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References to the I. L. O.

A communique on the work of the I.L.O. in 1936 (issued by this Office on 18-1-1937) is published by "Federated India", Madras, of 3-2-1937.

\* \* \*

A communique on the note on the world agricultural situation in 1936, submitted by the Geneva Office to the 77th session of the Governing Body (issued by this Office on 15-12-1936) is published by the following: "Federated India", Madras, of 27-1-1937 and the January 1937 issue of the Insurance and Finance Review, Calcutta.

\* \* \*

A communique on the report on the economic developments in 1936, submitted by the Geneva Office to the 77th session of the Governing Body (issued by this Office on 4-12-1936) is published by the January 1937 issue of the Insurance and Finance Review, Calcutta.

\* \* \*

The Industrial Bulletin (issued by the Employers' Federation of India), Bombay, dated 1-2-1937 publishes a review of the work of the 77th Session of the Governing Body of the I.L.O.

\* \* \*

The February 1937 issue of the Indian Textile Journal, Bombay, publishes a short note on the date and scope of the forthcoming Washington Conference on the Textile Industry.

\* \* \*

The Hindustan Times dated 11-2-1937 publishes a long note on the forthcoming Preparatory Technical Tripartite Meeting on conditions of work in the textile industry, The note states that the Employers' Federation of India has

recommended Mr. B.N.Birla for nomination as the Indian employers' delegate to the meeting.

\* \* \*

A British Official Wireless message from London dated 1-2-1937 to the effect that Col. Muirhead, Parliamentary Secretary to the Minister of Labour, will be representing the British Government at the forthcoming Preparatory Technical Tripartite Conference on conditions of work in the textile industry was published by the following: the Hindu dated 2-2-37, the Hindustan Times, the Statesman and the Times of India dated 3-2-37, and the February 1937 issue of the Indian Textile Journal.

\* \* \*

The February 1937 issue of the Indian Textile Journal publishes a brief report of a meeting of the Madras Labour Union held on 9-1-1937 to urge the Government of India to send a representative Indian labour delegation to the above Conference.

\* \* \*

The National Call dated 4-2-1937 publishes a short editorial note under the heading: "Labour Conditions in India" in the course of which, the note deplors the decision of the Government of India not to ratify the I.L.Draft Conventions regarding invalidity and other forms of insurance.

\* \* \*

The Bombay Chronicle dated 29-1-1937 publishes an editorial note under the caption: "Bureaucracy and Labour" in which the government's attitude in the Legislative Assembly in recommending non-ratification of the Draft Conventions regarding migrants' pension rights and annual holidays with pay is deprecated. The note says:

In keeping with the anti-labour policy of the Government of India, Sir Frank Noyce has once again succeeded in withholding the ratification of a Draft Convention of the International Labour ~~Office~~ Conference. His plea that the Convention concerning the establishment of an International scheme for the maintenance of rights under invalidity, old-age and widows' insurance has no application to India is a clever excuse to escape any obligations which ratification might involve. More preposterous was his argument against the other Convention concerning annual holidays with pay. To say that Indian workers have no use for six days' holiday as they are too poor to afford travel is a cruel attempt to take advantage of their miserable condition. But this attitude is characteristic of the Government who have rarely shown due regard for the interests of the working class. Mr. Joshi did well to protest against the bureaucracy hustling these important questions in the absence of the bulk of the Opposition."

\* \* \*

The Hindu dated 30-1-1937 publishes the report of a meeting of the Madras Labour Union held on 23-1-1937 at Madras to protest against the decision of the Legislative Assembly not to ratify the Draft Conventions regarding migrants' pension rights and holidays with pay. Speeches were made explaining the nature of the Conventions and a resolution regretting the Assembly's decision not to ratify the Conventions was passed.

\* \* \*

The excerpts from the Proceedings of the Committee of the Millowners' Association, Bombay, during November 1936, published a note on the items on the agenda of the 23rd Session of the I.L.Conference. The note also states that the Association recommended the name of Sir H.P.Mody for nomination as the Indian employers' delegate to the session.

\* \* \*

The Leader dated 1-2-1937 publishes a short editorial note criticising the Government's excuses for not sending sufficient advisers with non-Government delegates to sessions of <sup>the</sup> I.L.Conference.

\* \* \*

A communique on the world unemployment situation during the last quarter of 1936 (issued by this Office on 22-1-1937) is published by the Hindu dated 25-1-1937.

The Hindu of 5-2-1937 publishes also a short summary of the above.

\* \* \*  
The Bombay Chronicle dated 8-2-1937 publishes a note on the world unemployment situation during the fourth quarter of 1936, sent by Reuter from Geneva.

\* \* \*  
A communique re. the items on the agenda of the 78th Session of the Governing Body (issued by this Office on 5-2-37) is published by the following: The Hindustan Times dated 4-2-37 and "Commerce and Industry" dated 9-2-37.

\* \* \*  
A communique on the 78th session of the governing Body (issued by this Office on 20-2-1937) is published by the following: the Hindustan Times dated 22-2-1937, the Amrita Bazar Patrika and the Times of India of 24-2-1937.

\* \* \*  
The Hindu dated 4-2-1937 publishes a note issued by this Office on 26-1-1937 on the last meeting of the Migration Committee held in November 1936.

\* \* \*  
A communique re. the meeting of Experts on Social Insurance (issued by this Office on 18-1-1937) is published by the February 1937 issue of "Insurance world", *Calcutta*.

\* \* \*  
The Planters' Chronicle, Madras, dated 6-2-1937 reproduces the note on the meeting of Experts on Social Insurance, published in the Monthly Summary of the I.L.O. for November 1936.

\* \* \*

The Hindustan Times dated 13-2-1937 and "Commerce and Industry", Delhi, dated 13-2-37 publish an article under the caption "Trade Unions and Co-operative Movement in the U.S.A.: A Lesson to India". The article was contributed by this Office and is based on the note on the relations between the American Federation of Labour and the Consumers' Co-operative Societies, published in "Co-operative Information" (No.1 of 1937). Reference is made in the article to the active interest evinced by the I.L.O. in co-operation.

\* \* \*

The December 1936 issue of "Contemporary India", Lahore, publishes an appreciative review of the I.L.O. publication: "International Survey of Social Services, 1936".

A long review of the publication, supplied by this Office, was published by the Bombay Chronicle dated 31-1-1937.

\* \* \*

A communique on the I.L.O. publication: "World Statistics of Aliens" (issued by this Office on 12-2-37) is published by the following: The Hindustan Times dated 14-2-1937, the Times of India of 13-2-1937 and the Indian Social Reformer dated 13-2-1937.

The National Call dated 15-2-37 publishes a note on the above sent by Reuter from Geneva.

\* \* \*

The January 1937 issue of the Indian Journal of Economics, Allahabad, publishes a review of the I.L.O. Booklet on the 19th I.L. Conference (Reprint from "International Labour Review").

\* \* \*

A communique on the I.L.O. publication: "Social

Consequences of the Economic Depression", (issued by this Office on 17-2-1937) is published by "Commerce and Industry", Delhi, dated 23-2-1937.

\* \* \*

The Statesman dated 17-2-1937 publishes a statement presented <sup>to his Council of State</sup> by the Hon'ble Mr. A.G.Clow, Secretary to the Industries and Labour Department with the Government of India, regarding the action which the Government of India propose to take on the Draft Conventions and Recommendations of the 20th session of the I.L.Conference.

The statement was also published by the Hindustan Times dated 17-2-1937, the National Call dated 18-2-1937, the Hindu dated 20-2-1937, the Times of India dated 22-2-1937 and by other papers.

\* \* \*

The Industrial Bulletin, (issued by the Employers' Federation of India, Bombay), dated 1-2-1937 publishes a note on the application presented to the Minister of Home Affairs, Japan, by the Japanese Trade Union Congress in October 1936 regarding the ratification and implementing of I.L.Conventions.

\* \* \*

The Leader dated 31-1-1937 publishes a reproduction of the note on the New Constitution of the Soviet Union published in "Industrial and Labour Information" of 4-1-1937.

\* \* \*

The Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during December 1936 publishes a note on the demand of Chambers of Commerce in India of the right to be consulted by the Government of India in nominating the Indian employers' delegation to sessions of the I.L. Conference.

\* \* \*

The Hindustan Times dated 10-2-1937 publishes an article under the heading: "Small Industries: An Encouraging Lesson from Japan" sent out by this Office. The article is based on the note "Encouragement of Small Industries in Japan", which appeared in "Industrial and Labour Information" of 11-1-1937.

\* \* \*

The January 1937 issue of the Indian Post, Delhi, and the January and February 1937 combined issue of the "General Letter" issued by the Bombay Circle of the All India Postal and R.M.S. Union, reproduce the presidential speech of Mr. V.V. Giri, delivered at the 15th session of the All India (including Burma) Postal and R.M.S. Conference held at Nagpur on 30 and 31-12-1936. In the course of his speech Mr. Giri referred to the international character of the labour movement and read out the Preamble to Part XIII of the Treaty of Versailles.

\* \* \*

The February 1937 issue of the Indian Textile Journal, Bombay, publishes a short note on the mechanical cotton picker, details of which were given in "Industrial and Labour Information" dated 12-10-1936.

\* \* \*

No Indian newspapers and periodicals received during the month in this Office, published items from the I.L.O. News Bulletin.

\* \* \*

The following messages having references to the I.L.O. and emanating from Reuter or other European news agencies and press correspondents were published in the Indian Press during ~~July~~ February 1937:-

1. A British Official wireless message re. the British Government delegate to the forthcoming Washington textile Conference.
2. A note sent by Reuter from Geneva to the Bombay Chronicle re. the world unemployment situation during the fourth quarter of 1936.
3. A note sent by Reuter from Geneva to the National Call re. the I.L.O. publication: "World Statistics of Aliens."

Ratifications.

Action taken by Government of India on  
Draft Convention re. Forced Labour: Statement of Home Member.

Reference was made at page 10 of our September 1936 report to an interpellation in the legislative Assembly on 30-9-1936 regarding the action taken by the Government of India on the I.L. Draft Convention re. forced labour. In the course of his reply the Home Member of the Government of India promised to consider the question of publishing the information furnished by the local Governments on the subject. The following statement which was placed on the table of the legislative Assembly by the Home Member on 26-2-1937 in pursuance of his promise, gives a summary of the action taken by provincial Governments:-

Action taken by Central Government.-It will be recalled that this Convention required the ratifying members to suppress the use of forced labour (as defined in the Convention) in all its forms, Such a course would have had serious reactions on the administration of the Criminal Tribes Act and would have frustrated much of the reclamation work done in the settlements provided for these tribes in the various provinces. The Government of India were therefore unable to accede to the Convention as it stood, and in September 1931, sponsored the following resolution which was adopted by both the Houses of the ~~of~~ legislature:-

"While considering that the Draft Convention on forced labour could not be ratified until Article 2 thereof is modified, so as to exclude labour exacted under the Criminal Tribes Act, the Good Conduct Prisoners' Probational Release Act and other similar legislation in force, this Council/ Assembly recommends to the Government of India that they proceed to take action on all other provisions contained in the Draft Convention and the recommendations as soon as may be practicable."

In pursuance of this resolution the Government of India addressed local Governments in November, 1931, asking them to give practical effect to the recommendations made by the legislature and to secure the appropriate amendment of such local enactments as might be found to be necessary and to issue such executive orders as might be deemed advisable ~~to~~

to secure the objects in view.

Types of Existing Forced Labour.- In compliance with the direction of the Government of India, Local Governments have examined the forms of forced or compulsory labour exacted for the benefit of private individuals or bodies and for public purposes prevailing within their jurisdiction. The result of this examination indicated that for all practical purposes, the exaction of forced labour for the benefit of 'private' bodies or individuals has ceased. In certain hill tracts of Bengal, however, the tribal chiefs or headmen, who exercise administrative functions, have the right, sanctioned by immemorial custom, to require free labour for personal services. The Government of India agreed that the practice cannot be immediately abolished, but asked the Local Governments to bear in mind the necessity of aiming at its abolition. In a number of provinces, labour was exacted for public purposes, in the form of ~~the~~ impressment of transport and supply for public servants while on tour. The practice cannot be immediately abolished without causing a great deal of administrative inconvenience.

Curtailment of Employment of Forced Labour Suggested.- The Local Governments have, however, been asked to restrict permission for the use of this kind of labour to the narrowest possible limits, to abolish it as soon as may be practicable, and in the meantime to regulate its use, where this has not already been done, in the manner provided for in the Convention—for instance, articles 9 and 18. The provinces in which labour exacted for public purposes under the terms of the Convention cannot for the present be abolished have also been asked to frame rules implementing Article 15 of the Convention which requires that persons from whom forced or compulsory labour is exacted should get the benefit of any Indian laws or regulations relating to workmen's compensation for accidents or sickness and providing compensation for the dependents of deceased or incapacitated workers on the lines of the Workmen's Compensation Act. Such rules have been, or are being, issued.

Amendment of Central Acts.- The examination made by the Government of India of Central Acts and Regulations showed that compliance with the Convention involved the repeal (in part) of Section 65 of the Northern India Canal and Drainage Act of 1873 and of Section 8 of the Bengal Regulation of 1806. The provinces in which these enactments were in force were consulted on the question whether the powers conferred by the above sections are ever used and whether their repeal would give rise to any difficulty. The reports received showed that in one province section 65 of the Northern India Canal and Drainage Act had already been repealed and that in the others the obnoxious part of this provision is a dead letter, and that section 8 of the Bengal Regulation

is never used for the convenience of private individuals. The Government of India have, therefore, decided that the sections of the above statutes will be repealed when the Acts are next under revision. In the meantime, instructions have been issued to the local Governments concerned not to have recourse to the obnoxious provisions of these two laws.

Forced Labour in Indian States.- Steps have been taken to induce all States which have not already taken action to enact legislation in regard to forced labour on the lines of the legislation now prevailing in British India and the Political Officers concerned have been requested to ask States to ensure that the laws so enacted are duly enforced.

(The Hindustan Times, 27-2-1937).

Holidays With Pay:

Council of State passes Resolution recommending Non-ratification.

Reference was made at pages 7-11 of our January 1937 report to the statements<sup>1</sup> laid on the table of the Legislative Assembly regarding the action which the Government proposed to take in respect of the Draft Conventions and Recommendations adopted by the 20th<sup>2</sup> session of the International Labour Conference, and to the resolution<sup>3</sup> *in the legislative Assembly* recommending non-ratification of the Convention regarding Holidays with Pay. The Hon'ble Mr. A. G. Clow, Secretary to the Government of India for Industries and Labour, laid on the table of the Council of State on 16-2-1937 a statement similar to the one presented to the Legislative Assembly on the action the Government proposed to take on the Draft Conventions and Recommendations of the 20th I. L. Conference.

On 25-2-1937 the Hon'ble Mr. Clow introduced in the Council of State a resolution recommending non-ratification

of the Convention re. Holidays With Pay. Personally, said Mr. Clow, he was profoundly convinced that workers should have holidays with pay. Officers and other classes of Government employees needed such rest and similar holidays in case of industrial workers would be to their well-being. The Government, therefore, had no criticism to make on the general underlying principle but there were many practical difficulties in the way of giving effect to the convention which embraced a cumbrous list of industries. ~~The Government~~ <sup>It was</sup> pointed out that ~~either~~ <sup>Government either</sup> they should ratify the Convention wholly or they should not ratify it at all. The enforcement of a convention of this kind throughout India would firstly involve immense difficulties in its administration and secondly entail enormous expenditure. Soon, matters dealt with in the Convention would become entirely provincial and it would be unfair on the part of the Government of India to impose a burden on the provinces by a statute. It was presently doubtful how far the new provincial governments would be prepared to translate the proposals in the Convention. However, Mr. Clow was prepared to make a reference to the Provincial Governments for any action on the lines suggested in the Convention.

Opposing the Resolution, Mr. P. N. Saprú said that in a hot country like India where the working hours were long, holidays for the workers were most essential and the object of the Draft Convention was to secure to a wide class of workers some annual holidays with pay. He failed to understand the practical difficulties referred to by Mr. Clow. If the Government wanted to do something for the workers they could certainly

5.7.

~~Single out~~  
~~classify~~ those industries, to which they could apply the Convention.

New Procedure. Referring to the recent proposal of the Government to bring forward in future before the House only such draft conventions to which they could give effect, Mr. Sapru said that such a course was a curtailment of the rights of the House enjoyed uninterrupted during the last 15 years. He elaborately went into the historical background, stressing that this invaluable right was vested in the Indian Legislature. Since then numerous draft conventions were discussed either for ratification or non-ratification and they had derived immense benefit by such discussions.

Pandit Hriday Nath Kunzru also opposed the Resolution and protested against the new procedure. He said that the present curtailment of rights of the House has created nervousness in the minds of non-official Members. He expressed the opinion that the change of the procedure suggested would result in serious injustice to those workers most of whom they ~~professed~~<sup>sought</sup> to protect.

Mr. Clow's Reply: Mr. Clow, replying, agreed that discussion of these conventions served a useful purpose in the past. But the Opposition's objection to the new procedure was unjustified inasmuch as they would still be submitting these conventions before the House. Hence there was no question of any right being taken away from the Council. But he pointed out that there were <sup>a</sup> few matters in which such discussion in the Indian Legislature was entirely infructuous.

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He was sure that even those countries who gave effect to these conventions, did not do so by bringing forward all of them before their respective legislatures. As for consulting the House on the change of procedure, he pointed out that there was no difficulty for the non-officials themselves to take the initiative to move a resolution.

The Resolution was adopted.

(The Hindustan Times, 26-2-1937.)

HK.

11

National Labour legislation.

Amendments to Supplementary Coal Mines (Temporary)  
Regulations, 1936.

Reference was made at pages 20-21 of our June 1936 report to a Notification (No. M.1055 dated 27-6-1936) of the Industries and Labour Department of the Government of India under which certain "Supplementary Coal Mines (Temporary) Regulations, 1936" were promulgated. The Gazette of India of 6-2-1937 publishes at page 208 of Part I a Notification (No.M.1055 dated 27-1-1937) containing certain amendments to the "Supplementary Coal Mines (Temporary) Regulations, 1936", referred to above.

Prohibition of the Employment of Women  
underground in Mines: Regulations come into  
effect on 1-7-1937.

At page 20 of our June 1936 report was given a summary of the draft of certain regulations for prohibiting the employment of women underground in mines which the Government of India proposed to promulgate with effect from 1-7-1937. The Department of Industries and Labour of the Government of India has published at pages 208-209 of Part I of the Gazette of India the final text of the Regulations which is reproduced below:

1. On or after the 1st day of July 1937, no woman shall be permitted to enter for purposes of employment, or be

employed in, the underground workings of any mine.

Explanation.- "Underground workings" means any part of a mine situated beneath the superjacent ground, and includes vertical shafts provided for access to, or for the ventilation of such part; but does not include tunnels made and used only for convenience in disposing of spoil.

2. Regulation 1 shall not apply to women employed in health and welfare services.

3. No woman shall be permitted to enter or remain in the underground workings of any mine unless she is in possession of a pass granted by the manager of the mine.

4. Before a woman enters a mine with a pass granted under regulation 3, her name, address and occupation shall be entered in a register maintained for this purpose at the surface of the mine, and her ~~xxxx~~ exit from the mine shall also be recorded in that register:

Provided that in any mine to which sub-section (4) of section 28 of the Indian Mines Act, 1923 (IV of 1923), has been declared to be applicable, the entries required by this regulation may be made in the register prescribed by that sub-section.

The following history of the question of the prohibition of women in mines in India is taken from a press note published in the Statesman of 6-2-1937:

The question of the prohibition of employment of women in mines was raised by the Secretary of State for India as long ago as 1890 when Lord Cross forwarded to the Government of India the proceedings of the Berlin Conference and suggested that Government should consider the advisability of legislating for the regulation of employment of women in mines. The Government have progressively moved in this direction. Both the Indian Mines Act 1901 and the Indian Mines Act 1923 gave powers to the Governor-General in Council to make rules for such elimination.

The Joint Committee of the Indian legislature which considered the Mines Bill (later enacted as the Indian Mines Act, 1923) had suggested that Government should examine the question in consultation with local Governments and administrations and, accordingly, the question was taken up with those Governments in June 1923. Government were aware that nearly 90,000 or more than a third of the total mining labour in 1924 were women and immediate prohibition of their employment underground would seriously disorganise an

important key industry. The Joint Committee had suggested that a period of five years should elapse before prohibition was enforced.

In response to Government's inquiries, a large volume of opinions, for and against the change, was received. The Chief Inspector of Mines (1924) stated that the three provinces which would be most affected by the withdrawal of women from underground workings are Bengal, Bihar and Orissa and the Central Provinces; Bihar and Orissa would be affected the most of all. He pointed out that Coal mines would be affected more than other mines. As regards coal mines, the withdrawal of women from mines would appear to be inevitable sooner or later. He expressed the opinion that any opposition on the part of mine owners or managers to the proposals was not due to opposition to the principle but to the immediate practical difficulties which the proposal involved. "Improved labour methods," in the Chief Inspector said, "would prepare the way for the change. If the situation is handled with energy, tact and sympathy, the difficulties that are feared would be successfully overcome."

Provincial administrations were generally favourable to the prohibition of female labour underground. Among those who, while realising that the reform must come in time, were not whole-heartedly for the change, in view of the possible dislocation of labour in mining areas, were Bihar and Orissa and Central Provinces. The C.P. Government felt that it was premature to consider the prohibition of employment of women in mines either above or below the ground and thought it was not necessary to prohibit underground labour in order to protect women from risks attendant on dangerous work as that could be effected by rules already in Government's possession. Moreover it was feared that economic reactions would defeat the very objects which the prohibition had in view and even affect the male labour by disorganising the industry.

Strongest opposition was voiced by the Asansol Mines Board of Health, the Indian Mining Federation and the Mining and Geological Institute. The Federation thought that prohibition would be resented by labour itself, and they suggested that husband and wife should be permitted to work underground. Total prohibition would create a condition of work which was certain to react adversely on the morals of labour, and it would be utterly indiscreet to introduce such a welfare measure. The Council of Geological Institute viewed the proposal with the gravest apprehension. "If such proposals should become law", they said "they will react adversely both on the industry and on the labourer himself." "The present labour situation in mines, dependent as it is on a joint family system, is a very delicately balanced one and any disturbance of it is bound to be marked by very far-reaching effects."

K.4.

According to another notification (No. M-1055 dated 17-2-1937) of the Department of Industries and Labour, published at page 264 of Part I of the Gazette of India dated 20-2-1937, the regulations published with the notification of the Government of India in the Department of Industries and Labour, No. M.1055 dated 7-3-1929 (vide pages 29-30 of our March 1929 report) will, with effect from 1-7-1937, be superseded by the regulations published with the notification of the Government of India in the Department of Industries and Labour, No. M.-1055, dated 1-2-1937, referred to above.

The C.P. Protection of Debtors' Act, 1937:  
Act receives Assent of Governor General.

References were made at page 16 of the November 1936 and page 7 of the December 1936 reports of this Office to the passing by the Legislative Council of the Central Provinces of the Central Provinces Protection of Debtors' Bill, which makes provision for the protection of debtors from molestation and intimidation by their creditors for the recovery of debts. The Act received the assent of the Governor General on 20-1-1937; the text of the Act is published at pages 247-248 of Part III of the Central Provinces Gazette dated 12-2-1937.

Amendment to C. P. Regulation and Inspection of  
Mines Rules.

Attention is directed to pages 124-126 of Part III of the Central Provinces Gazette dated 29-1-1937 where the Commerce and Industry Department of the Government of the Central Provinces has published a Notification (No.227-3314-XIII of 36 dated 25-1-1937) containing certain amendments to the Central Provinces Regulation and Inspection of Mines Rules, 1924. The amendments regulate, mainly, the employment of adolescents underground in mines.

The C. P. Unregulated Factories Act, 1937:  
Act receives Assent of Governor General.

References were made at page 15 of the November 1936 and page 7 of the December 1936 reports of this Office to the passing by the Central Provinces Legislative Council of the C.P.Un-regulated Factories Bill, which regulates the labour of women and children and provides for the welfare of labour in factories to which the Factories Act, 1934, does not apply. The Act received the assent of the Governor General on 29-1-1937; the text of the Act is published at pages 273-281 of Part III of the Central Provinces Gazette dated 12-2-1937.

111

The Code of Civil Procedure (Third Amendment) Bill,  
1935, (Amendment of Section 60) Passed by Legislative Assembly.

At pages 12-13 of our April, 1936 report was given a summary of the Select Committee's report on the Code of Civil Procedure (Third Amendment) Bill, 1935, (amendment of Section 60), which seeks to prohibit the attachment of salaries below a specified limit. On 9-2-1937, Sir Henry Craik moved in the Legislative Assembly that the Bill as amended by the Select Committee be taken into consideration. In doing so, he explained that the Bill, as modified, seeks to exempt from attachment salary to the extent of Rs. 60 and one-half of the remainder. Sir Henry stated that the Government of India were unable to agree to a reduction of the amount from Rs. 100, as originally contemplated, to Rs. 50. The Government had fixed the amount at Rs. 100 after consulting opinion throughout the country.

As regards the attachment of agricultural land, Sir Henry stated that during the last session, a large number of Members of the House interested in agriculture had suggested the fixing of a minimum area of agricultural land of a debtor which should be exempt from attachment. He regretted to say that the Government were unable to accept this suggestion for practical reasons. The law already ~~is~~ gave agriculturists some protection but this was considered insufficient by some members. The Government of India, however, felt that it was a matter for local Governments to decide in the light of conditions prevailing in their provinces. Therefore only salaried incomes were dealt with in the Bill.

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In the discussions which ensued over the Bill, Mr. N. M. Joshi moved an amendment substituting Rs.100 instead of Rs. 60 as the limit of salary below which attachment is prohibited. In doing so he emphasised the necessity for a higher limit in view of the chronic indebtedness of the working classes, especially of railway-men. The object of the Royal Commission on Labour, he urged, would be frustrated if the figure of 60 as recommended by the Select Committee, was accepted. Sir Henry Craik supported Mr. Joshi's amendment which was carried.

The House also adopted two more amendments moved by Mr. J. A. Thorne. The first suggested that, where the whole or any part of that portion of a salary which is liable to attachment had been under attachment, whether continuously or intermittently for a total period of 24 months, such portion should be exempt from attachment until the expiry of a further period of 12 months, and where such attachment had been made in execution of one and the same decree, should be finally exempt from attachment in execution of that decree. This provision would be in substitution of the one proposed in the Bill.

The other amendment accepted by the House suggested that provisions of the amending Act should not have effect in respect of any proceedings arising out of any suit instituted before June 1, 1937.

The Bill, as amended above, was passed by the House the same day. The Bill as passed by the Legislative Assembly will go up before the Council of State.

(The Statesman, 10-2-1937.)

Workmen's Compensation (Amendment) Act, 1937.

The Hon'ble Sir Frank Noyce, Member in charge of the Department of Industries and Labour with the Government of India, introduced in the Legislative Assembly on 10-2-1937 a Bill to amend the Workmen's Compensation Act, 1923. Section 35 of the Workmen's Compensation Act, 1923 (VIII of 1923), (quoted below), enables rules to be made for the transfer of sums paid to Commissioners in India as ~~compared~~ compensation for the benefit of persons abroad or paid to authorities abroad as compensation for persons in India. But it does not provide for the transfer of distribution proceedings when the employer does not object and the dependents are in another country than the one in which the compensation is deposited. The amendment is designed to make this possible, and is required, in the first instance, to provide for transfers between ~~Burman~~ and India after separation. At present, distribution proceedings can be transferred from Burma to provinces in India, and vice versa under section 21 (2) of the Act; but this will cease to be applicable when Burma becomes a separate country.

Section 35 of the Workmen's Compensation Act, 1923, is as follows:-

"35. The Governor General in Council may, by notification in the Gazette of India, make rules for the transfer to any part of His Majesty's Dominions or to any other country of money paid to a Commissioner under this Act for the benefit of any person residing or about to reside in such part or country and for the receipt and administration in British India of any money awarded under the law relating to workmen's compensation in any part of His Majesty's Dominions or in any other country, and applicable for the benefit of any person residing or about to reside in British India."

The Bill was taken up for consideration on 19-2-1937 and was passed by the Assembly the same day.

(The Statesman, dated 20-2-1937.)

THE HAZARIBAGH MINES BOARD ACT, 1936.

ACT RECEIVES ASSENT OF GOVERNOR-GENERAL.

Attention is directed to pages 16 to 34 of Part IV of the Bihar Gazette, dated 13-1-1937, where the Hazaribagh Mines Board Act, 1937, which seeks to constitute a Board for certain mining areas in the District of Hazaribagh, Bihar, is published. The Board consists of 9 members, two each representing the local District Board, the Indian Mining Association and the Railway Board, two non-official members nominated by the Local Government of whom one should represent labourers employed in the mines, and one Government official nominated by the Local Government. The Board may undertake, among others, such measures as it considers necessary:-

- (i) to provide for the supply of wholesome water;
- (ii) to provide for sanitation, drainage or conservancy;
- (iii) to provide for and regulate the housing of residents, whether permanent or temporary;
- (iv) to prevent the outbreak and spread of epidemic disease;
- (v) to provide for the proper treatment of the sick, the establishment and maintenance of hospitals and dispensaries, and the entertainment of a medical staff.

The Repealing and Amending Bill, 1937.

The Hon'ble Sir N. N. Sircar, the Law Member with the Government of India, introduced a Bill in the Legislative Assembly on 10-2-1937 to amend certain enactments and to repeal certain others. Details of the amendments proposed are given below :-

Short Title of Acts.	Amendments.
The Indian Merchant Shipping Act, 1923.	<p>In section 155, after clause (e) the following clause shall be inserted, namely :-</p> <p>"(ee) in the case of a ship which is to carry more than one hundred unberthed passengers that she has on board a medical officer licensed in the prescribed manner;"</p> <p>In sub-section (3) of section 176, for word "steam", wherever it occurs, the word "machinery" shall be substituted.</p>
The Payment of Wages Act, 1936.	<p>In section 17,--</p> <p>(i) in sub-section (1), for the word brackets and figure "sub-section (2)" the words, brackets and figures "sub-section (3) or sub-section (4)" shall be substituted; and</p> <p>(ii) in clause (c) of sub-section (1) and in sub-section (2), for the word, brackets and figure "sub-section (5)" the word, brackets and figure "sub-section (4)" shall be substituted.</p> <p>In section 24, for the words, "employed by a railway administration" the words "employed by or under a railway administration" shall be substituted.</p>

NOTE.

(1) The Indian Merchant Shipping Act, 1923. - These amendments are intended to rectify an oversight and to remove provisions which have become <sup>un</sup>necessary.

(2) The Payment of Wages Act, 1936. - These amendments are intended to supply an accidental omission and to correct wrong numbering.

(Pages 91-97 of part V of the Gazette of India dated 15-2-1937.)

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Conditions of Labour.

Conditions of work in the Indian Posts and  
Telegraphs Department, 1935-36\*

Financial Working: The Posts and Telegraphs Department consists of the following four branches : Post Office, Telegraphs, Radio and Telephones. The financial results of the working of the department for the year ending 31-3-1936 are summarised below:-

	Post Office Rs.	Telegraphs Rs.	Telephones Rs.	Radio Rs.	Total Rs.
Receipts	79,062,348	26,768,011	8,056,687	870,170	114,757,216
Expenditure	<u>76,863,505</u>	<u>30,104,236</u>	<u>6,558,709</u>	<u>1,183,993</u>	<u>114,710,443</u>
or Surplus(+) deficit(-)	+ 2,198,843	- 3,336,225	+1,497,978	-313,823	+ 46,773

The net result of the working of the department during 1935-36 shows a total surplus of Rs.46,773 as against a total surplus of Rs.3,794,563 in 1934-35.

Strength of staff: On 31-3-1936 the total number of persons employed by the department was 119,863 as compared with 120,265 at the close of 1934-35. The figure includes 21,532 extra-departmental postmasters, stamp vendors and others, who are not whole-time Government servants and 2,665 members of the Audit and Accounts staff. Out of the remaining 95,665 employees, 477 belonged to the superior (gazetted) staff, which includes 144 divisional and other superintendents, 46 postmasters and 70 telegraph traffic officers, most of whom are in executive charge

\* Indian Posts and Telegraphs Department - Annual Report for the year 1935-36-New Delhi:Printed by the Manager, Government of India Press:1936 - Price Rs.2-4-0 or 4 S. pp.72.

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of the larger post and telegraph offices or of postal and railway mail service divisions and 117 assistant and deputy assistant engineers, most of whom are in executive charge of engineering sub-divisions or in comparable posts. The remaining 100 ~~others~~ <sup>officers</sup> are actually holding higher charges such as are commonly regarded by the general public as controlling the business of the department.

Unions of Employers : On 31-3-1936, the number of unions or associations of employees of the department, recognised by Government, was 13. The total membership, as far as could be ascertained from the unions, appears to have been about 44,000, the total number of whole-time permanent employees under the department being nearly 90,000.

Co-operative Credit Societies : At the end of the year under review there were 58 co-operative credit societies working for the benefit of the staff of the Posts and Telegraphs Department with a membership of 63,517 and a subscribed capital of Rs. 3,211,000. These represent an increase of over 2,000 members and Rs. 135,000 of subscribed capital over the corresponding figures at the end of 1934-35. Loans amounting to over Rs. 7,677,000 were advanced to 28,116 members in the year under report as compared with over Rs. 6,342,000 advanced to 25,946 members during 1934-35.

Magnitude of Postal Business : Excluding the air routes, there existed at the end of the year a little over 169,000 miles of lines over which mails were conveyed by different agencies. 64 new motor lines were opened during the year, 45

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of these being in the Central Madras and Punjab and N.W.F. Circles. The following figures give some idea of the volume of postal business transacted during the year:-

Total estimated number of articles handled	. .	1,179,514,000
Number of registered articles posted	.. . .	42,611,000
Number of insured articles posted	.. ..	3,318,000
Value of insured articles posted	.. ..	Rs.992,517,000
Postage charges realised	.. ..	Rs. 67,380,000
Number of money orders issued	.. ..	40,545,000
Value of money orders issued	.. ..	Rs.796,098,000
Value-payable post collections	.. ..	Rs.186,735,000

On 31-3-1936 there were nearly 3,542,000 current saving bank accounts with a total balance of Rs. 672,517,000 and about 92,100 postal life insurance policies covering an aggregate assurance of over Rs.178,700,000. These figures represented in most cases an increase in business as compared with the corresponding figures for 1934-35, due mainly to the improvement in general economic conditions.

(Conditions of work in the Indian Posts and Telegraphs Department during 1934-35 were reviewed at pages 14-16 of our February 1936 report.)

#### Hours of work in Jute Mill Industry.

#### Indian Jute Mills Association suspends working Time Agreement.

Reference was made at pages 19-20 of our January, 1937 report to the circumstances which have led the Committee of the Indian Jute Mills Association to recommend the suspension of the present agreement for the restriction of Jute output. The general meeting of the members of the Association was held on 9-2-1937 at Calcutta at which the Association resolved that the agreement of 30-12-1935 regarding working hours, mill extensions

and the employment of Association inspectors should be suspended in toto from 1-3-1937 until otherwise resolved.

The resolution runs as follows:-

"In pursuance of the powers contained in rule 1 of Chapter XI of the rules of the Association and in clause 6 of the agreement adopted at a special general meeting of members held on December 30, 1935, regarding working hours, mill extensions and the employment of Associations inspectors, it is hereby resolved and agreed that the said agreement shall be suspended in toto as on and from March 1, 1937, until otherwise resolved. It is hereby further resolved that members of the Association should declare in writing to the secretary of the Association prior to 1-3-1937, daily and weekly hours to be worked as on and from 1-3-1937, and shall from time to time during the period of the suspension of the said agreement similarly give prior notice in writing to the secretary of the Association of any change or changes proposed to be made in such hours of work.

It is further resolved and agreed that during such period of suspension members shall, as soon as possible, give written notice with full particulars to the secretary of the Association of any orders placed for extra productive machinery, that is to say, for any machinery relating to any processes up to and including looms and twist and reeling frames or orders placed for extra relative buildings and also similar details of any such machinery installed or relative buildings erected from time to time.

It is further resolved and agreed that during such period of suspension the committee are hereby authorized in their discretion to arrange for the employment of Association inspectors who shall carry out and be responsible for such duties as the committee in their absolute discretion may from time to time direct. Such inspectors shall be maintained and paid by mills in the membership of the Association, each of which shall contribute to the cost in proportion to the certified number of looms represented by each. Each of the mills in membership of the Association hereby undertakes and agrees to give such facilities at all times as any inspector may from time to time reasonably require for the purpose of enabling him to carry out his duties.<sup>22</sup>

(The Statesman 10-2-1937.)

Bengal Jute Mill Strike:

Demand for Wage-Out Restoration :

Reference ~~was~~ made at pages 19-20 of the report of this Office for January 1937, to the decision of the Indian Jute Mills Association, Calcutta, to terminate the working-time agreements according to which shorter hours than those permitted by the Indian Factories Act were worked in order to restrict output. In pursuance of this decision the Fort William Jute Mills of Sibpur announced to their workers that the working hours would be raised from 50 to 54 per week from 1-2-1937 without a corresponding increase in wages. The prevailing rates were introduced when the depression set in and represented a wage cut of 6 pies in the rupee compared to the pre-depression rate. The labourers refused to work for longer hours without a proportionate increase in wages and struck work from 1-2-1937.

The strike soon spread to the Ganges Jute Mills in Howrah and the Howrah Jute Mills and by 4-2-1937 about 15,000 workers employed in the three mills had struck work. (The Statesman 5-2-1937)

A Conference of Jute Workers of Bengal was held on 14-2-1937 with Mr. A. A. Fazlul Haq in the chair at which resolutions were passed supporting the strikers and claiming redress for the following grievances:-

1. Restoration of cuts in rates introduced in 1932 when hours of work were reduced from 54 hours to 40 hours.
2. Abuses and beatings on the slightest pretext <sup>should</sup> ~~to~~ be stopped and an impartial enquiry into these cases of assault should be held.

3. Stopping of fine and bribery.
4. Free quarters or Re. 1/- in lieu thereof.
5. Free medical aid and free education for workers and their children.
6. Permanent service.
7. Provident Fund and Pension.
8. Doubleshift system of work.
9. Two months' maternity leave on full pay.
10. One month's leave on full pay.
11. Recognition of Howrah District Chatkal Mazdoor Union.
12. Cancelling the order requiring the weavers of Howrah Jute Mills to produce a minimum of 8 thans.

A committee was appointed by the Conference to bring about a settlement of the dispute on the basis of the above demands of the workers. (The Amrita Bazar Patrika dated 18-2-1937).

A settlement was arrived at towards the end of February, the management agreeing to the following demands of the workers:-

1. Appointment and dismissal to be made by the Manager or Assistant Manager.
2. Abuse or assaults on workers to be stopped.
3. Stoppage of bribery.
4. Recognition of a registered and properly constituted Union having a large number of actual workers as paying members.
5. Six weeks Maternity leave with pay.
6. No victimisation.

The strike was called off on 26-2-1937.

(The Amrita Bazar Patrika dated 27-2-1937)

On 1-3-1937, over 20,000 workers belonging to five mills in Budge Budge went on strike in sympathy with the workers of a mill the management of which had declared a lock-out towards the close of February.

(The Hindustan Times 2-3-1937.)

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Conditions of Labour in Indore Factories during 1934-35.

The annual report on the administration of the Commerce and Industry Department of the Indore State for the year 1934-35 states that the total number of factories governed by the <sup>Indore</sup> Factories Act working in the State during the year under report was 163 as against 157 during the previous year. These factories employed on an average 21,680 operatives as compared with 22,228 during the previous year. The total number of women workers was 4,195 and that of children 593, the percentage of women employees working out at 19.3 and of children at 12.7 of the adult male workers. An important factor limiting the employment of women and children was the stricter enforcement of the provisions of the Factories Act debarring them from working at night.

The total number of accidents in factories during the year under report was 28, of which 21 were minor, six serious and only one fatal. The Government passed a Workmen's Compensation Act for the State during the year and the Commissioner of Customs, Excise and Commerce was appointed Commissioner for the purposes of the Act. Steps were taken to disseminate knowledge among workers of the benefits and privileges available to them under the new legislation.

Progress in welfare work was made by the local textile mills during the year. One mill installed creches and another a completely equipped maternity home for the benefit of their women employees. Almost all the mills had dispensaries in charge of qualified doctors, where free treatment and medicines were provided. In some of the dispensaries as many as 150 patients received treatment daily. Stalls and grain depots supervised by representative committees of labourers was <sup>a</sup> new feature introduced for the benefit of their workers during the year. Another form of welfare work was the starting of co-operative

credit societies by one or two mills to facilitate cheap credit for their labour. The <sup>Indore</sup>Textile Labour Association organised two night schools and a reading room for the use of the workers.

The relations between the employers and employees in the textile industry continued to be cordial during the year.

(The Labour Gazette, January, 1937.)

WORKING CLASS COST OF LIVING INDEX NUMBERS FOR VARIOUS  
CENTRES IN INDIA FOR DECEMBER 1936.

The cost of living index numbers for working classes in various centres of India showed irregular changes during December 1936 as compared with the preceding months.

BOMBAY. - The index number (Base: July 1914) of the cost of living for working classes in Bombay in December 1936 fell by 1 point to 103. The average in the year 1935 was 101.

AHMEDABAD. - The index number (Base: year ending July 1927) of the cost of living in Ahmedabad rose by 1 point to 72; in 1935 the average was 71.

SHOLAPUR. - The index number (Base: year ending January 1928) of the cost of living in Sholapur declined by 4 points to 70. The average for 1935 was 72.

NAGPUR. - The index number (Base: January 1927) of the cost of living in December 1936 rose by 2 points to 60.

JUBBULPUR. - The index number (Base: January 1927) of the cost of living in Jubbulpore in December 1936 rose by 1 point to 59.

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RANGOON. - The index number (Base:1931) of the cost of living in Rangoon for all communities of labourers rose by 2 points to 87 (Provisional figure).

(Extract<sup>ed</sup> from "Monthly Survey of Business Conditions in India," December 1936 issue)

(The cost of living index numbers for various centres in India during October and November 1936 were given at page 18 of our January 1937 report.) -

MINIMUM RATES OF WAGES IN BOMBAY TEXTILE  
INDUSTRY: DISCUSSION AT SECRETARIAT CONFERENCE. -

In order to discuss certain labour matters in the Bombay Presidency, an informal meeting was held at the Bombay Secretariat on 19-2-1937 at which the following were present : the Chairman and Secretary of the Bombay Millowners' Association; Sir H.P.Mody; Sir Joseph Kay; the Home Member and the Chief Secretary with the Government of Bombay; Mr. J. F. Gennings, the Labour Commissioner; Mr. A. W. Pryde, the Labour Officer; and Mr. Dalal, the Bombay Millowners' Labour Officer.

The meeting considered the possibility of extending the list of occupations for which minimum rates of wages are fixed and the Labour Commissioner and Labour Officer were authorised to go further into the matter. The question of the method of calculating the rate of payment for weavers on piece-work was also considered and further enquiries are to be made on the subject.

(The Times of India, 22-2-1937.)

Conditions of work on Indian Railways, 1955-56.

As in previous years, the Railway Board's annual Report on Indian Railways for the year 1955-56 is published in two volumes. Volume I reviews the general administration, financial results of the working of railways, important developments occurring during the year, and various aspects connected with railway management and operation. Volume II is a compilation of financial and statistical summaries and statements covering the main heads of the capital and revenue accounts and exhibiting statistics connected with the various aspects of railway working.

Earnings of Railways.- For the greater part of 1955-56, railway earnings were steadily less than during the previous year, but in the last 5 or 6 weeks there was a considerable improvement which brought up the total for the year to a slightly higher level than <sup>that of</sup> 1954-55. The total traffic receipts in 1955-56 amounted to Rs. 906.5 millions as against Rs. 902.0 millions in the previous year. The increase of Rs. 4.5 millions is largely due to the fact that 1956 was a leap year and there was an extra day in February 1956. The net loss from the working of the State-owned Railways decreased from Rs. 41.2 millions to Rs. 35.5 millions. At the end of 1955-56, the liabilities of railways to be met in subsequent prosperous years amounted to Rs. 575 millions, of which

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\* Government of India: Railway Department (Railway Board) - Report by the Railway Board on Indian Railways for 1955-56 - Vol. I - Delhi: Manager of Publications 1957.- pp.122

Rs. 515 millions is the amount borrowed from the depreciation fund. The balance of Rs. 260 millions represents the contributions due to general revenues but unpaid from 1951-52 to 1955-56. The earnings from passenger traffic on all railways, both State-owned and Company-owned, increased from Rs. 303.5 millions to Rs. 305.57 millions, while the earnings from goods carried increased from Rs. 624 millions to Rs. 627.9 millions.

The total earnings of all railways, including those with which the Government of India are not directly concerned, amounted to Rs. 1058.4 millions, of which Rs. 646.9 millions or 62.5 per cent were from goods traffic, Rs. 305.6 millions or 29.4 per cent from passenger traffic and Rs. 105.9 millions or 10.0 per cent from parcels, luggage and other miscellaneous items.

Job Analysis.— It was mentioned in the last year's report of the Railway Board that the Railway Board and Railway Administrations had already taken action in regard to some of the recommendations made by Mr. Pope in his second report while others were under further detailed investigation. Job analysis was continued on most of the railways during the year under review, as a result of which a saving of Rs. 3.5 millions was effected. In the exploration of possibilities for increasing earnings and reducing working expenses, steps were taken by railways to revise rates, reduce road competition and affording greater facilities for passenger and goods traffic.

Number of Staff.— The total number of employees (permanent and temporary) on all Indian Railways and in the office of the Railway Board and other offices subordinate thereto (excluding staff employed on construction) at the end of the year 1955-56 was 712,364 as compared with \*705,656 at the end of 1954-55. The total route mileage at the end of the year was 43,118. The following table shows the number of employees by communities on ~~the~~ 31-3-1955 and <sup>31-3-</sup>1956.

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\* represents revised figures for 1954-55 due to changes made by the railway administrations in the figures published last year.

A similar statement showing details by railways is given as Appendix C of Volume II of the Report by the Railway Board on Indian Railways for 1955-56.

Date	Europeans	Hindus.	Muslims.	Anglo-Indians & domiciled Europeans.	Other Classes.	Total	Grand Total
* 31-3-1955.	3,524*	501,158*	152,363*	13,450*	35,161*	702,152*	705,656*
31-3-1956.	3,219	504,977	155,439	13,423	35,506	709,145	712,364

\* Represents revised figures due to minor corrections made in the figures published last year.

Cost of Staff.- There was an increase of 6,198 in the total number of staff employed on open line on 31-3-1956 as compared with 31-3-1955 while the staff on loan from the Indian Audit and Accounts Service and the Construction staff were less by 1 and 570 respectively. The increase in the total cost of staff including staff on loan from the Indian Audit and Accounts Service during 1955 as compared with the preceding year was Rs. 9,428,858, the cost of this year being Rs. 533,441,557. This increase was mainly due to the restoration of the wage cut. In a small measure, employment of additional staff and discontinuance of short time working also contributed towards the increase.

Recruitment: Indianisation. (1) State-owned Railways.- During the year under review, 26 appointments were made in the gazetted ranks, of whom 2 were Europeans and 24 Indians. Of the 24 Indians, 16 were Hindus, 6 Muslims and 2 Sikhs and Indian Christians.

(2) Company-managed Railways.- During the year under review, the total number of appointments made by direct recruitment to the superior services on Company-managed Railways was 23 of which 5 went to Europeans and 18 to Indians, of whom 9 were Hindus, 3 Muslims, 2 Anglo-Indians and Domiciled Europeans, 2 Sikhs, 1 Indian Christian and 1 of other classes. The ratio of Indian to European recruitment was 78.3 to 21.7 .

(3) Review of Progress Since 1925. - The Indian element in the superior services has risen from 28.02 per cent on State-managed and 17.74 per cent on Company-managed railways in 1925 to 44.23 per cent on State-managed and 37.23 per cent on Company-managed in 1956.

6.4.

Representation of Minority Communities in Railway Services. - In the report for the year 1934-35, the action taken by the Railway Board to give effect to the orders issued by the Government of India in regard to the representation of minority communities in railway services was explained. During the year under review, instructions were issued to ~~RA~~ railway administrations that the percentages prescribed for Muslims and other minority communities should be applied to vacancies in each grade or division of a service to be filled by direct recruitment. The State-managed Railways were also advised at the same time that no fresh restriction should be introduced in the rules for recruitment of subordinate staff without the previous approval of the Railway Board. A copy of these orders was also forwarded to the Company-managed Railways in order to enable them to consider the adoption of a similar procedure.

Improvements in the Service Conditions of Staff: Hours of Employment Regulations.- Mention was made in the last year's report of the Railway Board of the decision to give statutory effect to the Hours of Employment Regulations on the Bombay, Baroda and Central India and Madras and Southern Mahratta Railways with effect from 1-11-1935. In accordance with this decision these regulations were extended to these two Company-managed railways by Railway Department (Railway Board) Gazette Notification No. 1351/46, dated 5-6-1935, and by 1-11-1935, the Hours of Employment Regulations had been given statutory effect on six railway systems, viz., North Western, East Indian, Eastern Bengal, Great Indian Peninsula, Bombay, Baroda and Central India and Madras and Southern Mahratta Railways, employing about 71 per cent of railway workers in India. The question of the statutory application of these regulations to the remaining railway systems was further examined by the Railway Board and it was decided early in 1936 that owing to the present financial position on railways the extension of these regulations to the remaining railways should be deferred and that the position should be re-considered towards the close of the year 1936.

Welfare: (1) Education of Employees' Children.- In the Report for 1934-35 it was stated that the Government of India had arrived at certain conclusions on the recommendations on the subject of education of railway employees' children contained in the reports submitted by the officer on special duty and ~~on~~ the suggestions of the All-India Railwaymen's Federation and that before orders implementing those conclusions <sup>were</sup> actually issued, it was proposed to discuss the matter at a meeting of the Central Advisory Council for Railways. It was brought up before a meeting of the Council when it was decided to refer the matter to a Sub-committee. a Sub-committee was accordingly appointed and submitted ~~their~~ <sup>its</sup> report which was considered by the Central Advisory Council for Railways. The matter is now under the consideration of the Government of India.

(2) Staff Benefit Fund.- The Staff Benefit Funds established on the principal railways continued to function during the period under review and provided various amenities and afforded considerable relief to subordinate and lower paid staff. A suggestion was made by the All-India Railwaymen's Federation to the Railway Board to consider the question of giving greater publicity to the discussions in the Staff Benefit Fund Committees and the publication, in the railway weekly gazettes, of resolutions ~~arrived~~ at such meetings of the Committees. This suggestion was considered by the Railway Board during ~~the~~ the period under review and orders were issued to the Agents of State-managed Railways ~~x~~ that those railway administrations should publish annually for the information of the staff a comprehensive report on the working of their Staff Benefit Funds and that they might at their discretion also publish from time to time any other items regarding the working of the fund which might be considered of sufficient importance.

Recommendations of the Whitley Commission.- The recommendations of the Royal Commission on Labour concerning railways continued to engage the attention of the Railway Board during the period under review but no decisions were reached on recommendations of major importance such as those relating to the establishment of a Joint Standing Machinery for the settlement of disputes on railways and other cognate matters relating to the grant of facilities to Unions. With reference to certain recommendations made by the Royal Commission on Labour on the subject of providing certain facilities in the matter of representation of cases of employees charged with an offence which, if proved, might involve dismissal, suitable provisions were made by the Railway Board in the Rules regulating discipline and rights of appeal of non-gazetted railway servants issued by the Board to the Agents of State-managed Railways in June 1935; ~~the~~ *According to these Rules,*

- (i) in ~~the~~ the case of a railway servant charged with an offence, the maximum penalty for which is dismissal, a procedure has been prescribed for holding an enquiry and allowing the railway servant concerned, if he so desires, to be accompanied by another railway servant; and also
- (ii) in the case of a railway servant who has completed 7 years' continuous service and is charged with an offence meriting removal from service, it has been provided that the officer competent to pass the orders of discharge may, if he considers it necessary or desirable, grant the railway servant concerned a personal interview at which the latter may be accompanied by another railway servant.

(The Report of the Railway Board for 1934-35 was reviewed at pages 10-13 of our January 1936 report).

The B. N. Railway Strike : Settlement arrived at.

References were made at page 21 of the December 1936 and pages 24-25 of January 1937 reports of this office to the progress of the strike of <sup>the</sup> employees of the Bengal Nagpur Railway, which was declared on 13-12-1936. As a result of negotiations which were carried on between Mr. V. V. Giri and the Agent of the Railway through the Government of India, a settlement was arrived at early in February and the strike was called off on 10-2-1937. The terms of the settlement are substantially the same as were offered by the Agent in January 1937 (vide pages 24-25 of our January 1937<sup>report</sup>) with the notable exception that the Agent agreed to permit all men on strike to resume duty provided they offer themselves on or before 15-2-1937. Their absence from duty will be treated as leave without pay as agreed to by Mr. Giri in his interview with the Agent on <sup>22-1-1937</sup> ~~January 22~~. The fact that these men have been on strike will not in itself render them liable to any penalty affecting their previous service, provident fund, bonus or gratuity. Thus there will be no victimisation.

(The Amrita Bazar Patrika, 11-2-1937)

Industrial Organisation

Employers' Organisations.

Nomination of ~~Non-Government~~ <sup>Employers'</sup> Delegation to I. L.

Conference: Chambers of Commerce Claim Right

to be Consulted.

In December 1936, the Committee of the Bombay Chamber of Commerce addressed a letter to the Associated Chambers of Commerce of India on the question of the nomination of non-Government delegates and their advisers to sessions of the International Labour Conference at Geneva, who, under the Treaty of Versailles, are to be chosen in agreement with the industrial organisations, if such organisations existed, which were most representative of employers of workpeople as the case might be. The Committee stated that, for a number of years past, the Bombay Chamber had received through the Labour Office, Bombay, copies of press communiques issued by the Government of India, calling for suggestions relating to the nomination of non-Government delegates and their advisers, but pointing out, at the same time, that "an association will be regarded as representative of employers only if it includes among its functions that of dealing with the interests of employers as such (e.g., regulating conditions of employment)." Hitherto the <sup>Bombay</sup> Chamber, while regretting the decision of the Government of India so to restrict the privileges of nomination that such a body as the Bombay Chamber of Commerce might not be eligible to make nominations, had not actively protested against a definition which apparently deprived Chambers of the right to do so. It might be that

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While the Government of India had their reasons for not committing themselves to taking into consideration the view of Chambers as such, they might on occasions welcome suggestions from the Associated Chambers, e.g., when rival candidates were in the field.

The Committee pointed out that Chambers of Commerce not only represented those who as employers, were vitally concerned in the subjects discussed at the International Labour Conference but were also associations interested in the decisions made in so far as they might affect the general trend of commerce and trade. It could not be contended that Chambers of Commerce were not interested <sup>in I.L. Conventions;</sup> and it seemed to the Committee that unless Chambers of Commerce were content to risk the interests of their members being adversely affected by labour legislation in the making of which they had no voice, the Associated Chambers should make a claim to participate in the selection of Delegates and Advisers. The Committee suggested that the President might consider taking such action as seemed to him appropriate after taking the views of the constituent Chambers on the subject.

In circulating the Chamber's letter to constituent Chambers, the President of the Associated Chambers stated that he had had an informal discussion on the subject with the Department of Industries and Labour of the Government of India, whose attitude was that the Treaty of Versailles referred only to industrial organisations and did not require that the interests of commercial bodies should be taken into

account in nominating representatives. They also held the view that Chambers of Commerce could not justly represent the views of shipping companies registered abroad, although the latter might be members of a Chamber, and that they considered that the interests of such companies should be protected by the Board of Trade in Great Britain if they were registered in the United Kingdom.

The President was of opinion, however, that a good case could be made out for Chambers of Commerce to be represented at Maritime Sessions of the International Labour Conference; and he thought that this aspect of the matter might certainly be taken up with the Government of India. The President enquired whether the constituent Chambers considered that a claim should be made on the larger grounds that all business interests were concerned in the decisions of the Maritime Sessions of the International Labour Conference. The President felt sure that the reply by Government would be a reference to the Versailles Treaty ~~but~~ <sup>as regards the crew</sup> ~~was of opinion~~ that it might be useful to secure a definite expression of opinion from the Government in the matter.

The Committee of the Bombay Chamber of Commerce has supported the action suggested by the President of the Associated Chambers of Commerce of India.

(Summarised from Excerpts from the Proceedings of the Committee of the Bombay Chamber of Commerce during December 1936).

Workers' Organisation.  
13th Half-Yearly Meeting Between A. I. R. F. and The  
Railway Board, New Delhi, 3 and 4-2-1937.

The 13th half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation was held at New Delhi on 3 and 4-2-1937. The deputation from the Federation included, besides Mr. Jamnadas Mehta - the President, Mr. Guruswami, the Assistant Secretary of the Federation and seven other delegates. The main questions discussed at the meeting were; (1) The establishment of a joint standing machinery for dealing with industrial disputes on railways; (2) the Draft Payment of Wages (Railways) Rules, published by the Government of India, in the Department of Industries and Labour Notification No. L.5070, dated October 15, 1936, (vide page 9 of our October, 1936 report) and; (3) pass rules for state-managed railways. The following is a summary of the proceedings of the meeting taken from a communique issued by the Railway Board in concurrence with the Federation.

I Joint Standing Machinery : In opening the discussion on the subject, Mr. Jamnadas Mehta, on behalf of the Federation, complained about the delay that had taken place in reaching a decision on the recommendations of the Royal Commission on Labour relating to the establishment of a joint standing machinery and Mr. Mehta inquired as to how far Government had proceeded in the matter. The Chief Commissioner of Railways said, that the subject has been receiving the attention of Government of India, and briefly outlined certain provisional proposals which Government were considering to introduce as an experimental measure. The Federation made certain suggestions which, the Chief Commissioner stated, would receive the consideration of the Government. Mr. Jamnadas Mehta inquired whether the proposals would affect the existing arrangements under which the All-India Railwaymen's Federation met the Railway Board every half-year. The Chief Commissioner replied that the existing arrangements would continue.

II. Draft Payment of Wages (Railways) Rules: The subject of the Draft Payment of Wages (Railways) Rules, was next taken up. The Chief Commissioner asked the Federation's representatives to state their views on the rules and pointed out that those <sup>Rules</sup> were still under consideration and that he would be prepared to forward the views of the Federation to the Industries and Labour Department who were the competent authority to issue these Rules.

1. Procedure re-Imposition of Fines and Deductions: The Federation criticized the proposed Draft Rule No. 13 relating to the procedure of imposition of fines and deductions and said it was unsatisfactory in so far as the railway administrations were given full discretion to lay down their rules and regulations in this respect - a discretion which was not permitted to other employers coming within the Payment of Wages Act. The main point of the Federation was that a railway employee when fined should have a right to challenge the decision under this Rule. Mr. Jammadas Mehta also suggested that provision should be made in the Rules to permit of an employee being represented through a trade union before a monetary punishment was imposed. The Chief Commissioner, after quoting from Sir Frank Noyce's speech made during the debates in the Legislative Assembly on the Payment of Wages Bill, stated that the stage for a representative of the trade union to come in was when the provisions under Section 15 (2) of the Act were invoked. He also mentioned that the powers of the employers to inflict fines had already been greatly reduced and it would be inappropriate to institute quasi-judicial proceedings before the penalty of fines was imposed.

2. Inspection of Weighing Machines : The Federation complained of the absence of a rule in the draft Payment of Wages (Railways) Rules regarding the inspection of weights, measures and weighing machines used by employers in checking or ascertaining the wages of persons, particularly with reference to piece workers in railway workshops. The Chief Commissioner stated that the point made by the Federation did not arise from clause (c) of sub-section (3) of section 26 of the Payment of Wages Act quoted by them and considered that the rule as suggested by the Federation was not necessary as the clause did not refer to methods laid down for fixing the wages of these workers.

3. Lists of Acts and Omissions in respect of Fines: The Federation also represented that no authority under Rule 10 should approve of lists of acts and omissions in respect of which fines are imposed before consulting workers' organizations.

4. Strikes : The next point referred to by the Federation was as regards the proviso to sub-section (2) of Section 9 of the Payment of Wages Act regarding 10 or more employees acting in concert, absenting themselves without due notice, and without reasonable cause. Mr. Jammadas Mehta contended that the employer should not be left to decide the reasonableness of the cause under this proviso and mentioned that this would amount to condemning a worker before his guilt was proved, and while the

Federation could not object to the statutory withholding by the employer of eight days' wages, the onus of proving the absence of due notice and the unreasonableness of the cause should lie on the employer and not on the worker. The Chief Commissioner stated that the reasonableness of a cause could be tested before the 'authority' or if necessary before a Law Court.

5. Deductions for Loans from Co-operative Societies: Mr. Mehta next complained that Section 13 of the Payment of Wages Act did not impose any restrictions regarding the extent of the deductions from the wages of an employee on account of loans from co-operative societies and stores purchased from co-operative stores. He urged that the extent to which such deductions could be made should be laid down in the Rules and suggested that this limit should not exceed two-thirds of an employee's wages. In order to secure this he further suggested that steps should be taken to curtail the credit afforded to an improvident employee rather than place him in a position whereby the whole of his salary would be absorbed in such deductions in a given month. The Chief Commissioner mentioned that such deductions were subject to such conditions as the local Governments may impose as provided in the Section referred to by the Federation and pointed out that the suggestion of the Federation to curtail the credit of an improvident employee was outside the scope of these Rules.

III. Pass Rules: The revised pass Rules for State-managed Railways was next discussed by the Federation in connection with certain changes in these rules recently notified by the Railway Board. The first point had reference to the withdrawal of passes for certain dependent relatives. The Federation explained that conditions in India with the joint family system prevailing, imposed burdens on employees that were not existent in other countries. They also urged that the limits of pay fixed for the grants of inter-class passes should be revised, restoring the position as it existed under the orders issued in 1935. In this connection, the Federation pointed out that railway servants on State-managed lines were Government servants and as such should be given at least the same class of accommodation when travelling by railways as other Government servants. The Federation recognized that, while Government servants other than railway employees were allowed accommodation in second class when their pay was not less than Rs.200 per mensem, the revised Pass Rules allowed second class passes to those drawing more than Rs.175, but they were concerned principally about employees drawing not less than Rs.50, who were previously being given inter-class passes, but the pay limit for such passes had now been raised to Rs.75. The distinction made between new entrants and others in regard to the number of passes admissible each year had also, the Federation stated, created a sense of grievance, particularly as not only were these employees' scales of wages lowered, but they were now being given less liberal scale of passes.

1. Privilege Ticket Orders: The Federation also asked for consideration to be given to the question of a modification of the rules relating to the issue of Privilege Ticket Orders. They were of opinion that the changes made, particularly in regard to the number of such orders admissible to an employee's department, meant a serious curtailment of privileges the staff had hitherto enjoyed. The exclusion of ~~no~~ minor brothers from dependants eligible for P.T.Os., was also referred to by the Federation as a point that needed consideration.

2. Passes for Inferior Staff: The Federation then urged the question of allowing inferior servants passes over foreign railways at least once in five years on the grounds that such employees might desire to visit places of pilgrimage. In this connection, reference was also made to the practice on some railways of not allowing passes to inferior servants for places other than their home stations. The Federation also urged consideration being given to the inclusion of inferior servants among employees entitled to passes after retirement from service. Their point was that under the orders issued by the Railway Board in 1935, such employees though not previously eligible, had been made eligible for passes after retirement and the Federation was unable to understand why a distinction was now sought to be made between inferior servants and other employees.

In conclusion, the Federation urged that the Railway Board should review the position in regard to the points they had brought forward and endeavour to meet the wishes of the Federation. The Chief Commissioner said that, while he could obviously make no promises, he could give an undertaking that the representations made by the Federation would receive the Railway Board's careful consideration.

*(The Stationer, 4-2-1937)*

(The report of the 12th half-yearly meeting of the A.I.R.F. with the Railway Board was given at pages 49-52 of our Report for July, 1936.)

Economic Conditions.

Steel Merger Scheme: Negotiations between  
Indian Iron and Steel Co. and Tata Iron and Steel  
Company fall through.

Reference was made at page 37 of our September 1936 report to certain negotiations carried on between the Tata Iron and Steel Company and the Indian Iron and Steel Company for a merger of the two. The negotiations between these companies were part of a scheme for the formation of a new Indian Steel Corporation which would embrace the Indian Iron and Steel Company, the Bengal Iron Company, the Tata Iron and Steel Company and Messrs. Hind and Company. An agreement, it will be remembered, was reached regarding the consolidation of the Indian Iron and Steel Company and the Bengal Iron Company in August 1936.

It is now understood that negotiations between the Indian Iron and Steel Company and the Tata Iron and Steel Company have broken down and that the Indian Iron and Steel Company is now making arrangements for the formation of a new company for the steel plant at Hirapur with an initial output capacity of finished steel products of approximately 200,000 tons annually and will draw its requirements of hot iron from the Indian Iron and Steel Company. It is also understood that following the breakdown of negotiations, the Tata Iron and Steel Company have prepared a scheme to expand their works at Jamshedpur with a view to increasing their annual output.

(The Bombay Chronicle and the  
Statesman, 9-2-1937).

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Economic Intelligence in India:  
New Organisation Sanctioned by Finance Committee.

The Standing Finance Committee of the Indian Legislature has, at its meeting held on 11-2-1937, approved the creation of a separate economic intelligence organisation at the headquarters of the Government of India under the direction of the Economic Adviser to the Government of India. Allied to this was the setting up by the Committee of a central statistical organisation under the Director of Statistics, which will take over the work at present done by the statistical side of the Department of Commercial Intelligence and Statistics at Calcutta, and the transference of this work to Delhi.

The functions of the economic intelligence organisation will be the collection and study of all economic information bearing, or likely to bear, on India's economic welfare and the supply of information and advice to Government.

As regards commercial intelligence and statistics, approval was given in 1933 to the Director-General being stationed in Delhi and the creation under him of a statistical research branch. This was intended to be the nucleus of a centralised statistical research bureau. In the following year, Prof. Bowley and Mr. Robertson recommended the establishment of a permanent economic staff at the headquarters with four members, three of whom were to be trained economists and the fourth was to be a statistician. This was felt to be an ambitious scheme but it was realised that the existing statistical and commercial intelligence organisation was wholly inadequate.

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The central statistical organisation which will now be set up will take over the work of compilation from Calcutta without any immediate change in the existing method and the scope of the work, though this will be capable of gradual expansion as the various departments of the Government of India develop their statistical requirements and as the need for the collection of more comprehensive statistical data arises. The Committee added a rider to the effect that the public would continue to obtain information from the Commercial Intelligence and Statistics Department as hitherto.

("Commerce and Industry", 18-2-1937.)

Indian Central Jute Committee:  
Inaugural Meeting at Calcutta.

Reference was made at pages 35-37 of the Report of this Office for May 1936 to the establishment of a Central Jute Committee in order to watch over the interests of all branches of the Jute Industry from the field to the factory. The inaugural meeting of the Committee was held at Calcutta on 9 and 10-2-1937 under the presidentship of Sir Bryce Burt, Vice-Chairman of the Imperial Council of Agricultural Research.

In the course of his speech Sir Bryce said that they fully claimed to be representative of the various jute interests. He trusted that in the years to come they would be able to make a very substantial contribution to the welfare of the

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Indian jute industry. The committee, he added, would get a Government grant of Rs.500,000 per annum from the central revenues and the position will be reviewed after five years. The programme of work would be subject to the approval of the Government of India to whom the committee's budget would be submitted for sanction. Detailing the various functions of the committee, Sir Bryce Burt referred to the need for better statistics of jute production, raising the efficiency of jute cultivation by research and improvement in jute marketing.

The Committee considered the rules and regulations and the budget estimates for the year 1937-38, and various schemes for agricultural, technological and economic research, improvement of crop, forecasting and statistics, production, testing and distribution of improved seed and inquiry into the marketing and transport of jute.

A comprehensive scheme for a jute marketing survey was discussed and approved. The proposal for a district agricultural staff for the jute districts was accepted. A scheme of agricultural research involving the establishment of a laboratory and considerable staff to work at Dacca was approved. The committee also agreed as to the urgency and importance of technological research, and was assured of the full co-operation of Jute Mills Association in the matter.

(The Amrita Bazar Patrika of 11-2-1937  
and "Commerce and Industry", 16-2-1937)

## Rubber Statistics of India for 1935-36.

According to <sup>the</sup> statistics published by the Department of Commercial Intelligence with the Government of India, regarding rubber produced in India during 1935-36, considerable increase in the production of rubber, accompanied by a proportionate rise in its export figures, was registered during the year. Of the total area under rubber cultivation during the year, Burma and Travancore together accounted for nearly 90 per cent.

Statistics of Area under Cultivation: The number of plantations during the year under report was 15,882, covering an area of 326,877 acres, as against 15,650 with an area of 319,815 acres in the preceding year. The area actually under rubber in these estates amounted to 228,841 acres, which was one per cent. above the area as reported in the previous year, and of this area, 187,151 acres were tapped. Of the total area under cultivation, 47 per cent. was in Burma, 42 per cent. in Travancore, 5 per cent. in Madras, 4 per cent. in Cochin and 2 per cent. in Coorg and Mysore together.

Statistics of Production: The total production of raw rubber during the year is reported to be 48,545,045 lbs. as against 37,136,317 lbs. during the previous year. The yield per acre of tapped area was 283 lbs. in Burma, 275 lbs. in Cochin, 245 lbs. in Madras, 242. in Travancore, and 199 lbs. in Coorg. The increase in the estimate of production in 1935 is mainly due to the higher figure reported by Burma, where considerably greater tapping was done during the year than in 1934.

Number of workers: The daily average number of persons employed in the plantations during 1935 was returned at 37,395, of which 29,726 were permanently employed and 7,969 temporarily employed, as compared with 30,274 (25,562 permanent and 6,712 temporary) in the preceding year.

( "Commerce and Industry" Delhi,  
9-2-1937.)

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Budget of the Government of India, 1937-38.

The Budget of the Government of India for 1937-38, excluding the Railways, was presented in the Legislative Assembly on 27-2-1937 by Sir James Grigg, the Finance Member. The outstanding features of the budget are: a deficit of Rs. 19.7 millions during 1936-37 instead of an anticipated surplus of Rs. '6 millions; immediate increases in the silver duty from As. 2 to As. 3 an ounce and in the sugar excise from Rs. 1/5/- to Rs. 2 a Cwt.; alteration in the postal rates whereby the book packets rates are reduced from 3/4 anna for the first 5 tolas and 1/2 anna for every additional 5 tolas to 1/2 anna for the first 2-1/2 tolas and 1/4 anna for every additional 2-1/2 tolas and the parcel rates increased from the minimum of 2 annas for the first 20 tolas to 4 as. for the first 40 tolas.

Budget at a glance:

Surplus carried forward from 1935-36 as Revenue Reserve Fund.			Rs. 18.4	millions
Revised Estimates of 1936-37:				
Revenue.	...	...	Rs. 813.6	"
Expenditure	...	...	<u>Rs. 833.3</u>	"
Deficit	...	...	Rs. 19.7	"
Estimates for 1937-38:				
Revenue.	...	...	Rs. 799.9	"
Revenue Reserve Fund.	...	...	Rs. 18.4	"
Expenditure	...	...	<u>Rs. 834.1</u>	"
Deficit.	...	...	Rs. 15.8	"
New Taxation	...	...	<u>Rs. 16.5</u>	"
Surplus	...	...	Rs. .7	"

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Causes of Deficit : Instead of an anticipated surplus of Rs. .6 millions, the year 1936-37 witnessed a deficit of Rs. 19.7 millions. Revenue has deteriorated by Rs.17.8 millions and expenditure increased by Rs.2.5 millions. The biggest short-fall is under Customs, which is down by Rs.21.6 millions. Under this heading, only silver (Rs.15.3 millions) and artificial silk ~~goods~~ piecegoods (Rs.5.5 millions) show large surpluses. Sugar is down by Rs.14.5 millions, British piecegoods by Rs.7.5 millions <sup>and</sup> metals other than iron and steel by Rs. 4 millions.

(The Gazette of India Extraordinary  
Dated 27-2-1937;Pages 77 - 92).

Railway Budget for 1937-38.

The Railway Budget for 1937-38 was presented in the Legislative Assembly on 16-2-1937 by Sir Nafrulla Khan, Member in Charge of Commerce and Railways with the Government of India. For the first time since 1929-30, the estimates forecast surpluses instead of deficits. In 1936-37 a surplus of Rs. 1.5 millions on the working of all State-owned railways, including strategic lines, is expected. The surplus on commercial lines alone will be Rs. 20 millions. A similar surplus of Rs. 1.5 millions is estimated for 1937-38. The Burma Railways will be separated from the Indian system in that year and, as they are working at a deficit, this should improve the financial position of the Indian railways.

As the budget estimate of net financial result of railway working in 1936-37 was a deficit of Rs. 34.4 millions, the present estimate indicates an improvement of Rs. 35.9 millions, but the change in allocation agreed to by the Public Accounts and Railway Standing Finance Committees and brought into effect from the current year has reduced the net revenues of the railways by Rs. 3.6 millions and the real improvement as compared with last year is nearly Rs. 40 millions.

Traffic receipts in ~~xx~~. 1936-37 are now expected to reach Rs. 950 millions or Rs. 43.3 millions more than last year. Working expenses, including full contribution to the Depreciation Fund at the rate of 1/60th of capital, are Rs. 5 millions more than last year and interest charges Rs. 5 millions less. Including all miscellaneous receipts and charges as well as the result of the accounting change referred to, the net revenue available to meet interest charges will be Rs. 310 millions or Rs. 35 millions more than last year. The result is that, after paying interest, a balance of Rs. 1.5 millions will be left as surplus on the working of all State-owned railways including strategic railways. The net surplus of Rs. 1.5 millions will be utilised in part repayment of loans taken from the Depreciation Fund in previous years to meet deficits.

The budget estimates for 1937-38 assumes traffic receipts for 1937-38 at Rs. 907.5 millions as against Rs. 912.5 millions in the current year, excluding Burma Railways. The working expenses are estimated at Rs. 615 millions, Rs. 1.6 millions more, mainly because of the change introduced in the new Government of India Act by which the provincial Governments are entitled to receive from the railways the cost of the police required for maintaining order on railway premises. The net revenue will be Rs. 295 millions in the current year while the interest charges Rs. 293.5 millions. There will be a surplus of Rs. 1.5 millions as against Rs. 4.2 millions in the current year, excluding Burma Railways. The surplus on commercial lines alone will be Rs. 20 millions.

In explaining why Government did not propose to embark upon a large programme of expenditure or development immediately, Sir Zafrulla Khan said:

"We do not feel that we would be justified in doing this even though there are signs that we have at least temporarily got away from the worst of the depression. In saying this I do not wish to imply that we are making no preparations for the better times which we all hope are in prospect. We fully realise that if traffic develops, we must be prepared to deal with it and move forward with the times. But till there are more substantial indications that we are in for a prolonged period of prosperity, it would be wise to move cautiously."

(Summarised from the speech of the Railway Member in introducing the Railway Budget for 1937-38).

Employment and Unemployment-

Unemployment and Public Works: Madras Government's  
Programme of Irrigation Works: Review of Progress.

To relieve the economic depression and consequent unemployment among the rural population, the Government of India resolved in April 1934 that Provincial Governments should undertake schemes of capital expenditure on public works. According to a press communique issued by the Government of Madras on 5-2-1937 on the action taken by them on the resolution of the Government of India, one promising method of achieving the object in view was to improve irrigation tanks in the Presidency. Various proposals and suggestions were made by the Board of Revenue and the Chief Engineer for Irrigation, and Government decided in February 1935 to adopt an accelerated programme of improvements to minor irrigation works in charge of Public Works and Revenue Departments. The intention was primarily to strengthen the bunds and other component parts of irrigation works somewhat on the lines followed in famine programme estimates.

Detailed proposals, with a three-year programme, were submitted by the Board of Revenue and the Chief Engineer for Irrigation. Government sanctioned the scheme in April 1935 for three years and directed that a sum of Rs. 5 millions should be spent. The following principles were observed in the selection and execution of the works:-

(a) The first aim was to distribute relief over as wide an area as possible. Small works were, therefore, preferred to large ones.

(b) To ensure that the largest possible number should benefit, the main expenditure was earmarked for earthwork. Villagers who owned lands under ~~the~~ tanks were given the contracts and it was made a condition that the local village labour should be recruited and utilized on the work.

(c) In addition to tanks, supply channels feeding them were also taken up for repairs.

Since the inception of the scheme in April 1955 as many as 2,052 tanks have been taken up for repairs. Repairs in the case of 525 tanks have been completed and work is in progress on 1,255 tanks. Work on 272 tanks has still to be taken up. ~~The statement attached gives particulars of the work done.~~ Prompt payments have served to attract local labour, and the elimination of middlemen's profits has put some money into the pockets of needy ryots who were hit hard by the economic depression. The work is appreciated by the ryot population and at several conferences, appreciative resolutions have been passed.

The cost of carrying out the programme is estimated at *R.*

5 millions as follows:-

		Millions
Actual expenditure in 1955-56	..	1.319
Revised estimate, 1956-57	..	2.022
Budget estimate, 1957-58	..	<u>1.659</u>
Total		<u>5.000</u>

(Summarised from pages 298-299 of Part I of the Fort St. George Gazette, dated 9-2-1957).

Vocational Training to Relieve Unemployment:

Report of the Special Committee of Karachi Corporation.

On 21-5-1955 the Karachi Municipal Corporation appointed a Special Committee to report on the steps that can be taken in the direction of providing facilities for vocational training with a view to relieve the increasing distress due to unemployment. The Report of the Sub-Committee which is now available, is summarised below.

Extent of Unemployment.- Although no statistics are available indicating the exact extent of unemployment in Karachi, there is no doubt that unemployment prevails in an acute form among the educated middle class and lower middle class. It would be very helpful if a census were taken showing the total number of persons who are at present unemployed, the class to which they belong, the professions and callings for which they are suited, etc. But this is more a task for Government to undertake than for the Corporation.

Causes of Unemployment.- The principal factors that are responsible for the present acute unemployment are the faulty system of education which is more or less of a purely literary character, the decay of old industries and slow emergence of new ones, and the general world-wide economic depression and the consequent fall in prices of agricultural products, etc. In spite of the general prevalent depression, the Committee strongly feels that industrialisation would give greater opportunities to the youth of the city and open out to them new channels of employment. The system of

Secondary and Higher education requires revision and a new orientation. The existing professions are over-crowded, and service, government, semi-government or private, cannot absorb all the students who have received a more or less purely literary type of education. The Committee is of the opinion that arrangements should be made to divert boys who are not suited for higher education to receive commercial and industrial training.

Difficulties of Corporation tackling Vocational Education.-

The Committee has considered the question of giving industrial and commercial bias to the education imparted in the existing institutions, and has come to the conclusion that this would not go a long way in meeting the situation. In the first place, the Corporation is concerned only with primary education and have no control over Secondary or Higher education, and during the stage of primary education, boys and girls could not be given sufficient training to enable them to make a start in life later on. Moreover, the students in the primary schools are of too tender an age and would later be seriously handicapped for want of sufficient grounding in general knowledge, etc. With regard to giving an industrial bias to secondary schools with which the Corporation is not concerned, the Committee feels that this would also be a waste of energy as what is required is diverting boys and girls who are not suited for further higher education to receive thorough training in a particular industry for which they may be suited, on account of their physique, practical bent of mind and readiness to take up manual work, etc.

Recommendations: (1) Trade School.- The Committee feels that the Corporation should take some practical steps in the alleviation of unemployment. In order to effectively deal with this problem, however, the assistance of Government and the co-operation of other public bodies, such as, Port Trust, Railway, etc., would be required. As regards the action the Corporation should take the Committee recommended that a trade school should be opened for teaching two or three suitable trades. The trades selected should be useful trades meeting the every day requirements of life of both the rich and the poor and should be such as to enable the students to make an independent start in life later on with a modest capital of from Rs. 1,000 to Rs. 5,000. The Committee therefore suggests that a beginning should be made by teaching (1) cloth dyeing and printing, (2) leather work, (3) confectionery and bakery, (4) block making and (5) printing and typography. As the institution progresses and proves in utility, other trades could be added, such as, tailoring, fine lace work, dress making, mechanics' apprentice course and automobile apprentice course. The Committee suggests that later on as funds permit, the Corporation should establish a Technical School in conjunction with the Municipal Workshop, a complete scheme for which is already before the Corporation. An institution of this character and a more advanced institution like a technological institution would, of course, be an ambitious programme beyond the resources of the Corporation, but the Committee has ~~referred~~ referred to it in their report as the aim to be kept in view and to be striven for with the necessary Government and financial support.

The boys to be admitted to the trade schools should have had sufficient education in a secondary school up to V or VI standard, and continuation night or afternoon classes may be held where the students could receive further education in general knowledge, etc.

(2) Board for Apprentices.- The second recommendation which the Committee makes is that a properly constituted Board should be set up, which should invite applications from boys desirous of obtaining commercial and industrial training and arrange for their admission for such training in the local workshops, factories and mills. A regular register of those boys seeking admission should be maintained and admission secured for as large a number as possible. It will be necessary that the training should extend for about four years. The Board will have to follow the career of these apprentices to see that they are given proper facilities in the workshop and made to go over the whole field of industry and are not confined to merely one particular operation so as not to become mere automatons. It will be the duty of the Board to see that all apprentices receive fair treatment and proper training. It should be laid down that ~~all apprentices~~ every mill, workshop, factory, etc., existing in the city should take up a certain number of apprentices in proportion to their skilled labour contingent

and pay such apprentices during the course of their training, beginning with annas six to eight per day, the wages being increased as the apprentices acquire experience, and become more useful to the trade or industry where they may be working. Perhaps, legislation would be necessary to compel such industries, factories, etc., to take up a fixed number of apprentices every year, but this should be resorted to only when absolutely necessary; on the other hand, the Committee is sanguine that the proposed Board would be able to achieve much by placing itself in contact with the industrial employers and labour in the City and by inviting their co-operation. These apprentices should be afforded facilities for receiving theoretical training by opening industrial and commercial classes for them. In this connection the Committee stresses the importance of the fact that there should be no duplication of the existing facilities leading to unnecessary waste of money and time, but that advantage should be taken of the existing institutions for the purpose, such as the local Engineering College, etc. The training could be extended over a period of about five years.

(Summarised from a copy of the report of the Special Committee sent to this Office by the Ipsachi Corporation).

(A copy of the above report has been forwarded to Geneva with this Office's minute D.1/ /57 dated 4-3-1937)

## Public Health.

### Co-ordination of Public Health Activities:

#### Central Advisory Board of Health Established.

Reference was made at pages 75-76 of our September 1936 report to the address of His Excellency the Viceroy to the autumn session of the Indian Legislature, in the course of which he announced the early establishment of a Central Advisory Board of Health in order to secure co-ordination of effort between the central and provincial governments in matters of public health. The Department of Education, Health and Lands with the Government of India has now set up the Board; a resolution of that Department on the subject is reproduced below:

Early Efforts in Co-ordination: - The Government of India have been considering for some time past how best to ensure inter-provincial co-operation in the field of Public Health. The idea is not new. The Government of India in the days before Public Health became a Provincial Transferred Subject occasionally convened Conferences of public health and medical experts. In 1921 they set up a Central Health Board composed of experts to advise the Central and Provincial Governments on technical matters which these Governments might refer to it. No provision was made for consultation between those responsible for medical and sanitary policy in the Government of India and in local Governments and the Board after one meeting came to an end, owing to financial stringency, in 1923.

The Need for Co-ordination.- The need for periodical consultation in the framing of common policies and for the interchange of information, the result of varying experience, is greater today than ever before. Neither the Government of India nor the Provincial Governments can adequately fulfil their responsibilities in the domain of Public Health without taking counsel with one another from time to time; and it falls to the Government of India to provide suitable machinery for such consultation. Their experience of its value in matters relating to Agriculture, Animal Husbandry and Education encourages them to hope that an advisory Public Health organisation such as is described below and whose establishment was announced by His Excellency the

Viceroy in his address of September 21st, 1936, to the Indian Legislature, will evoke a like measure of Provincial and State co-operation and in due course provide Federalism India with a valuable forum for the discussion and formulation of Public Health policy.

Functions of the Board.- The functions of the Central Advisory Board of Health will be:-

- (a) To act as a Central Information Bureau on all public health matters affecting India and as a clearing house for such information;
- (b) To advise on any matters referred to it by the Central or by Provincial Governments; and
- (c) To make suggestions to Government on any matters affecting public health in India to which the Board considers that Government's attention should be drawn.

The definition of the functions of the Board has been deliberately left broad to give the Board every opportunity of developing on lines dictated by its experience. Its recommendations will be entirely advisory.

Composition of the Board.- The Board will consist of the following:-

Chairman.- (a) The Hon'ble Member in charge of the Department of Education, Health and Lands.

Members.- (b) Representatives of the Government of India, not exceeding three. (c) A representative of each local Government who shall either be the Minister in charge of Public Health (or his deputy) or the Director of Public Health (or his deputy). (d) One member elected by the Council of State. (e) Two members elected by the Legislative Assembly. (f) A representative of the Railways in India. (g) Ex-officio Secretary and member: the Public Health Commissioner with the Government of India.

In addition to providing for the representation of Indian States and Centrally Administered areas, the Governor General in Council will have power to nominate such persons not exceeding five as he may think fit.

Representatives of the Legislature will cease to be members of the Board on ceasing to be members of the Council of State or the Legislative Assembly as the case may be. Official members of the Board will continue until they are replaced by others. The tenure of non-official members will be three years.

Inaugural Meeting in June 1937.- The Government of India hope to complete the necessary arrangements shortly to enable the Board to hold its x inaugural meeting in June 1937 which will be opened by His Excellency the Viceroy.

(Pages 240-241 of Part I, Gazette of India dated 13-2-1937).

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CO-OPERATION.

BOMBAY GOVERNMENT PLAN TO AID WEAVERS:

Organization of Co-operative Societies.

According to a communique issued by the Director of Information, Bombay, on 9-2-1937, the Government of Bombay has sanctioned the organization of 3 ~~Weavers' Co-operative Societies~~ at Malegaon, Yeola and Bhiwandi on the lines of the district industrial associations set up some time ago. These societies will form a part of the marketing scheme for handloom products, and their membership will be open to individual weavers, weavers' societies, and sympathisers.

Functions of the Societies: The principal objects of these societies will be :-

- (i) to supply improved appliances on hire purchase system or otherwise;
- (ii) to supply raw materials at reasonable rates;
- (iii) to advise weavers and others in regard to the production of improved and easily marketable patterns and designs;
- (iv) to undertake preparatory and finishing processes and dyeing and printing in connection with handloom industry;
- (v) to accept on consignment account against partial payment handloom products from weavers and to purchase outright handloom products and sell the same.

To fulfil these objects, each society will open a shop in a selected area which will be directly supervised and managed by the Board of management concerned under the general control of the joint board consisting of the Director of Industries and the Registrar of Co-operative Societies.

Government Subsidy: The Government of India have sanctioned the payment to each of the 3 societies of a subsidy covering the

K. actual recurring expenses, not exceeding Rs.2,000 a year, for 3 years from the balance available with the Government of Bombay out of the Government of India grant for the development of the hand-loom industry. The subsidy will be paid to the societies in advance in quarterly instalments.

(The Times of India, dated 11-2-1937.)

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Women and Children.

18th Conference of Bombay Presidency

Women's Council.

The 18th Conference of the Bombay Presidency Council of women was held at Bombay from 27 to 29-1-1937 with Mrs. F.S. Talyar Khan as President. A summary of the proceedings and of the more important resolutions adopted by the Conference is given below:

Birth Control.- A resolution was moved to the effect that the Bombay Presidency Council of women was in favour of birth control under strict medical supervision, and suggested that an appeal should be made to the proper authorities for the establishment of free birth control clinics in poverty-stricken areas. Mrs. E.G. Currimbhoy, speaking on the resolution, stated that during an inquiry into the question of overcrowding in chawls (workmen's quarters), she came across many comparatively small families with three or four or even five children. The small number of children, however, was not the result of <sup>prudience or forethought on the part of</sup> parents, or owing to the practice of birth control. The children were actually the residue of larger families. In most cases, women had gone through twice as many child births as the number of living children.

Safety Education.- Mr. A. S. Trollip, Chairman of the Bombay Provincial Branch of the Safety First Association of India, spoke on the value of "Safety Education". Mrs. Lynn moved a resolution requesting the Director of Public Instruction to urge on school authorities the need of including safety first instruction as one of the subjects in school curriculum, with a view to minimising accidents.

Medical Inspection of School Children.- Dr. (Miss) H. Machado, moved a resolution urging compulsory medical inspection of school children.

Employment Bureau for Girls.- Miss M. Cross spoke of the work done by the Y.W.C.A. in providing assistance for unemployed girls and women, and stressed the need for instituting an employment bureau. Such an institution could also guide a number of women who came to Bombay from foreign countries and from other parts of India. These women who came in the hope of securing employment were in most cases stranded. If a bureau was established, the women could get in touch with it before they actually came to Bombay.

Workers' Housing Conditions.- Presenting the report of the Labour Sub-Committee of the Council, Mrs. C. Gokhale said that the members had visited a number of municipal and other chawls and studied the conditions under which workers lived. The committee had prepared and forwarded to the municipality a list of necessary improvements. (vide pages 48-50 of our October 1936 report). It was suggested that every individual member of the Municipal Corporation should visit the slums, so that when they were called upon to sanction grants for carrying out improvements they might have a better understanding of the needs.

The Conference then adopted a resolution from the chair, urging the municipality to provide additional housing accommodation to avoid overcrowding in municipal chawls.

Sickness Insurance.- Mrs. S. S. Currimbhoy, speaking on the problem of sickness amongst labourers in Bombay, stressed the need of a scheme of insurance against sickness for the working classes. Problems such as housing and the method of settling disputes, she said, received attention to a certain extent, but the problem of insurance against sickness, a problem which affected the efficiency and economic and physical welfare of the workers most, was, for some inexplicable reason, neglected. Even in a middle class family an ordinary ailment to the earning member vitally affected the economic and physical equilibrium not only of the person concerned but of the entire family. How much worse must the conditions be in the case of a working class family, surrounded as it was by unhealthy and unhygienic conditions? The wage earner in a working class family was obliged to work again on the first signs of recovery from an illness, lest the family should starve, or that he should be unemployed. The result was premature old age or demise. This state of affairs reflected on the efficiency of the workers employed in industries. Mrs. Currimbhoy was prepared to concede that industry in India was not in a prosperous condition, but she refused to believe that on a proper inquiry it could not be established that it could bear at least a part of the cost of insuring workers against sickness.

Maternity Benefits.- Miss K. Khandvala, speaking on the condition of women labourers, complained of the inadequacy of the Bombay Maternity Benefit Act ~~xxxx~~ and urged for stricter measures of relief. Bombay employed from 28 to 33 thousand women in industries. They had to work, while still in their teens, for long hours in mills and factories in unhygienic conditions. On investigation and from Government reports, the speaker found that women did not complain of the working of the Maternity Benefit Act. The fact was that a fair number of them did not know of the existence of the Act and their right to claim maternity benefit. In 1935,

there were 25,350 women employed in industries. Of them only 1,589 applied for benefit and 1,405 received it. After the passing of the Act, Miss Khandvala said, many factory-owners preferred to employ only unmarried girls and widows.

She complained that free dispensaries, milk centres for babies and creches run by some mills were managed badly. It was necessary to secure for women higher wages and shorter hours of work. Eight weeks' maternity vacation with full pay should be secured under the Maternity Benefit Act. There should be free maternity homes for all working women and free medical advisory centres. Provision should be made to safeguard against dismissals of expectant mothers.

Co-operative Movement.- Miss Bhalerao spoke on the working of Co-operative Societies among labourers. In the first flush of enthusiasm of the co-operative movement, she said, 19 debt redemption societies were started in 1919, but owing to disunity, corruption and incompetency of management, most of these societies had failed. In order to make a success of labourers' co-operative societies, it was necessary that social workers should get themselves represented on managing committees.

Office-bearers for 1937.- President: Mrs. Manecklal Premchand; Vice-President: Mrs. A.G. Maclean; Members of the Committee: Miss K.J. Bharda, Mrs. R. Bharucha, Mrs. Milkie Brown, Mrs. W.G. Currimbhoy, Mrs. J.P. Doctor, Mrs. Dongerkery, Miss L. Jhirad, Miss P.M. Yanga, Mrs. Francis Low, Mrs. M.E. Madgaokar, Dr. H. Machado, Mrs. R.P. Masani, Dr. (Miss) J.E. Mistry, Mrs. S. Mody, Dr. M. Koronha, Dr. Kashibai Navrange, Mrs. D. Racoosin, Mrs. H.M. Raiji, Mrs. Sumud Shah and Mrs. Shafi Syabji.

(The Times of India of 29 and 30-1-1937 and 1-2-1937)

AGRICULTURE.

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RURAL CREDIT IN U. P.:

GOVERNMENT ORDERS THE BUREAU OF STATISTICS & ECONOMICS TO  
CONDUCT ENQUIRE:

The Government of the United Provinces have recently asked their Bureau of Statistics and Economics to undertake an exhaustive inquiry into the present position of credit in the province. It was brought to the notice of the Government that, while five Debt Acts had been passed in the last few years, including the Encumbered Estates Act, the Agriculturists' Relief Act, and the Usurious Loans Act, <sup>which</sup> ~~and~~ had given relief to the debtors, their effect on industrial and agricultural credit had been retrograde. It was stated that the credit of artisans, agriculturists, and zemindars who were given relief by these Debt Acts had sunk low and <sup>that the future progress of</sup> industries and agriculture might be hampered.

The Encumbered Estates Act gave relief to the landlords and saved their property from money lenders. The Agriculturists' Relief Act made the agriculturists immune from arrest and their agricultural property from being sold in settlement of his debts. The Usurious Loans Act laid down 14 per cent. as the maximum rate of interest which any moneylender might be allowed by a court of law. It is feared that as a result of these Acts the moneylenders may have become reluctant to advance credit for productive as well as non-productive purposes; it was, therefore, thought desirable that a provincial survey at this time was necessary.

Scope of Enquiry: The inquiry is being conducted on the following lines: ~~To~~ find out (1) if there has been any change, since April 1935, in the attitude or capacity to lend of tenant lenders,

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zemindar lenders, local banias, ~~and~~ petty non-agriculturist lenders, and other large-scale professional lenders; (2) if the practice of pawning to obtain credit has increased since April 1935, and to discover the amount thus borrowed in 1935-36 and 1934-35; (3) the rates of interest at which secured and unsecured loans have been given or renewed in 1935-36 and the corresponding rates before; (4) to what extent the practice of entering <sup>transactions</sup> in bonds or ledgers is more prevalent than before; (5) how far the practice of charging commission by money-lenders has been affected; (6) how the debt incurred in 1935-36 compared with those incurred in 1934-35; (7) if there are instances of shrinkage of cultivated area owing to scarcity of credit; (8) if there are instances of cultivators sowing cheaper or inferior crops which may not necessitate borrowing; (9) if expenditure on social and religious ceremonies has been reduced due to any scarcity of credit; (10) to what extent advances of yarns or cash decreased this year as compared with previous year, and what effect has it had on the production of cloth by weavers; (11) the changes discernible in the terms of loans given by kothiwalas or karkhanadars (different classes of money-lenders) to artisans; (12) to what extent credit given to ordinary shopkeepers and businessmen has diminished as compared with previous year; <sup>and</sup> (13) if there is any shrinkage of credit for urban dwellers who <sup>own</sup> ~~combine~~ landed property with house or any other non-agricultural property.

(Commerce and Industry, 2-2-1937.)

The Burma Tenancy Bill, 1937.

Attention is directed to pages 1-5 of Part III of the Burma Gazette, <sup>dated 6.2.1937</sup> where an Official Bill, called the Burma Tenancy Bill, 1937, which was recently introduced in the Burma Legislative Council, is published.. The Statement of Objects and Reasons appended to the Bill is reproduced below:

Tenancy conditions in agricultural land, especially in the Delta, have long engaged the attention of the Government. The Land Revenue enactments contemplated that the land would be cultivated by peasant proprietors holding their land from Government at a moderate revenue subject to revision at considerable intervals. But in fact over six million acres, or just about one-third of the total occupied area of cultivated land, are in the possession of persons classified as non-agriculturists, who rent the land out to tenants. The great bulk of the rented land is let yearly at the highest rates that competition can exact. The leases are rarely made for more than one cultivating season. With the growth of population there is little waste land that can profitably be cultivated. The inevitable result is a tendency to demand rents which can be paid only in exceptionally favourable seasons. In bad or ordinary seasons tenants are dispossessed for failure to pay. Furthermore, they cannot be sure that they will not be evicted, even though they have paid fair rents and treated their landlords fairly. Having no security, therefore, they have no inducement to improve the land by manuring or otherwise.

The Bill aims at providing remedies for this evil of insecurity, which arises from the landlord's desire to obtain the highest rent he can. With this aim it provides machinery whereby a tenant to whom a renewal of his lease is refused can obtain a renewal by order of a Revenue Officer, if he can prove that the rent which he is ready to pay is fair rent and that he has treated his landlord fairly. Provision is also made for securing to the tenant, on the termination of his lease, compensation for improvements effected by him.

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MIGRATION.

Agricultural Indebtedness in Zanzibar : Colonial Office

appoints Sir Ernest Lowson.

The British Colonial Office has recently appointed Sir Ernest Lowson to conduct an enquiry into the question of agricultural indebtedness in Zanzibar with a view to the introduction of necessary legislation to safeguard the interests of agriculturists in the Protectorate.

It will be remembered that in 1934, the Government of Zanzibar passed an enactment, called the Alienation of Land Decree, with a view to prohibit transfers of agricultural land from Arabs and Africans to non-Arabs and non-Africans, except with the sanction of the Legislature, and to provide for a moratorium in respect of mortgage debts owing by Arabs and Africans to non-Arabs and non-Africans. The Government of India protested against the decree and the moratorium as affecting adversely the interests of the Indian Community in Zanzibar and deputed Mr. K. P. S. Menon, I.C.S., to assess the effect on Indians in Zanzibar of this, and other pieces of legislation against which the Indians in the Island took objection. Mr. Menon's report was summarised at pages 82-86 of our January 1935 report. The Government of Zanzibar themselves appointed in 1935 a Commission presided over by the Chief Justice of Zanzibar to enquire into agricultural indebtedness in the Island, which reported that the situation was not so bad as it was supposed to be and suggested the amendment of the Land Alienation Decree to remove some of those features objected to by the Indians. More recently, Mr. Binder ~~was~~ was asked by the Colonial Office to report on the present system of control over the Clove industry and though his report was mainly favourable to the Clove Growers' Association and against Indian claims, he recommended the elimination of the racial aspect from the Decrees and to limit the Decrees to a definition of agriculturist and non-agriculturist classes. In view of the recommendations of all these Commissions, the reopening of the question <sup>by</sup> the enquiry with which Sir Ernest Lowson is charged, has been viewed with suspicion in Indian circles as being an effort

on the part of the Zanzibar Government to canvass support for an anti-Indian piece of legislation.

(The Bombay Chronicle of 3-2-1937)  
(The Hindu of 4-2-1937)

RESTRICTION OF IMMIGRATION INTO CEYLON:  
REVISION OF DESTITUTE IMMIGRATION ORDINANCE.

The thirty-year-old Destitute Immigration Ordinance, which regulates the entry of immigrants into Ceylon, will undergo important changes in order to make it more effective in practice and remove certain inherent administrative difficulties. The draft of the proposed amendments has been published in the Ceylon Gazette.

Under the present law, an immigrant who arouses the suspicion of the authorities may be challenged to produce Rs.250 before he is allowed to land. It is felt that this sum is excessive in the case of immigrants from India, Burma and other Asiatic countries, while it is inadequate in the case of those from Europe and countries far away. It is proposed to raise the security to Rs. 600 in the latter case, and to reduce to Rs. 150 the deposit for Asiatics. On the other hand, the authorities will be given powers to declare a person to be a destitute immigrant who, in their opinion may become shortly destitute though not actually destitute when landing.

(The Hindu 8-2-1937)

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Indian Labour in Ceylon: Ceylon Indian League's

Memorandum to Enquiry Commission.

Reference was made at page 74 of our September 1936 report to the appointment of a commission <sup>by the Government of Ceylon</sup> to enquire into the question of Indian immigration into Ceylon. The Ceylon Indian League has submitted a memorandum to the Commission, a summary of which is given below:

Narrow Scope of Enquiry.- The League points out that by narrowing down the scope of the Commission's enquiry to the immigration of skilled and unskilled labourers from India, the vital importance of the major question, namely, the inter-relation of Indo-Ceylon trade and Indian immigration, which should obviously be considered together, has been thrown into the background. A correct appreciation of this particular aspect is absolutely necessary in shaping the immigration policy of the future.

Cause of Anti-Indian Agitation.- The memorandum expresses the opinion that the present agitation against Indian immigration is a passing phase of Ceylonese reaction to the economic depression and that it is not due to such immigration having reached a saturation point. In fact, large tracts in the Island still remain to be developed. The total acreage under cultivation is 3,507,950 while the extent of land to be brought under cultivation is 12,000,000. The major portion of the cultivated area is operated by foreign labour and capital with production therefrom being adjusted for paying off Ceylon's imports. The small portion under coconuts and rubber is operated mainly by Ceylonese but the surplus proceeds from these are eaten up by the heavy mortgages on the holdings. The best way of correcting this state of affairs is to increase the employment of Indian labour in the absence of any considerable supply of indigenous labour being available. The tea industry fully appreciated the <sup>reasons for the</sup> employment of assisted labour in such a large scale as to obviate the inherent shortage of local labour supply.

Causes of the Present Difficulties.- The present economic difficulties, such as unemployment, decreasing yield from land, unsatisfactory budgetary position and chaotic private finance, are in the main, due to world factors operating after the War, and cannot be attributed in any way to the immigration of Indians into the Island; with the gradual lifting of the depression, these problems will disappear automatically.

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Unemployment among Ceylonese.- It is pointed out that in contrast to the maximum productive activities of the European and Indian communities, the Ceylonese community, particularly the Sinhalese, have not so actively engaged themselves in economic production. It is this failure of the Ceylonese community to produce an exportable surplus that is responsible for the fact that a fair percentage of their members remain permanently unemployed. The shrinkage of capital investments since 1931 after the passage of the Income-Tax Bill and the abortive attempts at passing the Judgment Debtors' Bill in 1932, have administered a set-back to the economic activities directed by foreign capital and foreign labour and produced considerable unemployment. The legitimate sphere, however, of employment for the Indian immigrants, either on the estates or in the large machinery handling the Indo-Ceylon trade, continues to be more or less the same, influenced directly by supply and demand, and has not by itself created any problem of unemployment among the Ceylonese.

The league quotes from the "Times of Ceylon" the following analysis of the Ceylon unemployment situation: "The depression placed an effective check on commercial expansion, when the public revenue dropped by Rs. 50,000,000 and the value of exports by Rs. 200,000,000, is it surprising that a number of people were thrown out of work? The estate reduced their labour force by 100,000. Fortunately for Ceylon, these were Indians and they went to India without becoming a burden on the Ceylon tax-payer. This incidentally is one of the advantages of a mobile labour force which can be called at need and repatriated at will. In comparison with the 100,000 Indians thrown out of work, the number of Ceylonese estate labourers discharged was less than 10,000. As regards urban workers, according to the estimates of the Employers' Federation in 1931, about ten per cent of the employees, working under firms belonging to the Federation had been discharged. This worked out about 2,500 persons. The Ceylon Government's policy of retrenchment and reduction of staff, it is estimated, threw 8,700 persons out of work. At a rough reckoning, the depression accounted for the unemployment of 125,000 persons on estates and towns. Of this number, 100,000 were assisted Indian labourers who returned to India. The remainder 25,000 persons formed the substantial total of Ceylon's unemployment. Compared with the appalling mass of unemployment in other countries, this was surely no formidable figure".

Objections to Restriction. - Restriction or control of immigration, if on grounds of expediency alone, would imply interference with private rights of employers and eventual dislocation of the agricultural industry and the Indo-Ceylon trade. Such control and direction are conceivable only in an economic society where the State has full control over economic production.

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Again, as was remarked by the Chief Secretary to the Ceylon Government, "much of the labour employed on tea and rubber estates is in its way highly skilled. The importation of estate labour from India was necessitated by the impossibility of getting local labour. Without such imported labour, the tea and rubber industries could not be carried on. To prohibit the importation of such labour which cannot be obtained locally would be to strike a fatal blow at Ceylon's chief agricultural industries on which the prosperity of the Island depends. The free movement of workmen from South India to Ceylon has become an essential condition in the economic life of Ceylon."

Indians in Government Service.- There are statutory bans on Indians for employment under the State. This doctrine is being now sought to be extended for application to private services, labour on estates and quasi-Government institutions. Private departmental circulars since the introduction of the Donoughmore Constitution have been responsible for getting rid of a considerable number of the Malayalees and other Indians from all-Government and quasi-Government services, such as the Railway, P. W. D., Education, Port Commission, Irrigation, Municipality, etc., obviously to make room for the Ceylonese and without any justification, except on grounds of their nationality.

This procedure in respect of services is quite contrary to the spirit of Para 1 on page 31 of the Donoughmore Commission's Report which runs as follows: "A condition precedent to the grant of full responsible government must be the growth of a public opinion which will make that grant acceptable not only to one section but to all sections of the people; such a development will only be possible if under a new constitution the members of the larger community so conduct themselves in the reformed Council as to inspire universal confidence in their desire to harmonise conflicting interests and to act justly even at a sacrifice to themselves."

Standard of Living of Indians.- The view has been expressed that the Ceylonese have a higher standard of living and that this standard of living has to be kept intact at all costs. Real incomes are more or less equal in India and Ceylon, though money incomes may be equal or higher in Ceylon per capita. The satisfaction that one gets whether one spends more money or less is the criterion in estimating the standard of living. Again, standards of living rise or fall according to the production of economic goods each individual is capable of producing. Judged by these tests the Indian estate labourer as well as the Indian City worker

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keeps himself within the bounds of his income by distributing his wages on food, clothing and shelter. ~~The inflated standards of living without corresponding reduction per capita has resulted in the chronic indebtedness of the Ceylonese.~~ Standard of living does not depend upon the money one actually spends, but on aggregate maximum satisfaction one gets out of it. <sup>the Ceylonese</sup> Looked at from this view it is open to question whether ~~he~~ approximates to the standard of the Indian in Ceylon, group by group, in respect of incomes.

(The Hindu, 2-2-1937).

Indian Emigration to Burma:

Resolution in Legislative Assembly.

Sir G. S. Bajpai, Secretary to the Government of India in the Education, Health and Land Department, moved a resolution in the Legislative Assembly on 19-2-1937 to the effect that emigration to Burma for the purpose of unskilled work shall be lawful subject only to the restrictions in force immediately before the commencement of the Government of Burma Act, 1935. The resolution was necessitated by the impending separation of Burma <sup>from India.</sup> Burma would, then, be in the same category as Ceylon or any outside country. The resolution was moved in pursuance of a provision in the Indian Emigration Act to consult the Assembly, and he assured them that it was not intended at the moment to impose any restriction whatsoever on migration.

The resolution was adopted.

(The Statesman dated 20-2-1937)