company undertakes to introduce such points to the extent of 33 per cent. in the course of the year. (3) The Company should agree to make temporary men, other than those in the Construction Department with one year's continuous service, permanent. (4) The question

of extension of general production bonus to all workmen should be left to be raised before Bihar Labour Enquiry Committee. (5) The question of revision of gratuity rules should be left to be raised before the Bihar Labour Enquiry Committee, but in the meantime men should not be forced to retire under the rules.

Profits Sharing Scheme.- The Company declines to consider any alteration in the basis of their profit sharing scheme from dividends declared to profits earned.

(The Amrita Bazar Patrika, 8-6-1938.)

Labour Commissioner and Labour Department for Sind;
Proposals of Re-Organisation Committee. *

At a meeting held recently of the Re-organisation Committee which was appointed by the Government of Sind to overhaul the administrative machinery of the Government of Sind, questions relating to the administration of labour subjects in the Province came up for consideration. The Committee decided that the present arrangement whereby the Director of Public Information holds charge of the Labour portfolio might continue for some time, but in view of the fact that the labour movement has lately been gaining strength, a Commissioner of Labour should be appointed in due course with a separate Labour Department. The Labour Commissioner should act as conciliator in all disputes between employers and employees referred to him under the Trade Disputes Act.

(The Statesman, 20-6-1938.) *

Strike Idea Postponed.

Central Provinces Textile Labour Workers' Demands to be referred to Labour Expert. *

It was mentioned at page 17 of our May 1938 report that the textile Workers of the Central Provinces had expressed dissatisfaction with the recommendations in the majority report of the Central Provinces and Berar Textile Labour Enquiry Committee and had demanded that the recommendations made in the minority report should be accepted by the Government and employees. At a meeting of the Council of Action of the Central Provinces Textile Workers held on 12-6-1938, it was resolved to declare a general strike on 1-7-1938 in case the workers demands were not met. The Council further decided to place their case

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before the Government and demand the nationalisation of the industry in case the employers refused to come to terms.

(The Statesman, 13-6-1938.)

On 16-6-1938 the Government published in the form of a Resolution, (vide pages 627-628 of Part 1 of the Central Provinces and Berar Gazette dated 17-6-1938) its views on the Report of the Central Provinces Textile Labour Enquiry Committee; the Government accepted the recommendation of the majority report and invited employers and workers to accept them. The employers signified their willingness to accept these recommendation, while the workers refused to do so.

Towards the end of June, Seth Jamnalal Bajaj, President of the Nagpur Provincial Congress Committee, entered into negotiations with the workers' representatives and offered to refer the workers' demands to a labour expert on the understanding that the verdict of the expert on the question should be unreservedly accepted by the workers. On his side he undertook to induce the Provincial Congress Committee and the Government to implement the expert's recommendations.

(The Hindustan Times, 2-7-1938.)

The Council of Action accepted this proposal and has, on this understanding, postponed the general strike in the industry which was scheduled to start on 1-7-1938.

(The Hindustan Times, 2-7-1938.)

Working Class Cost of Living Index Numbers for Various Centres in India during March and April 1938.

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

Bombay. - The index number (Base; Year ending June 1934) of the cost of living for working classes in Bombay in March 1938 remained stationary at 107; in April it declined by 2 points to 105. 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 March 1938 was stationary at 71 and in April declined by 2 points to 69. For 1937 the average

was 75.

Shelapur.- The index number (Base; Year ending January 1928) of the cost of living in Shelapur during March 1938 declined by 2 points to 70 and remained unchanged at this level during April 1938. The average for 1937 was 73.

Nagpur.- The index number (Base; January 1927) of the cost of living in March 1938 fell by 3 points to 58 and in April recovered to 61.

Jubbulpore.- The index number (Base; January 1927) of the cost of living in Jubbulpore in March 1938 declined by 1 point to 57 and further declined by 1 point in April to 56.

(Extracted from the Monthly Survey of Business Conditions in India for March and April 1938.)

Cawnpore Textile Strike: Settlement
effected on 4-7-1938.

The Strike situation in the Cawnpore textile mills during May 1938 was summarised at pages 15-17 of our May 1938 report. Early in June, the Cawnpore employers met the Governor of the United Provinces and later approached the Labour Department of the Government of India demanding that they should intervene in the employers' favour, but without any success. (The Hindustan Times, 4-6-1938). On 4-6-1938 the Central Strike Committee put up demands for settlement which included the payment by employers of a minimum wage of Rs. 15 per month; setting up of arbitration machinery for dealing with cases of future victimisation; and recognition of the Mazdoor Sabha. (The Hindustan Times, 5-6-1938.) On the other hand, the employers gave out that negotiations were in progress between a few of the employers and certain Indian States for the removal of their mills to these States. (The Statesman, 9-6-38)

Government's Decision re. Labour Committee's Recommendations:-

On 12-6-1938 the ~~Recommendations~~ Government of the United Provinces announced its decision on the Enquiry Committee's recommendations in the form of a Resolution (pages 1-13 of the Government Gazette Extraordinary of the United Provinces dated 12-6-1938). The Government accepted the majority of the recommendations; as regards fixing a minimum wage of Rs. 15 per month, however, the Government expressed the opinion that in view of the fact that when the increases in wages recommended in the Report come into force there will be very few workmen left with wages lower than Rs. 15 per month, it was unnecessary to pursue the question further at present. The Government approved of a monthly basis of payment and proposed the appointment of a Wages Fixation Board and a Labour

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Commissioner for the Province, The Government also agreed with the Committee in regard to the continuance of night shifts and the abandonment of overlapping and multiple shifts. It did not, however, give a decision on the question whether working days in the year should total 310 or 305. Finally, the Government asked the employers to recognise the Mazdoor Sabha after reorganisation in the manner suggested by the Committee.

Settlement with Employers:- The workers accepted the Government's decision with enthusiasm, but the employers refused to consider it unless the strike was called off, which the workers refused to do without a proper settlement. (The Hindustan Times, 15-6-1938.) After protracted negotiations, Pandit G.B.Pant, Premier of the United Provinces, was able to effect on 4-7-1938 a settlement with the Employers' Association of Northern India. The main terms of the settlement are given below:-

Monthly Payment of Wages:- As to the payment of wages on the monthly basis the employers do not see any difference between the methods of daily and monthly payments, if it is recognized that a month consists of 26 days only and that wages for a month have to be calculated on this basis. The Government are inclined to accept this but would like the Labour Commissioner to look into it.

Wage Fixation Board:- It is agreed that the Wage Fixation Board should consist of an equal number of representatives of employers and workmen. The chairman should be appointed with the mutual consent of the representatives of both parties. Failing such an agreement a sitting judge of a High Court or a first grade District Judge should be appointed by the Government.

Wage Disputes:- The Government are willing to accept the proposal that unless the Labour Commissioner, after experience, considers a change in its scope necessary the Board should only deal with wage disputes of a general nature and that with regard to disputes concerning individual mills the Labour Commissioner would be the appropriate authority. The Board and Labour Commissioner will only be empowered to make recommendations to the parties. In particular, if there is any substantial change in the trade's situation that would furnish ground to the parties for approaching the Wage Fixation Board for a variation in the wage rates. This applies as much to an increase as to a decrease.

Rationalisation:- The Wage Fixation Board will hamper the schemes of standardization and rationalisation. Such schemes will be facilitated as far as possible in the larger interests of the industry but the matter will be further looked into by the Labour Commissioner in consultation with the employers and workmen. The Government have not any intention of placing an artificial limit on the progress of rationalization but it will, if any such occasion arises in future, consult the wishes of parties in this connexion before taking any decision.

Overlapping and Multiple Shifts:- The question of framing rules dealing with overlapping and multiple shifts is being examined by the Government and the parties interested will be consulted.

Government Labour Exchange:- Steps will be taken to set up a Government Labour Exchange. The employers consider that the Labour Exchange will not be qualified to give the best advice unless it gains some practical experience. They are willing to co-operate with it and help it. They, however, desire that no workman should be forced on them against their will. This principle has been accepted by the Government, but it is hoped that a convention will grow by which employers as a rule will accept the advice of the Exchange.

Dismissals:- The employers want their inherent right to dismiss labour to be recognized, but they agree that if any complaint is made that a workman has been dismissed or discharged without adequate grounds, and if the Labour Commissioner recommends that the man be reinstated, they will abide by his direction. They desire this to be done by way of a convention and not by any alteration in the law. The Government are prepared to accept this suggestion. If the aggrieved person, instead of applying to the Labour Commissioner, wishes to follow any other course it will be open to him to do so. The Government are taking steps to appoint a senior I.C.S. officer as Labour Commissioner and Conciliation Officer, who may carry the confidence of both parties.

Social Benefits:- As regards social benefits, such as leave with pay, sickness insurance, provident fund, etc., the employers consider that these are matters of a general character affecting all industries and should not be effected on a provincial basis as all-India considerations are involved. The Government are prepared to accept this.

Recognition of Mazdoor Sabha:- While recognizing that the Mazdoor Sabha has every right to lay down its own constitution, the employers desire that the Sabha should be reconstituted on a sound basis and that it should foster discipline in the mills and be fully competent to prevent any strike being declared, except after due deliberation and with the full consent of the workmen. The Government agree with those principles. The employers also agree that there may be a single labour organization instead of numerous rival bodies functioning in the name of labour. They wish that the constitution of the Union may be revised at once, or that the Labour Commissioner be asked to go into the question, so that the Sabha may be recognized without delay. With this view the Government agree. Certain other suggestions will also be placed before the Sabha when the question of its reorganization is taken up.

Improved Housing:- Questions connected with the improvement of housing conditions in Cawnpore, labour welfare work and debt relief are engaging the attention of the Government and action in regard to the former has already been taken.

No unauthorised strikes:- As regards strikes, the Government fully realize the harm that illegal or unauthorized strikes cause to all concerned. Such strikes are very much to be deprecated and Government are anxious that some machinery may be devised which would put an end to such strikes. Subject to acceptance of the above, the employers are prepared to allow certain wages increases on certain terms and conditions.

Standardised Conditions of Service:- The Mazdoor Sabha further desires that standardized conditions of service should be laid down and that 15 days' notice of change in working conditions should be given to the Sabha. The Government understands that the employers accept this in principle and are prepared to put up notices of the changes proposed, sending copies thereof to the Labour Commissioner. They agree that for the present that there will be no change in the conditions of work or service as compared with those prevailing when the strike began, except in respect of the increase of wages already announced by the mills. The Government accept this.

No Victimization:- The Mazdoor Sabha desire that no employee of any mill should be penalized and all those who were on the pay rolls on the date of the strike should be taken back in their original place. The Government understand that there is no objection to this.

Application to Jute and Hosiery Mills:- In respect of the ^{Cawpara} Jute mills and employers concerned have agreed to allow to workers the same rates of wages as given before the strike, pending reference to the Wage Fixation Board. It is hoped that the hosiery factories will be able to settle the question of an increase in the rates of wages in direct agreement with the workers, but failing that they are prepared to refer the question of increase of wages to the Labour Commissioner. It is understood that rates of increase of wages allowed in textile mills will also be allowed in case of the workers in the hosiery section of a textile mill.

(Summarised from ^{the} text of United Provinces Government Communiqué dated 4-7-1938 setting forth the terms of settlement published in Statesman dated 5-7-1938)

Conditions of Child Workers in Travancore Factories:
Protest by Travancore Labour Children's League. +

A meeting of the Travancore Labour Children's League (Thozhilali Balajana Sakhyam) was held on 27-5-1938 at Alleppey, Travancore State, under the chairmanship of Mr. R. Sugadhan, General Secretary, All Travancore Labour Association.

In the course of his presidential address the Chairman deprecated the harsh treatment accorded to child workers by contractors and maistris and criticised the Government for not strictly enforcing the provisions of the State Factories Act in general and those relating to children in particular. He pointed out that the daily hours of work of children greatly exceeded in practice the legal limits and that weekly rest was not given to children by many factories, in contravention of the provisions of the Act. He finally urged child workers to unite and fight for better conditions of work.

Resolutions. - Resolutions were passed protesting against the action of certain factory owners in dismissing child labourers on flimsy and unreasonable grounds and requesting the Government to take immediate action to put a stop to such practice. The ~~meeting also protested against the action of a seir factory in Alleppey in dispensing with the services of about twenty child labourers on the ground that they did not attend the factory on a Sunday. It was also resolved to appeal to the public for financial support for a night school, a Sunday School and a free reading room and library for child workers that the League proposed to start.~~

(The Hindu, 30-5-1938.) +

Conditions of Work in Cinema Industry in Bombay Presidency:
Government urged to Conduct Enquiry. +

The following information about the unregulated conditions of work of the large number of employees engaged by ^{Indian} film studios and cinema theatres is taken from an article by Mr. K. Ahmad Abbas published in the Bombay Chronicle dated 2-6-1938.

Studio Employees: Artistes, technicians, "extras", etc: Poor Salaries and Long Hours. - Describing the conditions of service of the employees in studios, the writer states that except for a few stars who are paid sufficiently well, the artistes as well as the technicians get hopelessly low wages. The 'extras' get poor wages out of which a substantial proportion has to be paid to the agent through whom they get the job. In many studios payment is far from regular, several months' salaries being often in arrears. Moreover there is no system of leave, much less any provision for sickness. Sometimes actors and the technical staff

are required to work day and night without any extra wages. The Factories Act applies only to the section of employees working in laboratories and workshops of studios, but not to those working in other departments.

Employees in Cinemas: Cinema Operators.- The conditions of work of cinema operators are equally bad. The usual hours of attendance for a cinema operator in a cinema theatre are from 4 p.m. to 2 a.m. - a continuous span of 10 hours. On Saturdays, Sundays and holidays, when the theatres give a matinee show at 2-15 p.m. the operators have to attend from 1.30 p.m. to 2 a.m. - a period of 12½ hours at a stretch. In addition to this, some cinemas have Sunday morning shows, which add ~~another~~ another 3 hours making the operator work altogether 15½ hours in a 24 hours. On days other than Sundays, there are private shows in the morning arranged for producers, censors, the trade or the press. The operators are called for these morning shows which last nearly 3 hours every time. Calculating all trial shows, matinees, special shows, and the regular shows, cinema operators in Bombay put in over 100 hours' work in a week - an average of over 14 hours a day.

Lack of Safety Measures.- The work in studios is often dangerous to life and person of the employees, since the electrical machines are antiquated and very often not in good condition; there is also a general lack of safety devices. Schemes for insuring the employees against accidents or death are absent and no compensation is usually paid for injuries or death sustained in the course of employment.

Organisation of Cinema Employees.- The writer in the first place urges cinema employees to organise themselves into a well built union to safeguard their interest and obtain better conditions of work. The Motion Picture Society, Bombay, according to Mr. Ahmad, has not evinced any interest in bettering the conditions of workers in the industry. On the other hand, the Society has urged the Government to exempt employees in the motion picture industry from the proposed legislation regulating hours of work, etc., of shop employees in Bombay. Secondly the Government of Bombay is urged to conduct an enquiry into the conditions prevailing in studios and cinema houses in the province.

(The Bombay Chronicle, 2-6-1938.) +

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Demands of Baroda Workers for Increased Wages:
Government Bill to improve Factory Conditions. +

After the recent success of their demand for a reduction in the daily working period to nine hours, or 54 hours per week, the workers in Baroda mill are reported to have written to the Millowners' Association, Baroda, demanding an increase in wages of 12½ per cent. with effect from 1-8-1938. The demands have already caused a few strikes.

The Committee set up by the Baroda Government to revise the State Factory Act and propose amendments to bring it in ~~uniform~~ conformity with British Indian conditions is expected to complete its deliberations at an early date and a Bill on the subject will probably be introduced in the next Session of the State Legislative Assembly by the Government. The Government has in the meanwhile appointed a Labour Officer under the Development Commissioner to supervise labour conditions in the State factories and to enforce the laws and regulations affecting labour.

(The Statesman, 8-6-1938.) +

Industrial Disputes in British India during 1937. +

According to a communiqué dated 21-6-1938 on industrial disputes in British India during 1937, issued by the Department of Labour of the Government of India, the total number of strikes during the year (including 7 strikes in progress on 31-12-1936) was 379 and the total number of workers involved was 648,000, as compared with 157 strikes (including 4 strikes in progress on 31-12-1935) involving 169,000 workers in 1936. The number of workers involved in the highest since 1921. The total number of working days lost during the year was 8,982,000 as compared with 2,358,000 during 1936. The figures of working days lost during the year are about 3.81 times the figure recorded for 1936. In all, cotton textile mills and jute mills account for 58.3 per cent. of the strikes, 82.2 per cent. of the workers involved and 83.7 per cent. of the loss of working days. In 238 of the strikes, or 62.8 per cent., the chief demand related to wages or bonuses. The number of strikes in which the workmen were successful in gaining

any concession was approximately 45.9 per cent. of the total number of strikes ended during the year.

Provincial Distribution.- During the year under review, there were 166 disputes in the Province of Bengal involving 365,699 workers and entailing a loss of 6,090,883 working days. Next come Bombay with 88 disputes involving 109,888 workers and entailing a loss of 897,211 working days; Madras with 61 disputes involving 60,980 workers and entailing a loss of 656,404 days; the U.P. with 15 disputes involving 63,350 workers and entailing a loss of 704,940 working days; the Punjab and Bihar with 14 disputes each involving 8,545 and 14,946 workers and entailing losses of 21,129 and 222,509 working days respectively; Assam with 9 disputes involving 2,756 workers and entailing a loss of 88,390 working days; the C.P. with 5 disputes involving 9,701 workers and entailing a loss of 222,904 working days; Burma (for the first quarter only, because it was separated from India in April 1937) with 4 disputes involving 612 workers and entailing a loss of 1,409 working days; Sind with 3 disputes involving 1,489 workers and entailing a loss of 2,778 working days; Delhi with 2 disputes involving 1,684 workers and entailing a loss of 9,046 working days; and Baluchistan and Orissa with one dispute each involving 7,000 and 1,151 workers and entailing losses of 38,500 and 26,154 working days respectively. (One strike which was in progress at the end of December, 1936 was common to 5 provinces, viz., Bihar, Bengal, Orissa, C.P. and Berar and Delhi.)

Causes and Results of Strikes.- Of the 379 disputes during the year, 234 were due to questions of wages, 73 to those of personnel, 18 to those of leave and hours, 4 to those of bonus and 56 to other causes. (Of the 379 strikes, one was common to three industrial and five provinces.) In 51 cases the workers were fully successful, in 117 partially successful and in 198 unsuccessful; 13 disputes were in progress at the close of the year.

Classification by Industries.- Classified according to industries, there were 131 disputes in cotton and woollen industries involving 235,202 workers and entailing a loss of 2,574,037 working days; 90 in jute mills involving 297,579 workers and entailing a loss of 4,944,645 working days; 8 in engineering workshops involving 2,311 workers and entailing a loss of 15,521 working days; 6 in mines involving 5,938 workers and entailing a loss of 7,938 working days; 3 in railways (including railway workshops) involving 32,692 workers and entailing a loss of 686,070 working days. In all other industries together there were 143 disputes involving 74,079 workers and entailing a loss of 754,046 working days. (One strike was common to three industries.)

(The communiqué on Industrial Disputes in British India during 1936 is reviewed at pages 16-18 of our May 1937 report.) +

"Bonus" is part of "Wages":

Decision in Ahmedabad Test Cases. +

It was mentioned at pages 25-26 of our February 1938 report that a difficulty had arisen in the interpretation of the definition of "Wages" in the Payment of Wages Act, 1936, and that the Bombay Government has held that any bonus that may be offered by the employer for good attendance, good work, good production, etc., was part of "Wages" and so payable whether or not the conditions governing the earning of the bonus are fulfilled. The employers protested against this interpretation. In order to obtain a ruling on this subject, the Government of Bombay instituted some time back two test cases before the City Magistrate, Ahmedabad. The judgment of the Magistrate in both cases were given towards the middle of June 1938; a brief summary of the judgment is given below.

Facts of the Case: These two cases under the Payment of Wages Act were filed against the Arvind Mills; in the first case, the Government claimed that the non-payment of "regular attendance bonus" by the management of these mills in the case of certain piece-workers ~~and defers amounted to an illegal deduction from wages.~~ The total amount involved was about Rs. 326. The second case referred to the non-payment of a "quantity of efficiency bonus" to certain weavers. The estimated amount involved was Rs. 382. The Inspector who filed the case on behalf of the Bombay Government prayed for the issue of a direction by the Court for the refund to the employees of the amount deducted by the Manager of the Arvind Mills.

Defence Case: It was admitted by the respondent that bonus was paid only in case of unbroken attendance for the period fixed as unit, whether of 16 or 8 days, and not otherwise. It was contended by the management that the persons referred to in the application were not entitled to any amount by way of bonus, as they had failed to observe the conditions governing its earning, and further that it would not become wages and would not fall within the orbit of Section 2 (vi) (Payment of Wages Act) unless it was earned by the fulfilment of these conditions. The amount not paid could not therefore be called a deduction from wages as contemplated by Section 7.

Point at Dispute:- The point in dispute was, thus whether a bonus payable conditionally upon regular attendance could be called "Wages" so as to make non-payment thereof a deduction falling within Section 7, even though the terms governing the earning had not been fulfilled.

Payability and not Actual Earning the Determining Factor: In his Judgment, the Magistrate argued that according to Section 2(vi), "Wages" meant all remuneration which would be payable +

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if the terms of the contract were fulfilled, whatever the nature of the condition might be. Thus, the Magistrate remarked, payability, and not the actual earning, was the determining factor for any remuneration to become wages; otherwise the word in the definition of "Wages" would be "paid" instead of "payable" if the wages were to be given its ordinary meaning, i.e., compensation paid to a hired person for his service.

Unauthorised Deductions from Wages:- Section 7, the Magistrate pointed out, permitted certain deductions from any remuneration which was wages and Section 23 made all conditions of a contract of employment which would have the effect of subjecting the stipulated remuneration of an employed person to any deduction not authorised by Section 7, null and void. If the argument advanced by the respondent was adopted, stated the Magistrate, sections 7 and 23 would be superfluous; insertion of any special condition governing the earning of remuneration would be against the whole scheme and spirit of the Act, the object of which was to shut out any scope for an employer to put an employed person at a disadvantage under cover of special conditions of contract of employment. "Wages" therefore, the Magistrate remarked, was so widely defined as to include all remuneration, the payability of which was governed by rules such as described in section 2 (iv), in contrast to any other remuneration given at the pleasure or caprice of the employer.

Decision of the Magistrate:- Coming to the point at issue, the Magistrate remarked that the bonus in the first case was payable on regular attendance for a certain period. It was, therefore, wages for the purpose of the Act. Once it became wages, all conditions which make non-payment thereof possible otherwise, than in accordance with section 7 were inoperative. Therefore, deduction for the absence calculated on the basis of unit of 8 to 16 days was illegal, and offended against the provisions of the section 9. The deduction permitted by the section 9 was the amount calculated on a pro-rata basis for actual absence. From the papers it was clear, remarked the Magistrate, that the relief claimed was arrived at on a pro-rata basis and that there was no dispute in this respect.

The Magistrate, therefore, in both the cases ordered that the respondent, Manager of the Arvind Mills, should pay the claimed amounts to the affected persons in the mills with costs.

(The Times of India, 20-6-1938.)+

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

Review of Administration in the Provinces.- The total number of cases increased from 22,999 in 1935 to 28,510 during 1936, and the amount of compensation paid from Rs. 1,161,465 in 1935 to Rs. 1,464,180, the highest figures recorded since the Act came into force. Increases both in the number of cases reported and the amount of compensation paid were registered in Assam, Baluchistan, Bengal, Bihar and Orissa, Burma and the Punjab. The compensation paid in respect of accidents on railway rose from Rs. 322,043 in 1935 to Rs. 373,428 in 1936. The average sum paid during the year per case was Rs. 51.4 as against Rs. 50.5 in 1935. Instances of generous treatment accorded by large employers to dependents of killed or injured workers are recorded in provincial reports.

Activities of Trade Unions.- As in previous years a few trade unions are reported to have assisted their members to obtain compensation. In Bombay, the Textile Labour Association, Ahmedabad, was the only trade union to take any effective share in the settlement of claims for compensation on behalf of the workers. This union handled 200 cases of which 146 were settled and compensation amounting to Rs. 29,930 was secured. In Bengal, the activities of individual trade unions were less marked in 1936, but the Press Employees' Association continued to play an active part.

The Calcutta Claims Bureau which handles the claims from almost all insured labour in Bengal continued to render assistance in the settlement of claims. In Bombay the working of the Act was greatly facilitated by insurance companies which represented the employers in about 58 per cent. of the cases. The majority of contested cases were handled by two claim agencies. In Burma, although only 10 per cent. of the employers were insured against claims under the Act, their establishments included 33 per cent. of the workmen.

Application filed before Commissioners.- The figures for proceedings before Commissioners show an increase over those of the previous year. The number of applications under section 10 of the Act was 218 as compared with 786 in 1935 and 581 in 1934; the number of deposits under section 8 was 1,350 as compared with 1,002 in 1935, and the per-centage of contested cases to the total number of cases disposed of by Commissioners 59.1 as compared with 58.2 in 1935. 1,610 agreements were presented during the year. Out of these together with applications pending from 1935, 1,512 were registered without modifications and 29 after modification; 41 were not registered on account of inadequacy of fees for other reasons and 135 were pending at the close of the year.

Appeals before High Court.- 22 appeals were filed during the year while 9 were pending at the beginning of the year. Of these, 14 were disposed of and 17 were pending at the close of the year.

Occupational Diseases.- There were 8 cases of compensation for lead poisoning during the year (3 in Bengal, 1 in Delhi, 3 in Burma and 1 in Bombay), but there is evidence that this occupational disease is far more common than the figures suggest. Compensation amounting to Rs. 6,355 was paid for seven cases and one case was pending.

* Workmen's Compensation Statistics for the year 1936 together with a note on the working of the Workmen's Compensation Act, 1923.
Published by the order of the Government of India, Manager of Publications, Delhi. Pp.5

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Amendments to the Act.- No amendment was made to the Act during the year under review.

(A copy of the Report reviewed above was sent to Geneva with this Office's minute D.1/1080/38 dated 16-6-1938. The working of the Workmen's Compensation Act during 1935 was reviewed at pages 28-31 of our March 1937 report.)

Uniform Labour Legislation:

Government of India urged to summon Conference of Provincial Labour Ministers. +

Both at the meeting of the Labour Sub-Committee of the Congress and the meeting of the Congress Prime Ministers held at Bombay in May 1938 (vide pages 13-15 and 45-46 of this Office's May 1938 report) the question of evolving a common labour policy for the various Indian provinces came up for prominent discussion. According to the Special Correspondent of the Hindustan Times at Simla, pressure is being brought to bear by the Congress Ministries on the Government of India to summon a Conference of Provincial Labour Ministers to discuss the question of ensuring uniformity of labour legislation. It is felt that, since ameliorative labour legislation is contemplated in several provinces, the main lines for an agreed uniform advance should be laid down at such a Conference. It is expected that the Government of India will give a definite indication of its attitude on the question before the next meeting of the Legislative Assembly in August 1938.

(The Hindustan Times, 1-6-1938.) +

Central Legislation regarding Safety in Mines:

Government of India consults Provincial Governments. +

It is understood that the Government of India has sent to the Provincial Governments its proposal for ensuring safety in mines and conservation of coal based on the Coal Mining Report (vide pages 35-38 of our May 1937 report). The Provincial Governments are requested to send in their views by 31-10-1938. A bill, based on these proposals and on the criticisms offered by Provincial Governments, is expected to be brought up at the Delhi session of the Central Assembly next cold weather.

(The Hindustan Times, 17-6-1938) +

Indebtedness of Industrial Workers:
Madras Government contemplates Legislation.

The Whitley Commission made a series of recommendations for relieving the indebtedness of industrial workers (see Chapter XIII of Report). It is understood that the Government of Madras is at present engaged in closely examining these recommendations with a view to finding out ways and means for relieving the indebtedness of workers in the Madras Presidency. In this connection, the C.P. Adjustment and Liquidation of Industrial Workers' Debt Act, 1936 (vide page 16 of our April 1936 Report), is also being examined by the Madras Government.

(The Hindu, 4-6-1938) .

Abelition of "Begar"
Punjab Government's Efferts. .

The following information regarding the efforts made by the Punjab Government for the abelition of "begar" (forced labour) is taken from a communiqué on the subject issued by it. The Government has from time to time impressed upon touring officers of the Government the necessity for seeing that labourers employed in pitching their tents, in guarding their camp, or on other duties connected with their tour, are adequately compensated, so that no reasonable ground for complaint may remain, and that willing service may be obtained. It appears that these directions are sometimes overlooked and that the practice of exacting forced labour, begar, still persists, though, it is to be hoped, in a diminishing degree. Steps have accordingly been taken by the Government to bring these orders to the notice of all officials, and to point out that any bona fide complaint of begar is to be promptly and thoroughly investigated and the offender suitably punished, when such charges are established.

The Government affirms its desire and determination to suppress these exactions in every shape or form, and has invited the co-operation of the public in its endeavours to this end.

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

Western India Match Factory Strike, Madras.

The workers of the Western India Match Factory, Madras, numbering about 750, have been restive since the beginning of this year. On 23-3-1938 the Western India Match Factory Workers' Union, submitted to the management a memorandum of the workers' grievances in which the principal demands were: (1) grant of facilities to the Union (which is recognised) to collect Union subscriptions in factory premises and of leave to Union officials while on Union work; (2) grant of rent-free premises for the Union's office; (3) periodical discussions with Union officials regarding questions affecting conditions of work; (4) confirmation of temporary workers with more than one year of continuous service; (5) reduction of hours of work to eight per day without reduction in wages; (6) standardisation of wages on a daily basis; (7) increase in wages of piece workers; (8) payment of wages on holidays; (9) grant of fifteen days' leave in the year, with right to accumulate leave not availed of, and seven days' sick leave in a year to persons who have completed three years of service; (10) introduction of schemes of old-age pensions, provident fund, etc.

Considering the reply of the management to their demands unsatisfactory, the workers went on strike on 12-5-1938. The Labour Commissioner, Madras, tried to bring about a settlement without success. It is understood that the Government of Madras has, towards the end of the month under review, enquired of the management whether it is prepared to submit the dispute to an arbitrator.

(Summarised from a communication dated 14-5-1938 to this Office from the President of the Union, and the Statesman, 28-6-1938.)

Factory Administration in Burma, 1937.*

On 1-4-1937 the separation of Burma from India became effective and from that date onwards the Factories Act has been modified by the provisions of the Government of Burma (Adaptation of Laws) Order, 1937. Factories legislation is now within the purview of the Burma Legislature and rule-making powers rest with the Governor of Burma. The Act was not extended to the Federated Shan States during the year, and the statistics quoted in the report relate only to Burma proper except where specifically stated otherwise.

Number of Factories.- The number of factories in Burma in 1937 subject to the Act was 1,048 as against 1,035 in 1936. 986 of these factories were working during the year; of these working, 932 were perennial and 54 seasonal. 29 new factories were registered and 16 deleted. Additions include 10 engineering works.

Number of Operatives.- The total daily average number of persons employed was 87,652 as against 89,230 in 1936. Of this number perennial factories employed 82,220 and seasonal factories 5,432. The main decrease in numbers employed appeared to be in the rice milling industry, most other industries showing slight increases over the previous year. Amongst seasonal industries there was some decrease in the workers employed in sugar factories.

Employment of Women, Adolescents and Children.- The average daily number of women employed in all factories under the Act in Burma during the year was 11,577, as against 11,447 in 1936. There was some increase in the number of women employed in cotton-ginneries. Women are employed largely in these ginneries, in match factories and hosiery works, and also as coolies in rice and saw mills. At the close of the year 714 adolescents and 85 children were employed in factories as against 867 and 95 respectively in 1936.

Exemptions re. hours of work.- To enable them to cope with urgent press of work at various periods, exemptions were granted to a number of private concerns and to the Government Press during the year.

Hours of Work.- In the larger establishments restrictions regarding hours of work in the Act were on the whole, complied with. The report points out that strict regulation of hours in the rice milling industry is difficult. With additions to the inspectorate, now contemplated, it is hoped that better recording of working hours in the smaller mills will be done.

Wages.- No substantial change occurred in rates of wages during the year.

Prosecutions.- During the year, 4 prosecutions were instituted and convictions resulted in all cases. 3 cases were in respect of non-submission of notices and returns and one in respect of employment of women at night.

* Annual Report on the Working of the Factories Act (XXV of 1934) in Burma for the year 1937. Rangoon, Superintendent, Government Printing and Stationery, Burma, 1938. Price Rs. 2=3s. pp. 30.

Factories in Northern Shan States.- The extension of the Factories Act of 1934 to the Northern Shan States has been under consideration, but during the year under report the Act of 1911 in a modified form remained in force. The factories subject to the Act numbered 7 as against 4 in 1936, all connected with the operations of the Burma Corporation Limited. Persons employed numbered 4,040 (as against 3,491 in 1936) of whom 67 were women. No children or adolescents were employed in these factories.

Inspection.- The smallness of the number of inspections was due to the inadequate inspection staff. Two more inspectors have now been taken and the Report states that inspection will be more exhaustive and strict in future. The number of factories inspected was 217 as against 411 in 1936, a total of 233 visits being made of which 223 were departmental inspections. The newly appointed Inspector of Mines who arrived in July 1937 was appointed to be an Additional Inspector of Factories as well.

(Factory Administration in Burma in 1938 was reviewed at pages 49-52 of our July 1937 report.) *

Worker's Organisations.

11th Annual Conference of the Madras Government Press

Worker's Union.

The 11th Annual Conference of the Madras Government Press Worker's Union was held on 11-6-1938 with Mr. G. Harisarvethama Rao in the chair. The following is a summary of the more important resolutions adopted by the Conference.

1. Plea to Speed up Labour Legislation: One resolution supported the labour policy of the Madras Government and urged the Government to adopt speedy legislation setting up machinery for conciliation and arbitration of trade disputes, fixing minimum rates of wages, and introducing schemes of unemployment, sickness and health insurance, old age pensions, etc.

2. Fixation of Better scales of Salaries and Minimum Wages: The Conference adopted resolutions urging the abolition of the piece-work system and the introduction of reasonable scales of salaries and fixation of a minimum wage of Rs. 20 per mensem for unskilled workers with a scale Rs. 20-1-30 and Rs. 30 per mensem for skilled workers with a scale Rs. 30-2-60.

3. Confirmation of Temporary Workers: The confirmation of all temporary workers in the press, as most of them have put in long periods of service, was urged in another resolution.

4. Demand for Appointment of Inquiry Committee: Yet another resolution urged the Government to appoint a Committee to enquire into the working of the Press and into conditions of work of employees.

(Summarised from the text of resolutions forwarded to this Office by the Secretary, Madras Government Press Workers' Union.)

Economic Conditions.

Industrial Advisory Board set up by Bombay Government. +

The Government of Bombay has set up in June 1938 an Industrial Advisory Board for the Province consisting of Sir Chunilal V. Mehta as Chairman and 14 other members, the term of office of members being one year in the first instance. The Director of Industries will be an ex-officio member; and the Deputy Director of Industries will be the Secretary of the Board.

Functions of the Board.- The functions of the Board will be to advise Government on: (i) all new schemes or proposals relating to industrial development in the Province of Bombay; (ii) all matters of policy affecting the various sections of the Department of Industries; (iii) all matters of public interest in connection with the Department of Industries; and (iv) such other matters on which Government desires to have the opinion of the Board.

Sub-Committees.- The Board will constitute sub-committees for (a) marketing of hand-loom products, (b) selection of chemistry and electrical engineering scholars, and for such other work as the Board may consider necessary. The existing committees for the two subjects will cease to exist as soon as the Board has constituted its own sub-committees. As regards other sub-committees which may be formed, the Board will lay down definite functions for them. Within their own sphere the sub-committees will function independently of the Board. Each sub-committee will have the power to co-opt not more than two experts.

(Summarised from a communiqué on the subject dated 10-6-1938 issued by the Director of Information, Bombay.)+

Rupee-Pound Ratio; Government of India decides to maintain 18 pence rate. +

During the last few years agitation has been growing in India against the maintenance of the ^{rupee} ~~rate~~ exchange at the rate of 18d; the public demanded a lowering of the rate. The first Conference of Congress Prime Ministers held at Bombay on 12, 13 and 14-5-1938 (vide pages 45-46 of our May 1938 report) also criticised the maintenance of the rate at 18 d., and decided to approach the Government of India with ~~the~~ request to lower the rate. In order to allay the uncertainty caused by these

developments, the Government of India issued a communiqué on 6-6-1938 in which the point is stressed that the maintenance of the exchange rate at 18d. is necessary in the interests of India and that there are ample resources available for maintaining the exchange at this level.

(The Hindustan Times, 7-6-1938.) +

Facilities for Indian Apprentices in Bombay Industries: +

Reference was made at page 21 of our January 1938 report to a resolution adopted by the Bombay Legislative Assembly on 27-1-1938 urging on the Government the necessity for getting contractors to Government and semi-Government departments and bodies to offer facilities for Indian apprentices to obtain training in the establishments controlled by these contractors. According to a communiqué issued on 7-6-1938 by the Director of Information, Bombay, the Government of Bombay has accepted the recommendation contained in the resolution and has directed that all Departments of Government, Heads of Departments and Heads of offices subordinate to them should give effect to it. Similar instructions have been issued to municipalities and local bodies of the province.

(From a communiqué dated 7-6-1938
issued by the Director of Information,
Bombay.) +

Conference of Sind Unemployed; Karachi, 4 and 5-6-1938. +

A Sind Unemployment Conference was held at Karachi on 4 and 5-6-1938^{wrf} Mr. G.M.Syed in the chair.

Industrialisation advocated.- Mr. R.K.Sidhwa, Chairman of the Reception Committee, in his opening address suggested the following emergency measures:- Industrialisation of the province by the multiplication of factories and industrial establishments; rural reconstruction by increasing agricultural production and encouraging cottage and home industries; and the establishment of training classes to provide technical knowledge. In the agricultural field ~~he~~ he wanted Government to encourage young men by giving land free and granting loans without interest. He said there was wide scope for paper and glass making, textiles, earthenware and stoneware industries, sodium carbonate production and outlery, toy-making and dyeing industries. He insisted that Government should develop these natural facilities by establishing modern laboratories with expert staff and by expanding the Department of Industries. Mr. Sidhwa maintained that it was necessary to have a permanent unemployment bureau.

Resolutions.- Resolutions urging the Government to raise loans for the rapid industrialisation of the province, to appoint an expert committee to survey Sind's mineral wealth and to push through productive schemes, and to ameliorate the cause of unemployment were adopted at the Unemployment Conference. ~~am~~

The Conference, inter alia, called upon the Government to establish an unemployment bureau to collect statistics of unemployed, and recommended the establishment of an industrial school. It also demanded of the Government immediately to appoint a committee to examine the working of the Wardha scheme in Sind.

(The Times of India and the Hindustan Times, 6-6-1938.)

A demonstration of the Sind Unemployed was held before the Sind Government Secretariat, Karachi, on 3-6-1938. The Premier met the demonstrators and assured them of Government's sympathy.

(Bombay Chronicle, 4-6-1938.) +

Government of India's new Scheme for Recruitment to Services.
Criticisms of Allahabad and Calcutta Universities.

Thorough disapproval of the Government of India's proposal is expressed by the Calcutta and Allahabad Universities in response to the invitation sent to them by the respective Local Governments for an expression of opinion on the resolution of the Government of India issued in January 1938 on the question of unemployment and higher education. (Vide pages 22 to 24 of January 1938 report of this Office.)

Main Features of the Government of India's Scheme: It will be recollected that, in that resolution, the Central Government agreed with certain recommendations made by the Sapru Committee and suggested the holding of an examination, with the co-operation of Local Governments, at about the age of 17, success at which would qualify the candidates for Government service. No candidate, it was stated, could sit more than once for this examination; besides, there was no guarantee that those whose names appeared in the eligible list would secure Government jobs.

Criticism of Allahabad and Calcutta Universities: The two Universities of Calcutta and Allahabad point out that the objects which the Government have before them would not be realised by the arrangements that Government of India has proposed. The Allahabad University has indeed gone so far as to say that, if the underlying object was to discourage higher education, the Central Government could not have propounded a better plan for securing that end. Countries in the west have, excepting in a very few cases where the totalitarian conception prevails, refrained scrupulously from introducing any changes which would prevent young men and women from aspiring for University education.

The Government proposals would, in their view, give a great setback not only to higher education but also to secondary education. If an examination is held at the age of 17 and that is constituted the only qualifying examination for Government service, it would necessarily mean that this examination would dominate the curriculum not only in the secondary but also in the primary schools, the attention of the parents, the teachers and the boys being disproportionately devoted to the preparation for this test; and this would prejudicially affect cultural education. The result of the Government selecting the best men at the age of 17 for their own service would be that the mental calibre of those who proceed for higher education would be very much more deficient than it is at present. Another adverse consequence would be that the attempts now being made throughout India to make education more diversified in secondary schools would, to a large extent, be frustrated. Further, the age at which it is proposed to hold the examination, 17, is very low. The proper age in the opinion of the Allahabad University, would be 19 to 21 for ministerial posts, 20 to 22 for lower subordinate services and 21 to 23 for provincial and all-India services.

The Hindu's Comments: The Hindu, Madras, in the course of an editorial article on the subject in its issue of 13-6-1938, says:

"The chief concern of the Government of India in formulating this scheme is to reduce the evils of unemployment. It is very difficult to see how the introduction of the plan can reduce the extent of unemployment because, as the Calcutta University points out, that can only be done by large scale operations carried out by the Government by giving more extensive training in commercial, agricultural, industrial and technical lines and by creating widespread opportunities with the help of the State for absorbing such trained youths. The Army and the Navy should be thrown open to Indians and in other ways a liberal policy should be followed of encouraging Indian enterprise in various fields of public activity.

Prohibition Department set up by Bombay Government:
Partial Prohibition Scheme inaugurated in Ahmedabad. +

The first step towards the eventual enforcement of total prohibition in the province of Bombay was inaugurated in Ahmedabad City with the opening, on 1-6-1938, by the Hon. Dr. M.D. Gilder, Minister for Excise, of a new Prohibition Department.

Modified Scheme for Partial Prohibition.- Dr. Gilder explaining the work of the Prohibition Department, said that Government had decided to modify the original Ahmedabad dry area scheme and to introduce a scheme of modified total prohibition. The modification, he said, was temporary, and was necessitated by the fact that Ahmedabad is a large industrial city, with 500,000 inhabitants and a large labour contingent, where the sudden introduction of total prohibition may involve too great a change. Government, he said, are, therefore, taking steps to educate public opinion by opening the Prohibition Department. At the same time, Government propose to grant permits for the consumption of a modicum of country liquor to those who believe it is a hardship to be suddenly deprived of a beverage to which they have been accustomed. Government, however, do not ~~propose~~ propose to issue such permits to all who apply for them, but only to those persons to whom, on a consideration of all circumstances, it may appear justifiable to grant such a concession. Government will lay down certain principles, the fulfilment of which in each case will be necessary before the grant of a permit will be considered.

Work of the Prohibition Department.- Mr. Gulzarilal Manda, Parliamentary Secretary to the Premier, Bombay, will be the Prohibition Commissioner in charge of the Department. The first task which the Department has undertaken is the formation of a prohibition committee in each mohalla (street). Meetings will be held to bring home to the people the evils of drink and efforts will be made to establish contact with the wives and children of those who are addicted to drink. Ultimately efforts will be made to remove the causes leading to the drink evil.

(The Times of India, 2 and 7-6-38),

Housing of Cawnpore Workers:

U.P. Government's Scheme. r

The Cawnpore Labour Inquiry Committee, appointed by the U.P. Government in November 1937, had in its report gone into the question of housing workmen in Cawnpore and suggested to the Government the floating a loan of Rs. 5 millions to finance the Improvement Trust, Cawnpore, to build about 3,000 quarters to house about 40,000 labourers. (Vide pages 8 to 11 of our April 1938 report). While the U.P. Government has not yet taken action on this recommendation, it has for the present made a grant of Rs. 20,000/- for subsidising, on certain conditions, capitalists or co-operative societies to erect workers' tenements as per a Government scheme estimated to cost in all about Rs. 500,000.

Details - Modern Design; Improved Amenities; Low Rental; Guaranteed Interest. - The Government desires that any capitalist or co-operative society that desires to build workmen's dwellings that are of approved modern design, and whose rents are to be fixed in consultation with the Government should be assisted by the Cawnpore Municipal Board and the Improvement Trust, which will provide the necessary amenities, light, water, etc. The Government may further consider the question of paying 4 per cent. interest on capital invested during the first year of construction and a similar or lesser interest for about two years till the new buildings are fully occupied and bring in their normal rent.

Employers consulted. - The main object of the Government is to construct with the minimum financial assistance, the largest number of suitable dwellings for workmen at a low rental. The Director of Industries has already approached the Employers' Association of Northern India, as well as individual employers to give their suggestions. The Improvement Trust and the Municipal Board have also been asked if they are willing to tackle the scheme with the help of the Government.

(A copy of the Cawnpore Labour Enquiry Committee's Report was forwarded to Geneva with this Office's minute D.1/1035/38 dated 8-6-1938.) r

Questionnaires Issued. †

Reference was made at page 36 of our April 1938 report to the appointment of the Rent Advisory Committee by the Government of Bombay. In order to secure comprehensive data on the question whether or not legislation for the restriction of rents of middle and working-class dwellings in Bombay city, Ahmedabad and Shelapur is an urgent necessity, the Committee, which met on 6, 7 and 8-6-1938, has issued questionnaires covering all aspects of the problem and seeking to elicit the views of the different parties concerned. The Committee also decided to utilise statistical information that might be available from the municipalities concerned and the Labour Office.

Nature of Questionnaires; General.- The Committee has drafted four different questionnaires, the first, a general one, the second, seeking the owners' point of view, the third, the tenants' and the fourth, the architects'. The general form seeks information on the tendency of rents since the lapse of the Rent Restriction Act in 1928; the percentage of the present net return on capital invested in buildings; what would constitute a fair return and its comparison with ~~other forms of investment; the desirability of having legislation~~ for the restriction of rents; whether the present level of rents is due to a shortage in housing accommodation or other reasons; whether ~~in that case, additional accommodation should be provided by private~~ enterprise or by Government, municipality or other public bodies; the effect of such building activity on rent and the ways and means of raising funds for construction of buildings, if undertaken by Government or public bodies; and what calendar should be used for fixing rents.

Owners' Point of View.- The owners are asked to supply information on the total number of different classes of tenements; their rents in different years; the net return and the percentage of return after providing for repairs, insurance and other expenses and taxes; ejections and vacancies; cost of construction; purchase price of buildings; the cost of land; annual ground-rent and other points.

Tenants' Point of View.- The tenant is asked to furnish particulars about the condition of the premises; the number of persons residing together; monthly income; present monthly rent; rent paid for the same premises early in 1929; variations in rent; whether there were any major repairs to the building when rent was increased and whether the tenant is paying any municipal taxes.

Construction costs.- Estimates of the cost of constructing different types of buildings in different areas; the present estimated net return on property occupied by middle and working classes; estimated percentage of gross rent required to meet repairs, fire insurance and other expenses and taxes; and general remarks, especially with regard to variations in the cost of construction and on the trend of values of land and house properties during the last 19 years are sought from architects.

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The Committee also invites constructive criticism and suggestions from the Press and the Public.

(The Times of India, 18-6-1938.)

Tuberculosis in Factories:

Investigations under auspices of Indian Research Fund Association.

An inquiry is at present being undertaken to ascertain in what way industrial workers recruited from rural areas are reacting to tuberculous infection in industrial areas. The inquiry is being conducted by Dr. A.C.Ukil of the All-India Institute of Hygiene and Public Health, Calcutta, under the auspices of the Scientific Advisory Board of the Indian Research Fund Association. Below are given details of the nature and scope of the inquiry and some of the more important results obtained:

Data sought to be collected.- For the purpose of the inquiry it was necessary to determine the incidence and character of tuberculous infection and disease among the mill population, to determine the nature of other dust hazards which cause respiratory or other disability and to trace as many of the diseased tuberculous workers as possible to their homes in order to find out the extent of home infection, the method of spread of the disease and the degree of hypersensitiveness in them and their village folk.

Method of Inquiry.- A jute mill with a population of nearly 10,000 workers located 22 miles from Calcutta was selected for the investigation for the following reasons: (i) the industry, being a monopoly of this part of the world, is an unexplored subject for study, (ii) the mill had a population of 9,955 workers (8,439 males and 1,516 females) from almost all provinces of India (Bengal 1,072, Bihar and Orissa 5,347, Madras 227, United Provinces 1,107, Central Provinces and Berar 2,037 and other provinces 165), of whom 5,095 lived in masonry barracks and 4,860 lived in crowded insanitary bustees (huts) near the mill, thus offering a representative mixed population, (iii) it was a dusty industry likely to cause dust-hazards of which tuberculosis may be one, and (iv) the mill was the only one in the neighbourhood of Calcutta which had an X-ray installation and where the authorities could offer valuable co-operation.

Nature of Tests.- Workers were examined by sections, that is, batching, preparing, spinning, finishing, etc., according to the degree of exposure to dust inhalation. Examinations were carried out, according to schedules, taking into consideration the previous life of the worker, previous illness, history of contact and industrial life, giving age at entry, nature of work, duration, financial status, housing, etc. Besides a full clinical examination, the individual was tested with tuberculin, the chest skiographed, and blood and sputum (if available) examined. Data evolved from these examinations indicated evidences regarding the presence of

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(a) definitely active tuberculosis lesions, (b) probably active tuberculous lesions, (c) arrested or healed by foci, (d) other chest diseases and (e) diseases peculiar to the industry itself.

Result of Tests.- 100 workers have been examined so far; of these 4 were found to be definitely active lung-tuberculosis, 7 probably active cases, and in 63 arrested or latent foci were detected. In almost all cases, the skiagraph showed greatly exaggerated bronchial striations and in some arborizations with small mottlings. The heart was found enlarged in many cases. Four workers showed eczematous manifestations of skin in the forearm and hands.

Further tests.- It is also proposed to examine a number of new entrants to industrial life, following the same technique as above, and to follow them up in their industrial life, in order to study how they react to their industrial environment. Besides the examination of the mill workers in lines and bustees, home surveys, both in mill and rural areas, are to be conducted in as many cases as possible. The size, concentration, and chemical composition of the dust in this industry are also to be determined, in order to find out the nature of the dust hazards, and to ascertain if they are related, in any way, to the incidence of tuberculosis among the workers.

(The Statesman, 27-6-1938.) +

Industrial Housing Scheme, Bombay, 1936-37. ←

Number of Rooms Occupied and Rates of Rent.- According to the annual report on the administration of the Industrial Housing Scheme, Bombay, for the year ending 31-3-1937, out of 16,559 rooms and shops in the 207 chawls, 8,563 rooms and shops were occupied at the close of the year, 1936-37, showing an increase of 78 rooms and shops in the number occupied. The scale of rents for single-roomed tenements at the four centres remained unchanged throughout the year; that is to say, at DeLisle Road Rs. 8, at Naigaum Rs.7, at Sewri Rs.7 and at Worli Rs.5. A rupee extra is charged for corner rooms at all centres and two rupees extra are charged in those cases in which a tenant arranges to have a water tap in his room.

The number of shops occupied at various centres was as follows:- Naigaum 43, DeLisle Road 18, Worli 66, Sewri 25. There was a slight improvement at centres other than Sewri, where the number of shops occupied was the same as at the close of the year before.

Rent Collections.- The total collection on account of rent of chawls amounted to Rs. 594,793. The rent collected amounted to 98.1 per cent. of the demand which was an improvement on the 1935-36 figure (97.8 per cent.). During the year under report 717 tenants absconded leaving Rs. 5,409 of rent unpaid as compared with 685 absconders involving Rs.5,937 in 1935-36. The total amount written off was Rs. 2,396 as against Rs. 5,371 in the preceding year. The total arrears on March 31 were Rs.14,646 as compared with Rs. 13,743 in the previous year.

Chawl Population. The total population of the Development Department chawls was 42,815 approximately, while deaths recorded were 873, giving a death rate of 20 per thousand. During the previous year the death rate was 22 per thousand.

Amenities provided.- There are a number of amenities provided for the residents of the chawls. Certain charitable institutions, such as the Bombay Presidency Infant Welfare Society and the Baby and Health Week Association are providing medical relief to the tenants through maternity homes and creches, and the Naigaum Social Service Centre and the Y.M.C.A. are carrying on social welfare work for the tenants' children. The Bombay Municipality has its schools at all the chawl centres and has also a dispensary at Worli. The bus service introduced by the Bombay Electric Supply and Tramways Company Limited from Worli chawls to Lower Parel Station and thence to other parts of the City continued to run during the year under report.

(From a communiqué reviewing the Report dated 25-5-1935 issued by the Director of Information, Bombay.)

(The report of the scheme for 1935-36 was reviewed at pages 57-68 of our March 1937 report.) ;

Scheme to make Industrial Workers Literate:
Madras Government's Scheme. +

With a view to promoting literacy among industrial workers, the Government of Madras has under consideration a proposal that in the case of workers in large factories attendance at school should be made a condition of employment and that the cost of such education should be borne by the factory owners.

Details of Scheme: Employers to shoulder cost:- The scheme contemplates factory-owners making provision, at their own cost, for imparting to "half-timers" (employees aged between 12 and 15) education in reading, writing and arithmetic, and also taking responsibility for ensuring literacy among all their illiterate employees in the course of five years. To this end, according to the scheme, it might be necessary to make attendance at school, either in the course of the day or at night for a certain number of hours every week, a condition of employment. Questions relating to the time to be set apart for instruction and the possibility of having it during working hours without reduction of wages and other connected points are also being closely examined. The scheme, ~~has been submitted to commercial and industrial organisations,~~ for eliciting their views.

Views of Southern India Chamber of Commerce: Too heavy a Burden:- The Southern India Chamber of Commerce has expressed the view that in the present conditions of industries, it would be impossible for employers to undertake responsibility for the education of men employed by them. The responsibility for the education of the adult, the Chamber says, is primarily that of the State and should be the subject of a general comprehensive scheme for the whole country aiming at uniform standards of literacy. Industrial employees, the Chamber says, form but a fraction of the total adult illiterate population and being mostly town dwellers, had facilities for attaining literacy through the aid of voluntary organisations. Further, mills and factories which were financially strong, had already made provision for running schools. To force the pace, the Chamber fears, might lead to "a breakdown of industrial enterprises generally".

Half-Timers:- The number of "half timers" throughout the Presidency, the Chamber mentions, is about 5,000, and they are distributed in factories in too small a number to enable the starting of a school for each factory. Further, they lived in scattered villages, and their employment was largely seasonal. The half-timers worked in two shifts, and it would not be easy to find a suitable common hour for education of workers of both the shifts.

Sympathy with Principle:- In conclusion the Chamber states that employers were quite in sympathy with the need for promoting education and were prepared to extend facilities, by way of lease of lands and building for schools and institution of scholarships and prizes for workers attending schools. (The Hindu, 3-6-1938)+

Adult Education in the Bombay Presidency:

Report of the Advisory Committee.

The following are the salient features of the report of the Adult Education Advisory Committee appointed by the Bombay Government in January 1938 (vide pages 37-38 of our January 1938 report):-

Two stages of Adult Education.- In the opinion of the Committee, the first step in a programme of adult education as it affects the villager is to endeavour to help the villager to overcome his dejection and apathy and to find an interest in life. The second stage is to lead the villager actually to experience the resources available in his natural environment, so that he may provide himself with the amenities of life and be able to protect himself against calamities. These two steps may require a short period of years, but the time is not wasted, if the mind-set of the people is actually changed.

Four Aspects of Adult Education.- Adult education, as the Committee envisages it, has four aspects, namely:- (1) to enable adults to make successful efforts, individually and collectively, to improve their resources and amenities of life, and to protect themselves and their community from exploitation and disintegration; (2) to enable adults to adjust their minds to new problems; (3) to make good deficiencies in education - in particular, the attainment of literacy; and (4) to train both for leadership and for participation in the common life.

Classes of Adults to be educated.- The Committee takes into account all illiterates between the ages of 14 and 50 as candidates for education, and observes that when the great majority of the masses become literate and enlightened, the problem of primary and secondary education will be easier of solution. The wastage and loss now experienced in primary education will be stopped. The liquidation of illiteracy calls for the extension of primary education and the extension of adult education.

Types of Adult Education.- The Committee deals with seven types of adult education, namely: (1) propaganda; (2) movements for making up educational deficiencies - in particular, the attainment of literacy; (3) vocational education; (4) extension classes of secondary or collegiate grade; (5) self-initiated group movements for self-improvement; (6) movements which regard adult education as a necessary and continuing function in the total life of the community; and (7) recreational activities; and explains the scope and methods of each in so far as it can be applied to Bombay Province.

Organisation.- Discussing the problem of organisation of adult education, the Committee recognises the difference between urban and rural conditions and suggests the agencies to be utilised for the purpose. It recommends the creation of a Central Adult Education Board of three well-qualified members. It will be the function of the Board to visit centres selected for starting adult education and report to the Government on the work to be done, expected annual expenditure on the centres and the approximate stage to be reached by each centre by the end of each year. The Government will base its policy on these reports.

The chain of organization contemplated for carrying out the whole programme framed by the Board will be: 4 Divisional; 30 Urban; 20 District, Taluka, and Local Adult Education Committees.

Functions of Divisional Committees.- The functions of the Divisional Committees will be:- (a) preparation of literature; (b) selection and training of workers; and (c) aiding the District Committees in their work.

Adult Education in Industrial ^{centres} ~~factories~~.- Dealing with the provision of adult education facilities in industrial centres and the responsibility of employers in this regard, the Committee considers that the employers should share the responsibility with Government for the education of workers. The Committee suggests that Government should appeal to all establishments coming under the Factories Act, to regard the eradication of illiteracy among their employees as a moral and social duty. The annual cost of rendering an adult worker literate on Company premises is estimated at Rs. 5, while the cost outside the Company's premises will be about Rs. 11 per head.

Teaching Staff.- The Committee stresses the need for preparing the ground in rural as well as urban areas. Suitable men and women from the existing group of teachers and rural workers are to be selected on the basis of their past records, and given adequate training for carrying out the new adult education programme. The Committee considers that the education of the adult woman should be regarded as of more than ordinary importance and that attempts should be made to secure for education work in rural areas married couples with training so that both husband and wife can serve in the educational programme. The number of primary school teachers in the villages is to be increased; ~~this move will benefit both primary and adult education.~~ It is suggested that adult education of women should be related to the maternity and child welfare movement. In towns and cities, educated women of middle classes should be encouraged to help in the education of illiterate women. In rural areas all women's ~~own~~ ^{adult} classes should begin by teaching some simple cottage industry of a local character.

Village Libraries.- Among other recommendations, special emphasis is laid on village libraries which should be of the circulating type, above which should be group and district libraries. Village reading rooms should be maintained and financed by the local adult education committees in co-operation with the village panchayat and co-operative societies. The Committee thinks that expenditure on visual aids for education must be regarded as of secondary importance. The production of educational films by Government must wait before the liquidation of more immediate and pressing ^{adult} responsibilities. Radio may be looked upon as an auxiliary agency in an ^{adult} education programme and the gramophone should continue to serve as an adjunct to a more formal ~~educational~~ ^{adult} programme.

The Committee also stresses the necessity for guarding the machinery of adult education from being utilised for political propaganda and for the classes being open to all irrespective of birth, caste, creed, sex or political allegiance. Prisoners in ^{the} Central jail ~~and~~ are also to be brought under the scheme.

Dissenting Minutes.- There are two dissenting minutes attached to the report; the first chiefly urges that education being primarily a responsibility of the State and of other local government bodies, the employer of labour as a class should not be singled out for sharing that

responsibility nor should invidious discrimination be made between one employer and another in fixing that responsibility. The second dissenting note considers that the magic lantern, the cinema and the radio are very important in adult education and should be given a special place in any scheme of mass education.

(Summarised from a Press Note dated 24-6-38, on the Report issued by the Director of Information, Bombay.)

(A copy of the Report of the Adult Education Committee, 1938, was sent to Geneva with this Office's Minute D.1/1229/38 dated 7-7-1938.)

New Method of Teaching Illiterates to read and Write:
Demonstration of Mr. Bhagwat's System.

Mr. S.R. Bhagwat, Chief Officer of the Poona Municipality and a prominent worker in the uplift movement, has recently evolved a new method of teaching illiterate workers to read and write in a short period of time. A demonstration of the method was given on 29-6-38 by Mr. Bhagwat at the Manchester Mill, Bombay.

Mr. Bhagwat's method consists first in narrating an easy and interesting story which arrests the attention of the would-be student. The second stage consists in picking out the chief words in the story and then asking the pupils to name the characteristics generally associated with these words. The characteristics are then drawn on a board. From these illustrations and symbols letters of the alphabet are evolved. It is claimed on behalf of this method that an illiterate man can be made to read and write in a period of three months. Eight workers of the weaving department of the Manchester Mill, who were absolutely illiterate and whose ages ranged from 25 to 35 years were chosen for the demonstration; within 30 minutes of teaching according to the new method, it was found that the workers could read nearly 20 letters and words made of these letters.

(The Bombay Chronicle, 29-6-1938.)

Agriculture.

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The Orissa Small Holders' Relief Act, 1938.

Attention is directed to pages 25-31 of Part X of the Orissa Gazette dated 17-6-1938 where is published the Orissa Small Holders' Relief Act, 1938, which received the assent of the Governor on 13-6-1938.

Small Holder.- The word "small holder" in the Act means individuals or undivided Hindu families who hold land not exceeding 6 acres of irrigated or wet land or 12 acres of other land, and who cultivate land themselves or through farm servants or who depend on agriculture.

Main Provisions.- The Act provides that during the period the Act remains in force, all proceedings now pending or those which will be instituted in any court in the province for the sale of land belonging to a small holder for the recovery of any debt under a decree is to be stayed unless such stay will cause substantial loss to the decree holder. Necessary safeguards are made to secure the decree holders' interests also.

The Act also prohibits proceedings for the attachment, for the recovery of a debt, moveable property, one dwelling house and standing crops of a small holder.

Rural Development in U. P.:

New Programme of the Government.

The following information regarding the new programme of rural development of the U.P. Government is taken from a communiqué on the subject issued by the Director of Public Information, U.P., on 20-6-1938.

Objectives.- The primary object of rural development is to rebuild the social, cultural and economic life of the countryside. The first step is to create in them the will to better their own lot; priority has necessarily to be given to agriculture. Cattle breeding and cattle-welfare, cottage industries, rural credit marketing, medical relief and mass education are some of the other problems to be tackled, and for all this work the co-operative principles must be dominant.

Method of Operations.- In order to carry out the work in a comprehensive and systematic manner it is proposed, to start with, that the main activities might be concentrated in selected units or groups of villages. Each such unit may consist of 20 or 30 villages with a population of about 10,000 to 15,000, special attention being paid in each unit to the different forms of activity in which Government can assist.

Organisation of Better Living Societies and Unions.- The main idea behind the new scheme is that there should be a registered Better Living Society in each village, comprising of at least 75 per cent. of the adult villagers, a union of such societies for each

unit, a district rural development association for each district and a provincial rural development board for the whole province in an ever-widening scale. Each Better Living Society is to elect a representative panchayat (managing committee) and a Secretary. 20 or 30 Better Living Societies in each unit will form themselves into a Better Living Union with a Union panchayat for actual management.

District Rural Development Associations.- The District Rural Development Associations consisting of official and non-official members have already been constituted in each district, with the District Rural Development Inspector as Assistant Secretary. The Organisers of these Associations will be under the immediate control of the District Rural Development Inspectors. The Rural Development Inspectors in their turn will work under the control of the Divisional Superintendents who have already been appointed to guide, direct and co-ordinate the work in each division.

Provincial Rural Development Board.- The Provincial Rural Development Board has already been constituted with the Hon'ble Minister of Justice as Chairman, some officials and non-officials as members, and the Rural Development Officer as Secretary. The Board will have mainly advisory functions and will ensure the close coordination of the various development departments. .

The Punjab Registration of Money-lenders Bill, 1938. .

Attention is directed to pages 85-86 of the Government Gazette (Extraordinary), Punjab, dated 21-6-1938 where is published an Official Bill, to be introduced in the Punjab Legislative Assembly, to enable effective control to be exercised over money-lenders

The bill gives effect to the recommendation for the regulation of money-lending and registration of money-lenders contained in paragraph 11 of the Report of the Reserve Bank of India (Agricultural Credit Department) made under section 55 (1) of the Reserve Bank of India Act. (For details, vide pages 89 to 92 of our November 1937 report.). +

Restriction on Right of Attachment of Crops of Judgment-debtors: Punjab Government Notification. .

Section 61 of the Civil Procedure Code empowers Provincial Governments to exempt from liability to attachment or sale in execution of a decree such portion of agricultural produce as may appear to the Government to be necessary for the purpose of providing, until the next harvest, for the due cultivation of land and for the support of the judgment debtor and his family. The Punjab Government has issued a notification (No.359-R (s) dated 15-6-1938) under this section declaring that in the

case of agriculturists the judgment debtor's (1) entire fodder crops, including gram, oats, chari, maize and guara; (2) one-third or twenty maunds, whichever is greater, of food grains; and (3) one-third of all crops, shall, subject to the provisions of section 60 (I), (b) and (p) of the Civil Procedure Code and of the proviso to section 70 of the Punjab Land Revenue Act, be exempt from liability to attachment or sale in execution of a decree.

(Page 788 of Part I of the Government Gazette, Punjab, dated 17-6-1938.) +

The Bihar Agricultural Income-Tax Act, 1938.

Passed on 1-6-1938. +

The Bihar Legislative Council passed on 1-6-1938 the Bihar Agricultural Income-Tax Bill, 1937, which was introduced in the local Assembly by the Honourable Mr. A.N. Sinha, Minister for Finance and Local Self Government, on 21-12-1937 (The Hindu, 2-6-1938) The Statement of Objects and Reasons appended to the Bill states that the Government sees no reason why those persons who obtain large or relatively large incomes from agriculture should not pay tax on such incomes.

Main provisions: Graduated Taxation of Annual Incomes above Rs. 5,000/-:- The Bill provides for the levy of agricultural income-tax on agricultural income, as defined (with a small alteration to suit local conditions) in the Indian Income-tax Act, 1922. Government recognise that in respect of agricultural income the exemption limit should be considerably higher than in the case of ordinary income; the exemption limit in the Bill has therefore, been fixed at Rs. 5,000 per year and agricultural incomes below that figure will not be taxed. Rates of agricultural income-tax in respect of incomes above Rs. 5,000 and less than Rs. 30,000 are proposed at the same rates as those fixed in the Indian Income-Tax Act, 1922. The rates for incomes over Rs. 30,000 are higher than those in the Indian Income-Tax Act; but a provision is made for the levy of super-tax on agricultural income, the actual tax payable on agricultural income above Rs. 30,000 is in all cases smaller than the tax (taking income-tax and super-tax together) payable under the Indian Income-tax Act on other incomes of a similar size. +

Control of "Unassisted" Emigration to Malaya:
Demand of Central Indian Association, Malaya.

The decision of the Government of India, consequent on the 10 per cent. reduction effected as from 1-5-1938 in the wages of Indian labourers in Malayan plantations, to prohibit further assisted emigration to Malaya was referred to at page 44 of the report of this Office for May 1938. The Central Indian Association of Malaya, which took a prominent part in the discussions leading to the above decision of the Government of India, has, in June 1938, submitted a memorandum to the Government of Madras (it is from this Province that the large majority of the emigrants are drawn) pointing out that the stoppage of assisted emigration is not enough, but that it is essential that even unassisted migration to Malaya should be effectively controlled if Indian labour in Malaya is to be assured of decent standards of living.

Exploiting "unassisted" labour.- The case of the Association is that, first, that the so called "unassisted" emigrant is not really an unassisted emigrant, but that the "unassisted emigrants, or at least a majority of them, do not pay their passage from their own pockets any more than the assisted emigrants," and, secondly, that because of the surplus labour thus imported into Malaya under the guise of "unassisted" labour, the plantation owners will be enabled to impose further cuts in wages. In support of this contention, the Association points out that the Malayan planters have, as a result of a further cut in rubber production for the third quarter of 1938, imposed by the International Rubber Regulation Committee, decided to further reduce the wages of Indian labourers to 40 cents per day for men and 32 cents for women with effect from 1-8-1938. The Association further affirms that the Malayan planting community have the assurance that, under the existing Indian Emigration Act, and the rules framed thereunder, the Government of India have not the power to prohibit the emigration of unassisted labourers to Malaya and that supplies of labour of this type would always be sufficient to meet their local needs.

Remedies:- Control of unassisted Emigration and Amendment of Emigration Act.- The Association, therefore, urges that the truth of the allegation about employers rendering assistance to so-called unassisted emigrants should be fully investigated. It also demands that to curb the exploitation of so-called "unassisted" labour, the Indian Emigration Act should be suitably amended, and that against the present practice of allowing unassisted labour to pass through no official hands, the Government of Madras should set up its own emigration depots through which even unassisted emigrants to Malaya should be compelled to pass.

(The Statesman, 27-6-1938.)

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Anti-Indian Legislation in Burma:
Protest by Indian Community.

The Emigration Correspondent of the Statesman, in a contribution to the issue dated 6-6-1936 of the paper, directs attention to the increasing difficulties experienced subsequent to the separation of Burma from India (as from 1-4-1937) by Indians, mostly labourers, residing in Burma. As instances of recent Burmese legislation likely to prove injurious to Indian interests, the article refers particularly to the Rangoon Municipal Amendment Bill. The article points out that unless the Government of India appoints immediately an Indian Agent in Burma, the situation is bound to grow even more serious.

The Rangoon Municipal Amendment Bill.- Under the provisions of this Bill, the Burma Legislature intends to raise the membership of the Rangoon Corporation from 40 to 60, the increased strength being entirely to be made up of Burmese members. The Indian community in Rangoon constitutes half the population of the city and pays more than half the rates and taxes of the Corporation, while the Burmese people form less than one-third of the population and pay hardly 11 per cent. of the taxes. Therefore, the Indian community of Rangoon is strongly protesting against the Bill, as it will mean the swamping of the Corporation by Burmese members, besides indirectly transferring the control of municipal affairs to the Burma Legislature. It is felt that there is no economic foundation or moral justification for the Bill.

Neglect of Education of Indian Children.- On this aspect, the article observes: "Even when Burma was a province of India, the education of Indian children was grossly neglected, with the gradual Burmanization of the activities of the departments of State, the Indian vernaculars have come to be utterly overlooked. The provision for Indian education out of municipal funds has been meagre and step-motherly. Recently, the Corporation passed a resolution drastically reducing the salaries of teachers employed in vernacular schools, which will have the effect of closing down several of the semi-private Indian schools receiving a subsidy from the Corporation."

Mr. S.A.S. Tyabji, President of the All-Burma Indian Conference, in the course of a vigorous protest against such discrimination adduces the following figures in support of the charge: In 1935-36 in Rangoon there were 2,893 pupils in municipal schools, 11,687 in Burmese aided schools, 3,597 in the Urdu, Bengali and Hindi aided schools and 3,427 in the Telugu and Tamil aided schools. The average attendance in these schools was as follows: 30 per cent. in municipal; 84.18 per cent. in Burmese aided; 87.53 per cent. in the Urdu, Bengali and Hindi; and 86.27 per cent. in the Telugu and Tamil aided schools. But the expenditure out of the funds of the Corporation on these schools was as follows: Rs. 54.20 per head per annum on Burmese pupils in municipal schools and only Rs. 17.94 on each pupil from the immigrant community in the aided vernacular schools.

Removal of Pavement Stalls.- Another instance of anti-Indian action referred to in the article is the recent order of the Rangoon Municipal Corporation for the removal of pavement stalls, which are run by 2,000

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to 2,500 Indian and Chinese stall-holders who pay annual licence and other fees to the aggregate value of Rs. 80,000. As a result of protests by Indians, action on the order has been postponed for the present.

(The Statesman, 6-5-1938.)-

Stimulating Trade Unionism in Malaya.+

Publication of the text of a dispatch recently sent by the Secretary of State for the Colonies (British Government) to all Colonial Governors on the question of labour legislation in Colonies has created considerable interest in Malaya. Significance is attached to the view of the Colonial Office that the formation of trade unions in Malaya Colonies should not be discouraged because, otherwise, the workers tend to form illegal associations which may hold extremist views.

The policy of the Malayan Government has hitherto been to discourage trade unions in the belief that it was invariably a cloak for communist and other undesirable activities. There is, however, provision in the laws of the colony for the registration of societies, and one or two trade unions have been registered under the Societies' Ordinance. The whole question of labour policy in Malaya is now being reconsidered as a result of the Colonial Office dispatch and it is expected that an official statement will be made shortly.

(The Statesman, 29-6-1938.)+