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INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for February, 1940.

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

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National Labour Legislation.

Government of India.-

The Employment of Children (Federal)

Railway Rules, 1940.

These rules relate to the appointment of Inspectors and the form of medical certificates under the Employment of Children Act, 1938.

(Notification No. L.3090 dated 8-2-1940: The Gazette of India, Part I, dated 10-2-1940, page 173).

Government of India.-

Factories (Amendment) Bill, 1940.

On 16-2-1940, Dewan Bahadur Sir A. Ramaswami Mudaliar, Member in charge of Labour Department, Government of India, introduced a Bill in the Central Assembly to make provision for regulating labour in certain small factories. The Bill is designed to prevent the exposure of children to the risk of exploitation and employment in unhealthy and dangerous conditions. It extends the provisions dealing with health, safety, children and registration of the Factories Act, to power factories employing from 10 to 19 persons, if any of these persons is not qualified to work as an adult. Provincial Governments, which have been consulted, are given full power to extend these provisions to power factories employing less than 10 persons, if any of these persons is not qualified to work as an adult.

(The Gazette of India, Part V, dated 24-2-1940, pages 97 to 99).

The Bill was taken up for consideration by the Assembly on 23.2.1940 when Mr. N.M. Joshi moved that the Bill be circulated. This motion was rejected; Mr. Joshi then moved seven amendments to the Bill, of which four were accepted. The effect of these accepted amendments is to make the Bill enforceable automatically and to include in it provisions in regard to sanitation, particularly relating to dust and gas. The Bill as amended was passed by the Assembly the same day (23-2-1940)

(The Statesman, 24-2-1940).

The Council of State passed the Bill on 5-3-1940.

(The Statesman, 6-3-1940).

Assam.-Proposed Maternity Benefit Bill, 1940.

The Government of Assam is proposing to introduce a Maternity Benefit Bill in the local legislature at an early date. The salient features of the Bill are:- (1) It applies to factories, mines, oil-fields, and plantations; the Act may be extended to other establishments also. (2) Maternity leave is to be made available four weeks before and four weeks after delivery. (3) Benefits are payable for a maximum of eight weeks at the average rate of wage or salary earned during the three months immediately preceding the date of notice. (4) Qualifying period is nine months. (5) Free medical attendance and treatment during pregnancy and confinement should be provided by the employer or alternatively a cash bonus if the woman worker receives medical help from other sources than the employer.

(The text of the Bill is published in the Assam Gazette, Part V, dated 21-2-1940, pages 14 to 18)

Bengal.-Amendments to Bengal Trade Union Regulations, 1927.

The amendments notified by the local Government specify the form in which changes of address of trade unions and changes in the rules of unions should be communicated to the Registrar of Trade Unions.

(Notification No. 549 Com. dated 8-2-1940: The Calcutta Gazette, Part I, dated 15-2-1940, pages 349 to 356).

Bihar.-The Bihar Factories (Exemption) Draft Rules, 1940:Exemption from Hours of Work Provisions.

The rules relate to the exemption, under certain conditions, of adult male workers employed on urgent repairs from the provisions of sections 34 (weekly hours), 35 (weekly holiday), 36 (daily hours), 37 (intervals for rest), 38 (spread over), and 39 and 40 (notice of periods of work, etc) of the Factories Act. The draft rules will be taken into consideration on or after 6-5-1940.

(Notification No. 188-1F-10-40- Com. dated 19-1-1940: The Bihar Gazette, Part II. 14-2-1940. pages 103-112).

Bombay.-Extension of the Factories Act.

The Bombay Government has amended its Notification No. 1822 dated 8-11-1937 (vide page 14 of our November 1937 report) extending certain specified sections of the Indian Factories Act to certain classes of unregulated factories. The present amendment extends certain sections of the Act to all places where the process of weaving cloth from cotton yarn or from artificial or natural silk or from rayon is carried on with the aid of power, and where ten or more persons are employed.

(Notification No. 1664/34 dated 27-1-40: The Bombay Government Gazette, Part IV-A, dated 1-2-1940, pages 14 to 15).

British Baluchistan.-

The Draft British Baluchistan Motor
Vehicles Rules, 1940.

The above ^{are} rules which the Chief Commissioner, British Baluchistan, proposes making under the Motor Vehicles Act, 1939. Attention is directed to rules Nos. 4.32 and 4.33 which relate to hours of work and periods of rest of motor drivers.

(Notification No. 47-M.V. dated 24-1-1940: The Gazette of India, Part II-A, dated 10-2-1940, pages 187 to 329).

Punjab.-

Draft Rules re. Exemption from Hours
of Work Provisions of Factories Act.

These rules relate to the exemption, under certain conditions, of adult male workers employed on urgent repairs from the provisions of sections 34 (weekly hours), 35 (weekly holiday), 36 (daily hours), 37 (intervals for rest) and 38 (spread over) of the Factories Act. Criticisms of the proposals are to be submitted to the Government within three months.

(Notification No. 1124-I & L. 40/8373 dated 21-2-1940: Government Gazette, Punjab. Part I 23-2-1940, pages 349 to 353).

Sind.-

Proposal for Provision of Trained Women Health Visitors
in Factories: Notification under Maternity Benefit
Act.

The Sind Government proposes making it obligatory for an owner of a factory in which 50 or more women workers are employed or where not less than 25 per cent of the workers employed are women and the number of such women is not less than 10 to employ, either individually or in combination with other employers, a trained women health visitor for looking after the welfare of the women workers.

(Notification No. 5-M/37 dated 31-1-1940: The Sind Government Gazette, Part IV-A, dated 15-2-40, page 189).

Sind.-

Adaptation of Bombay Maternity Benefit Rules
to Sind: Draft Notification.

The local Government proposes to introduce suitable changes in the Bombay Maternity Benefit Rules, 1929, as amended, and adapt it for Sind Province.

(Notification No. 108-M/38 dated 31-1-1940: The Sind Government Gazette, Part IV-A, dated 8-2-1940, page 179).

Sind.-

Adaptation of Bombay Workmen's Compensation
Rules, 1934, to Sind: Draft Notification.

The local Government proposes to adapt the Bombay Workmen's Compensation Rules, 1934, as amended, with suitable changes for application to Sind Province.

(Notification No. 108-M/38 - (a) and (b), dated 31-1-1940: The Sind Government Gazette, Part IV-A, dated 8-2-1940, pages 179 to 180).

U.P.--

Draft Rules re. Regulation of Shift
Work in Paper Mills.

The Government of the United Provinces proposes to amend the local Factories Rules, 1935, so as to regulate the employment of labour in shift work in paper mills.

(Notification No. 41/XVIII-694-38 dated 31-1-1940, the U.P. Gazette, Part I-A, dated 3-2-1940, page 24).

Mysore.

The Mysore Silicosis Rules, 1940.

The State Government has recently issued Rules to govern the grant of compensation for workers suffering from silicosis in the following industries: (1) gold mining; (2) porcelain and pottery; (3) cement; (4) glass; (5) China clay and talc; (6) sand-stone; (7) bricks and tiles; and (9) metal works and foundries. (A copy of the Rules was sent to Geneva with this Office's Minute A.8/229/40 dated 6-3-1940).

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Conditions of Work.
Inspection.

Labour Conditions in Indian Mines:
Report of the Chief Inspector of Mines, 1938*

Number of Persons Employed.- During the year 1938 the daily average number of persons working in and about the mines regulated by the Indian Mines Act was 306,260, as compared with 267,858 in the previous year. The former figure is the highest on record. Of these persons 140,651 worked underground, 83,333 in open workings and 82,276 on the surface. The number of men who worked underground, in open working and on the surface and the women who worked in open working and on the surface, were as follows:-

	Men.		Women.	
	1938.	1937.	1938.	1937.
Underground. ...	140,651	118,920	...	3,887
In open workings...	54,121	48,268	29,212	24,479
Surface. ...	58,199	52,387	24,077	19,917
Total. ...	<u>252,971</u>	<u>219,575</u>	<u>53,289</u>	<u>48,283</u>

Distribution of Workers: Coal Mines.- The daily average number of persons employed in coal mines was 261,093 which is 29,944 more than the number employed in 1937. Of these persons 53,735 were males employed in cutting coal, 32,235 were males employed as loaders of coal and 23,515 were women. The increase in the daily average number of persons employed in coal mines in 1938, as compared with 1937, is reflected in the large quantity of coal produced. Annual returns received of the number of persons actually at work and also of persons who should ordinarily have been at work but were absent on a selected day in February 1938 show that, on the day selected 263,763 persons were either at work or were prevented from attending work. This figure is 62,670 more than the average number of persons employed in coal mines during 1938.

Workers in Other Mines.- The number of persons employed in metalliferous (including mica, stone, clay and salt) mines was 105,167, which is 8,458 more than the number employed in 1937. 75,393 were men and 29,774 were women.

Wage Position.- Figures of the average daily wages paid in December 1938 in each important mining field in India show that there was a small general increase in the wages paid to underground miners and to other classes of labour in practically all the coal fields.

* Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December 1938. Printed by Manager, Government of India Press, Calcutta. Published by Manager of Publications, Delhi. 1939. Price Rs. 2/10/- or 4s. 3d. pp.202.

Accidents.- During the year 1938 there were 248 fatal accidents which is 40 more than in 1937, and 59 more than the average number in the preceding five years. In addition to the fatal accidents, there were 1,165 serious accidents, involving injuries to 1,196 persons, as compared with 1,085 serious accidents, involving injuries to 1,115 persons in the previous year. 283 persons were killed and 1,233 persons were seriously injured. The latter figure includes 37 persons injured in fatal accidents. The number of persons killed was 35 more than in 1937. 276 persons killed were men and 7 were women.

It was reported that 10,859 persons as against 3,914 received minor injuries which necessitated the enforced absence from work for a period exceeding forty-eight hours. The report points out that from the increase in the number of persons receiving minor injuries during the year it is obvious that many of the minor accidents were not reported until attention was drawn to the requirements of the relevant Section of the Indian Mines Act

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

	No. of fatal accidents.	Percentage of total number of fatal accidents
Misadventure	172	69.35
Fault of deceased	31	12.50
Fault of fellow workmen	17	6.86
Fault of subordinate officials	19	7.66
Fault of management	9	3.63
Total.	248	100.00

Inspections and Prosecutions.- During the year 1,008 mines were inspected, many of them being inspected several times. 2,957 separate inspections were made. The cause and circumstances of nearly all fatal accidents and serious accidents of importance, and all complaints of breaches of regulations and rules were investigated. Many inspections were made at the invitation of mine-owners, superintendents and managers desirous of obtaining advice on safety matters. In the major coal fields a large portion of the time of the Inspectors was occupied in investigating cases of actual or threatened damage to dwellings and roads by reason of the underground working of coal mines, in dealing with underground fires and in examining protective works against the risk of inundation. In addition, a large number of inspections of the sanitary conditions at mines were made by medical officers as Ex-officio Inspectors of mines.

During the year under review, the inspectorate instituted 37 prosecutions under the Act involving 74 persons; 46 of the person prosecuted were convicted.

Health and Sanitation: (a) Asansol.- The colliery population in Asansol enjoyed better health than the general population. The birth rate has been steadily on the increase since 1936. The progressive decrease in the death-rate was not maintained during the year owing to

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the prevalence of bacillary dysentery and enteric fevers during the rainy season and the recrudescence of malaria. The medical arrangements that exist at collieries were overhauled - unqualified doctors being replaced by registered practitioners.

The Asansol Mines Board carried out intensive anti-malaria-operations in four malarious areas. A partial campaign was undertaken in six other areas with a view to stimulate and supplement local effort by the residents themselves. The Board also carried out a Tuberculosis survey for a period of six months among a group of miners and also retired miners with a view to finding out the incidence of Tuberculosis infection and manifestation of the disease. A boys' school and a girls' school were also included in the survey.

(b) Jharia.- The estimated population of the Jharia settlement was 561,090 persons. The death rate was 16.33 per thousand, as compared with 16.50 in the previous year. 454 samples of food were analysed in the Board's laboratory and prosecutions were ordered in all cases of adulteration. The five years' housing programme, enforced by the Board last year, continued during the year. Subjects chosen for propaganda work were leprosy, maternity and child welfare, general hygiene, sanitation, dietetics, vitamins and temperance.

(The working of the Indian Mines Act, 1923, in 1937 was reviewed at pages 23 to 25 of our November 1938 report). +

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Wages.

Deduction from Monthly Wages for Holidays adjoining Days of
Absence in Cawnpore Mills: Authorities hold System Illegal.

Chief Inspector's Circular.- The Chief Inspector of Factories, United Provinces, issued a circular letter on 4-1-1939 to factory owners in the province stating that ~~the~~ the system, whereby a worker who is absent on Saturday or Monday, or on any other day prior or subsequent to the regular weekly holiday, loses two days' pay, is illegal and that deduction of pay ^{only} for the working day ~~only~~ on which the worker is absent is permissible.

Legal Remembrancer's Opinion.- At the instance of the Employers' Association of Northern India, Cawnpore, the local Government referred this decision of the Chief Inspector to the Legal Remembrancer of the Province for his opinion; the opinion given by the Legal Remembrancer is summarised below:-

If a worker is absent on a working day a deduction for the holiday immediately preceding or succeeding it cannot be made. If the payment is by daily wages the question would not arise. But where payment is made monthly, such deductions for holidays would be unjustified. Section 9 (1) lays down that deductions under clause (b) of sub-section (2) of section 7 can only be made on account of the absence of an employed person from the place or places where, by the terms of his employment, he is required to work. On a Sunday or other holiday an employed person is not required to work and therefore a deduction on account of such Sundays or holidays would not be justified. It was argued by the Association that if a worker is not available for work on a Sunday or a regular weekly holiday, the wages do not become payable to him for that Sunday. All depends upon the terms of employment. If by his term of employment the employee is required to remain in the station on Sundays and regular holidays and the payment to him includes payment for such stay in the station on Sundays and regular holidays in case he may be required to work on such Sundays or holidays, perhaps it would be possible to withhold from him payment for such Sundays and holidays in case he is actually out of station. But there seems to be no justification for making any deduction for such Sundays or holidays merely because he was absent from work on a working day immediately preceding or succeeding such Sunday or holiday.

Fresh Circular by Chief Inspector.- As a result of the above opinion of the Legal Remembrancer, the Chief Inspector of Factories, United Provinces, is reported to be now claiming that no deduction is permissible under section 9 (1) of the payment of Wages Act, 1935, for any holiday irrespective of whether it is Sunday or regular weekly holiday, from the wages of mill workers on a monthly basis of pay.

Problem of Payment of Wages on Non-scheduled Holidays.- The custom in ~~the~~ Cawnpore Mills is that no payment is made to monthly paid mill workers for holidays other than Sundays or the regular weekly holidays.

1. The Employers' Association has, therefore, approached other Employers' Associations in the country to ascertain the practice on the subject in other Provinces.

(Circular No. 24 dated 26-2-1940
issued by the Employers' Association of Northern India, Cawnpore).

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Industrial Disputes.

Industrial Peace in the Punjab: Government appoints
Labour Officer. +

The enforcement of the Payment of Wages Act, increasing labour disputes and the rise in the number of trade unions in the province have led to the appointment of a whole-time Labour Officer in the Punjab. This official will, it is understood, in addition to his duties as Labour Officer, act as the Registrar of Trade Unions.

(The Statesman, 27-2-1940). +

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General.

Extension of Hours of Employment Regulations and Provident Fund
Facilities in Railways: Railway Budget Provisions.

The Railway Budget for 1940-41 which was introduced in the Central Assembly and Council of State on 16-2-1940, (for details of the Budget, vide section: "Economic Conditions" of this report) makes a small provision for amelioration of working conditions of Indian railway employees; a brief summary of the Budget proposals in regard to labour is given below:

War Allowances.- Sir Andrew Clow, Communications Member, Government of India, introducing the Budget in the Central Assembly, pointed out that the rise in prices of commodities as a result of the war has not been appreciable and so it is premature to consider the question of a dearness allowance for railway workers; in fact, since the beginning of 1940 there has been a distinct fall in the prices of important commodities. It was pointed out that when prices fell sharply in 1929-31, the wages of railwaymen were not reduced, and so at a time when a reverse movement in the prices had set in, it was unreasonable for railwaymen to make a claim for a dearness allowance. But except for the temporary cut in pay imposed a few years ago under pressure of grave financial stringency, and later fully restored, the staff had been secured against a reduction in their emoluments and, in spite of the revision of scales for new entrants, the average remuneration for staff as a whole had risen by about 10 per cent between 1929 and 1939, whereas between those dates prices had substantially fallen. Moreover, the last decade had been marked by important concessions to the railway staff, the most noteworthy of which were the abolition of the 'no extra cost' condition in respect of leave and the enforcement on a large scale of the Washington and Geneva Conventions relating to hours of employment and weekly rest.

Extension of Hours of Employment Regulations.- Provision has been made in the Budget to complete the extension of the Hours of Employment Regulations to all State-owned Class I Railways. At the beginning of last year, there were four such railways still to cover - the South Indian, the Rohilkand Kumaon, the Bengal Nagpur and the Assam Bengal Railways. In 1939 the extension of the Regulations to the first two railways was approved and the Government considered that, in the present position, the extension of the Regulations to the other two railways should not be postponed. The cost for the first two is Rs. 650,000 capital and Rs. 360,000 recurring, and for the second two is Rs. 1,540,000 capital and Rs. 630,000 recurring. It is estimated that the total cost of applying these Conventions on the Railways will be Rs. 5.9 millions (Capital) and over Rs. 3.2 millions (Recurring). The fresh expenditure included in the Budget for this purpose amounts in all to Rs. 600,000.

Extension of Provident Fund Facilities.- Provision has also been made for a further extension of the provident fund privileges to railway employees. The All-India Railwaymen's Federation has laid stress on the need of the lower paid employees for some provision in addition to the gratuities already provided. The additional amount entailed by the grant of provident fund on the present terms to all railwaymen is Rs. 7.2 millions a year. This year's Budget contains an additional provision of Rs. 1.2 millions for application to those staff benefits which appear to be most urgent; the Railway Board is to consult the All-India Railwaymen's Federation for the allocation of this amount to the best advantage.

(The Hindustan Times, 17-2-1940).+

Changes in the Occupational Distribution of the Indian Population.* †

In view of the uneasiness at times shown at what is considered to be the slow growth of the industrial population in India, the Office of the Economic Adviser to the Government of India has recently issued a study on the subject which examines the changes in the occupational distribution of the population during the last thirty years. The Imperial and Provincial Census Reports constitute the main sources of information on the subject, and as they have been supplemented by the various Annual Reports on Factories, Industries and Agriculture. The manner of treatment which has been followed in the study is to divide the subject into three parts dealing respectively with:- (1) The changes in classification and the general value of occupational statistics for comparative purposes; (2) The occupational distribution of the population and occupations by the main orders and groups; and (3) Special questions connected with occupations. The main conclusions reached in the study are summarised below:

Occupational Distribution.- After examining the changes in census classification and the general value of the available occupational statistics for comparative purposes, the study analyses the occupational distribution of the population. The following table indicates the proportion of actual workers to the total population.

* Studies in Indian Economics issued by the Office of the Economic Adviser to the Government of India. Second Series-Aspects of Indian Social Economics No. 1: Changes in the Occupational Distribution of the Population. By B. G. Ghate, M.A., Ph.D (Econ.) (London). Published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, New Delhi, 1940. Price annas 6 or 7d.

	1911.	1921.	1931.
Total population (in millions). ...	315.1	318.9	352.8
Number of Actual workers (in millions). ...	148.9	146.4	146.9
Actual Workers per 1,000 of the population. ...	472	459	417

It would appear from the above table that the proportion of actual workers per 1,000 of the population shows a progressive decline and that the decline between 1921 and 1931 was much greater than the decline between 1911 and 1921. It is more than probable that the changes in the methods of classification are responsible for this apparent decline.

Classification according to Age.- The proportion of all workers of all ages per 1,000 of the population between the ages of 10 to 60 years and 15 to 60 years was 703 and 843 respectively in 1911, but it had fallen to 682 and 834 respectively in 1921 and to 616 and 749 in 1931. The fall in the number of workers in 1921 may to a large extent be attributed to the influenza epidemic of 1918-19 in which the incidence of mortality was highest among adults between the wages of 20 to 40 years; it has been estimated that about 9 million persons between the ages of 15 to 60 years died as result of the epidemic. But the decline in the number of workers in 1931 was largely due to changes in classification.

Classification according to Sex.- The number of Males and Female workers of all ages per 1,000 of the Male and Female Population between ages of 10 to 60 and 15 to 60 years is indicated in the following table:

Proportion of Male and Female workers of all ages per 1,000 of the Male and Female Population between ages of 10 to 60 years respectively.	Males.		Females.	
	Males.	Females.	Males.	Females.
1911	924	465	1125	550
1921	899	446	1112	538
1931	849	365	1037	443

The large and continuous decline in the proportion of female workers cannot be wholly attributed to changes in classification. Another significant fact is the large decline in the number of children employed in organised factories. The most reasonable explanation of the increase in the number of adult male workers at the expense of female and child workers would appear to lie in the social changes resulting from an increasing standard of living during recent years.

Classification by Occupation.- The following table shows the number of actual workers in various occupations:

	1911.		1921.		1931.	
	Total Number of persons occupied (in millions).	Number of persons occupied in each occupation per 1,000 of the total number of workers.	Total Number of persons occupied (in millions).	Number of persons occupied in each occupation per 1,000 of the total number of workers.	Total Number of persons occupied (in millions).	Number of persons occupied in each occupation per 1,000 of the total number of workers.
Total Workers.	1489	1000	1464	1000	1469	1000
Production of Raw Materials.	1065	718	1061	724	1035	706
Preparation of and supply of material substances.	280	187	258	176	256	174
Public Administration and Liberal Arts.	44	30	41	28	42	28
Domestic Service.	27	18	25	17	39	27
Insufficiently described occupations.	51	34	60	42	78	53
Unproductive.	21	14	19	13	18	12

It will be noticed from the above figures that there is no appreciable change in the number of persons occupied in each class of occupations, except in Domestic Service and Insufficiently Described Occupations, which show an increase of 14 and 1.8 millions respectively in 1931, over the corresponding figures for 1921. Agriculture, on the other hand, shows a decline of 2.4 millions, but it is more than probable that much of the increase in "Insufficiently Described Occupations" is accounted for by agriculturists who have failed to return their occupation correctly. Considering also the vagueness of the term Domestic Service and the changes in the method of classifying occupations it may be inferred that there is no considerable change in the proportion of workers occupied in each class of occupations to the total number of persons occupied. The fact that the total number of persons occupied does not show the increase that would have been expected in view of the increase of about 11 per cent. in the total population has, to be

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attributed to the changes in classification and the mere rigid distinction between 'workers' and 'dependents'.

Has Pressure on Soil Increased?- The growth of population and the apparent absence of a large increase in 1931 in group II (the ^{variation} Prevention and Supply of Material Substances) have created a general impression that the pressure on the soil has been increasing continuously during the past few years. Such an assertion cannot be substantiated by the available material on the subject, for, large discrepancies have been caused through the changes introduced in the manner of recording of subsidiary occupations and in the definition of "workers" and "dependants" in the last three census reports. All the available evidence shows that there has been an enormous increase in the number of subsidiary occupations connected with industry and that an increasing number of agriculturists are now devoting their time to such occupations with a view to supplementing their income from the land during slack seasons.

In most of the discussions about occupational changes, the fact that industrial occupations have been increasing progressively has been generally overlooked and attention has been concentrated only on the large numbers of people occupied in agriculture. It is argued that the large increase in population during recent years and the absence of a correspondingly large increase in industrial occupations must inevitably result in reducing the standard of living; and that the larger the growth of population, the greater, in the absence of industrial development, must be the poverty of the people. It is not yet properly understood that with the further development of the country there will follow an increased demand for personal and professional services (in the form of trade and transport) which will create new occupations and fill in the gap between the growth of population and industrial employment, without increasing the pressure on the soil. There is every ground to believe that industrial occupations will continue to increase for the next few years; but it is highly unlikely that even under the most favourable conditions possible, the proportion of industrial workers per 1,000 of the working population will be very higher than today.

Possibilities of Industries affording increased Employment.- The popular belief that industrialisation will continue to absorb an indefinitely large number of people is completely unfounded. It should nevertheless be realised that industrial occupations are not the only avenues for absorbing the growing population of India. There are already definite indications of the increase in industrial occupations, although it is probable that the proportion of industrial workers to the total occupied population will never rise to such an extent as to absorb the whole of the increase in population. But the increase in agricultural occupations has not been so great as the increase in population during 1911-31 and the proportion of agricultural workers per 1,000 of the occupied population has not been increasing at a very rapid rate. Moreover all the available material on the subject shows that there has been no increase in the pressure on the soil and that the economic condition of the cultivator has been improving during recent years as a result of the growth of small-scale rural industries and the various other measures devised for his benefit both by the Provincial Governments and the Government of India.

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Outlook for the Future.- The gap between the growth of population on the one hand and the absence of a correspondingly large increase in agricultural and industrial occupations on the other has, to a large extent, been made up by the increase in the distributional and other services. It is more than probable that the tendency which now calls for increased occupations in these services will gather greater force in course of time. Much of the dissatisfaction caused by the apparent lack of a large increase in industrial employment has been due to an undue emphasis being placed on the possibilities of industrial development as the only solution of the problems of unemployment or under-employment in agriculture. The concentration of attention on the industrial aspect of the problem, to the exclusion of all others, is also responsible for the general impression that the growth of population and the "excessive dependence on agriculture" are gradually lowering the standard of living. Available data go to show that the occupational problem is not so gloomy as it has often been depicted to be, and, that with the further economic development of the country, there will be an increased scope for almost all the occupations and that new channels connected especially with distributional and other services will arise which will continue to absorb a larger proportion of the growing population. +

Economic Conditions.

Railway Budget for 1940-41.

An increase of 2 annas in the rupee in the freight on goods traffic, excluding coal, coke, feed grains, military traffic, etc; the same amount of increase on all consignments of coaching traffic other than passenger; an increase of one anna per rupee for all passenger traffic except for fares of one rupee and less; and the raising of the surcharge on coal from 12½ per cent. to 15 per cent. and to 20 per cent. from 1-11-1941. were the main proposals in the Railway Budget for 1940-41 presented in the Central Assembly on 16-2-1940 by Sir Andrew Clow, Member for Communications, Government of India. It was pointed out that, if it was found that any of the new rates were having adverse effects on revenue, reductions would be made.

So substantial has been the volume of war-traffic on Indian railways during the past six months that the revised estimates of the surplus for 1939-40 is Rs. 32.5 millions more than the actual surplus of last year. The original estimate was Rs. 21.3 millions. The present forecast is that a surplus of Rs. 36.1 millions would be realised. Sir Andrew Clow's estimate for 1940-41 puts the surplus at Rs. 82.9 millions. The financial working of railways in 1939-40 and the estimates for 1940-41 are indicated below:

<u>Revised Estimates for 1939-40.</u>	<u>Rs. in millions.</u>
Total traffic receipts on State-owned lines ...	973.0
Total working expenses, including depreciation but excluding interest charges ...	653.5
Surplus ...	36.1
<u>Budget Estimates for 1940-41.</u>	
Traffic receipts ...	1030
Expenses including depreciation but excluding interest charges ...	666.4
Surplus ...	82.9

(For full details of provision made in the Budget for staff benefit vide section: "Conditions of Labour (General)" of this report).

(The Hindustan Times, 17-2-1940).+

General Policy of the National Planning Committee:

Pandit Jawaharlal Nehru's Memorandum.

The Manufacturing Industries Sub-Committee of the Indian National Planning Committee (vide pages 25 to 28 of our June 1939 Report for details of the Sub-Committee) made certain references, involving decisions on important matters relating to the control and functioning of industries. As these questions affected the work of several other sub-committees, a meeting was convened of the Chairman and Secretaries of all the sub-committees on 11-2-1940 at Bombay, Pandit Jawaharlal Nehru presiding, for a discussion of the problems raised. The decisions arrived at at the meeting have been embedded in a memorandum drawn up by Pandit Nehru and circulated to all sub-committees. A brief summary of these decisions is given below:-

State Control Policy.- The National Planning Committee has already laid down certain general principles in regard to economic policy. It has accepted the Congress Karachi resolution, which states that "The State shall own or control key industries, and services, mineral resources, railways, waterways, shipping and other means of public transport." Defence industries, key industries and public utilities should, therefore, be either State-owned or controlled. In regard to defence industries, it was decided that they must be owned and controlled by the State. Regarding key industries, the majority were of opinion that they should also be State-owned, though a substantial minority considered that State control would be sufficient. It was made clear, however, that any control of such industries must be rigid.

Control of Public Utilities.- Public utilities, it was decided, should be owned by some organ of the State, such organ being either the Central Government, Provincial Government or local board. It was also possible to have something of the nature of the London Transport Board, controlling such public utilities.

Other Industries.- In regard to the other important and vital industries, which are not key industries, defence industries, or public utilities, no special rule was laid down. But it was made clear that the very nature of planning required control in some measure. What this measure should be might vary with the industry in question.

Administration of State-owned Industries.- As regards the agency to administer State-owned industries, it was suggested that as a general rule, autonomous public trusts would be suitable, the nature of such trusts being varied in the case of different industries. This suggestion was approved by some members while others thought that no definite rule should be laid down and that the Sub-Committees should be left free to make their own recommendations. It was also suggested that there might be co-operative ownership and control.

State Control of Private Industries.- In regard to private industries, aided or supported by the State, the measure of State control should be greater than in unaided industries. The State may appoint directors or representatives to see that the State policy in regard to planning is carried out. Such representatives of the State may not

interfere in the day to day administration of the industry. Any planning will involve a close scrutiny of the development of industry in all its branches and a periodical survey of the progress should be made. It will mean the training up of the technical staffs necessary for the further expansion of industry and the State may require industries to train up such staffs.

In the event of a private industry being taken over by the State, fair compensation should be paid. In calculating this compensation, a number of factors will have to be taken into consideration, so that the interests of the general public do not suffer and at the same time, the owners of the industry are not victimised. As decided by the National Planning Committee previously, it was made clear that in order to prevent the growth of future barriers to planning, effort should be made to avoid the establishment of new vested interests.

Cottage and Village Industries. - The relation of industries on a large-scale to village and cottage industries was also considered. It was pointed out that the National Congress has laid great stress on the development of cottage industries, and more specially on hand-spinning and hand-weaving. Large scale industries and cottage industries have, therefore, to be co-ordinated in the national plan. It was also pointed out that it may not be possible at this stage to define accurately the scope of each, but in view of the Congress policy, which may be, later, the State policy, nothing should be done to erect barriers to the carrying out of such a policy. It was, therefore, laid down that any large-scale industry, which may come into conflict with a particular cottage industry, encouraged and supported by the State, should itself be controlled by the State. Such control is to prevent any conflicts arising and to make co-ordination easy.

Place of Women in Planned Economy. - The meeting also passed the following resolution in regard to the place of women in planned economy: - "In the scheme of planned economy, every care should be taken to secure for woman, irrespective of civil conditions, not only theoretical equality of opportunity for training and employment, but also ensurance that such training, and particularly employment, are made available to her, as the consequence of planned economy and at the instance of the planning authority."

(The Bombay Chronicle, 14-2-1940.) +

Working Class Cost of Living Index Numbers for various
Centres in India for December 1939. +

The cost of living index number for working classes in various centres of India registered the following changes during December 1939 as compared with the preceding month.

Bombay. - The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in December 1939 rose by 4 points to 113. The average for 1938 was 105.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during December 1939 increased by 3 points to 84. The average for 1938 was 71.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during December 1939 rose by 4 points to 83. The average for 1938 was 72.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in December 1939 advanced by 6 points to 73.

Jubbulpore.- The index number (base: year ending January 1927) of the cost of living in Jubbulpore in December 1939 rose by 6 points to 68.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during December 1939 advanced by 3 points to 108.

(Extracted from the December 1939 issue of the Monthly Survey of Business Conditions in India). .

Budget for the Government of India, 1940-41.

The Budget of the Government of India for 1940-41, excluding the Railways, was presented in the Legislative Assembly on 29-2-1940 by Sir Jeremy Raisman, the Finance Member. Increases in the sugar excise duty and the duty on motor spirit are the salient features of the budget. A brief summary of the present financial position, as disclosed in the budget for 1940-41, is given below:

Actuals for 1938-39:

The actual deficit for 1938-39 was Rs. 6.4 millions against the revised estimate of Rs. 26.5 millions.

Revised estimates for 1939-40:

Revenue	...	...	...	...	Rs. 877.6 millions
Expenditure	...	...	...	...	Rs. 868.5 millions
		Surplus	.....	.....	<u>9.1</u> millions

1940-41 on basis of existing taxes:

Revenue	...	...	...	...	Rs. 854.3 millions
Expenditure	...	...	...	...	Rs. 925.9 millions
		Prospective Deficit...			<u>71.6</u> millions

New Taxes:

Increase in sugar excise duty from Rs. 2 to Rs. 3 per cwt. (yield Rs. 19 millions) and in duty on motor spirit from ten annas to twelve

annas per gallon (yield Rs. 14 millions).

Rs. 9.1 millions from the surplus in revised estimates of 1939-40 is appropriated towards the prospective deficit in 1940-41. Rs. 30 millions is expected from the Excess Profits Tax.

Budget Estimates for 1940-41:

Revenue	...	...	...	...	Rs. 926.4 millions.
Expenditure	...	...	...	...	Rs. <u>925.9</u> millions.
Surplus	...	...	...	...	<u>.5</u> millions.

(The Gazette of India Extraordinary, dated 29.2.1940, pages 39 to 62). +

Sickness Benefits for Industrial Workers:
Chief Health Officer, Delhi, urges Government Action. +

In the chapter: "Industrial Hygiene" in the Annual Public Health Report on Delhi Province for 1938*, the Chief Health Officer, Delhi, emphasises the need for instituting sickness relief schemes for industrial workers in the Province. A summary of this portion of the report is given below:-

Review of Existing Schemes: Sickness Relief in Birla Mills.- The Birla Mills is the only industrial concern in Delhi Province in which an arrangement exists for the payment of sickness relief. Half pay is granted in the first month and one third in the second and third months, after which payment ceases. The benefit is only payable in cases in which incapacity lasts longer than nine days. The scheme has been in operation for about seven years, but it does not appear that careful records of the effects of the scheme have been maintained. Thus the management is unable to state whether the absentee rate among the workers has risen since the introduction of the scheme, or whether the standard of work generally and the output per worker has improved. ~~Originally the contributions were made equally by employers and employees on a 50: 50 basis, but since 1938 this arrangement has ceased to operate and the contributions are met from the Fines Account which, according to the law in force, must be expended for the workers' ~~sickness~~ benefit.~~

Need for Instituting Sickness Benefit Schemes.- Stressing the need for developing further sickness insurance schemes among industrial workers, the report observes: "According to the Inspector of Factories, in view of the fact that many factories in Delhi are only just on a paying basis, it appears to be unlikely for a scheme on these lines to be found generally acceptable. Something should however be done. Sickness benefit is as essential a public health measure as the better known maternity and child welfare or the school medical services..... Today industrialists in other parts of the world are satisfied that sickness benefit is not merely a measure of social welfare but a sound business proposition. However complex the problem, Government cannot ignore this point of view. The industrialist thinks in terms of output; Government should think in terms of the health of the nation". +

* Annual Public Health Report on Delhi Province for the year 1938. Compiled by Major W.H. Crichton, M.B., Ch.B., D.P.H., I.M.S., Chief Health Officer, Delhi Province. New Delhi: Printed by the Manager Government of India Press: 1939. pp.105.

Migration.The Indian Emigration (Amendment) Bill, 1940.

On 16-2-1940 the Government of India introduced a Bill in the Central Assembly to amend the Indian Emigration Act, 1922. Under section 25 of the Act emigration, except in conformity with the provisions of the Act, is declared to be illegal, and a person committing such an offence can be arrested by a police-officer without warrant. It has been pointed out that in the case of the departure by sea of persons in contravention of a notification issued under section 30A of the Act, this power cannot be exercised unless such departure is covered by the term "emigration" as defined in the Act. A second defect which has been brought to the notice of Government is that the powers of detention, search, etc., exercisable by officers of sea customs, for the prevention and detection of offences under the Act, are not enjoyed by Protectors of Emigrants (unless they happen to be officers of sea customs). The present Bill proposes to remedy these defects.

(The Gazette of India, Part V,
dated 24-2-1940. page 100).

The Bill was passed by the Central Assembly on 23-2-1940 and by the Council of State on 5-3-1940.

(The Statesman, 24-2-1940 and
6-3-1940).

Agriculture.

Bombay Agricultural Debtors' Relief Act, 1939.

Attention is directed to pages 1 to 44 of Part IV of the Bombay Government Gazette dated 30-1-1940 where is published the Bombay Agricultural Debtors' Relief Act, 1939, which received the assent of the Governor General on 19-1-1940. The Act provides for the constitution of Debt Adjustment Boards. The Board, after taking into account the paying capacity of a debtor who seeks its assistance, scales down the debt and, with the concurrence of the creditors, prepares a scheme for adjustment of debts through the Provincial Land Mortgage Bank. +

Agricultural Statistics of British India, 1936-37*.

Classification of Area and Net Area Sown.- According to the Agricultural statistics of India for the year ending 30-6-1937, the actual area of British territory for which statistics are given in the volume is 679,002,000 acres, as against 679,482,000 acres according to professional survey. Of the total area, 89,173,000 acres, or 13 per cent, are occupied by forests; and the area not available for cultivation, i.e., land absolutely barren or unculturable or put to uses other than agriculture, amounts to 155,004,000 acres, or 23 per cent. The balance, 434,825,000 acres, or 64 per cent, represents the area available for cultivation. Of this, 154,302,000 acres, or 23 per cent of the total area, represent culturable waste other than fallow, i.e., land available for cultivation but not taken up or abandoned, and 48,638,000 acres, or 7 per cent, land kept fallow in the year of report. The net area actually sown with crops during 1936-37 was therefore 231,885,000 acres, or 34 per cent of the total area, as against 227,870,000 acres in the preceding year. If, however, areas sown more than once during the year are taken as separate areas for each crop, the gross area sown in the year of report amounts to 267,536,000 acres, as against 261,148,000 acres in the preceding year.

Irrigation Statistics.- The total areas irrigated in 1936-37 was 51,636,000 acres, as against 51,317,000 acres in the preceding year. Of this area, 24,027,000 acres were irrigated from Government canals, 3,700,000 acres from private canals, 11,895,000 acres from wells, 6,124,000 acres from tanks, and 5,890,000 acres from other sources of irrigation. In India irrigation is ordinarily resorted to

* Department of Commercial Intelligence and Statistics, India. Agricultural Statistics of India, 1936-37. Volume 1. Area, Classification of Area, Area under Irrigation, Area under Crops, Live-Stock Land Revenue Assessment and Harvest Prices in British India. Published by order of the Governor-General in Council. Published by Manager of Publications, Delhi. Printed by Manager, Government of India Press, Calcutta. 1939. Price Rs. 7/8/- or 11s.6d. pp.XXI+407

on an extensive scale in tracts where the rainfall is most precarious. Of the total area irrigated in 1936-37, the Punjab accounted for 30 per cent, Madras 17 per cent, Bihar and Sind 8 per cent each and the other provinces for the remaining 17 per cent. The above figures of irrigated areas do not take into account areas sown more than once during the year with the help of irrigation, but indicate the extent of land actually irrigated. Counting areas sown more than once as separate areas for each crop, the gross area of irrigated crops was 55,519,000 acres in 1936-37. Of this area, 82 per cent was under food crops and the remainder under non-food crops. Of the former, 18,816,000 acres were under rice, 10,348,000 acres under wheat, 2,315,000 acres under barley, 1,362,000 acres under jowar, 940,000 acres under bajra, 984,000 acres under maize, 2,650,000 acres under sugarcane, and the remaining 8,401,000 acres under other food crops. Of the irrigated non-food crop area, 4,248,000 acres were occupied by cotton.

Classification of Area Sown.- The gross area cultivated with crops covered 267,556,000 acres in 1936-37. Of the total sown area, food-crops occupied about 216,689,000 acres, or 81 per cent and non-food crops 50,847,000 acres, or 19 per cent. Of the food-crops, food-grains (cereals and pulses) covered as much as 204,036,000 acres, or 76 per cent of the total area sown, and other food-crops (condiments and spices, sugar, fruits and vegetables, and miscellaneous food-crops together) some 12,653,000 acres, or 5 per cent of the total. Of non-food crops, fibres (such as cotton, jute, hemp, etc.) occupied 18,658,000 acres and oilseeds 17,794,000 acres, or 7 per cent of the total area sown in each case. The other non-food crops dyes and tanning materials, drugs and narcotics (tobacco, tea, coffee, opium, etc.), fodder crops, and miscellaneous non-food crops together - occupied about 14,395,000 acres, or 5 per cent of the total. +

The Proposed Sind Agriculturists Relief Bill, 1940. +

The Sind Government intends introducing shortly in the local Legislative Assembly a Bill to provide for the relief of indebted agriculturists in the province. The Bill provides for the scaling down of debts due from agriculturists. The benefits of the Bill will be available only in the case of persons who either cultivate land personally or whose holding does not exceed 50 acres or in the case of a joint Hindu family 100 acres.

Provisions re. Relief.- For the purpose of scaling down, the debts have been divided into two categories: (1) debts incurred before the 1st October 1932; and (2) debts incurred after the 1st October 1932. In the case of debts under (1), all interest outstanding on 1-10-1939 shall be deemed to be discharged, and only the principal or such portion thereof as may be outstanding shall be deemed to be the amount repayable by the agriculturist on that date. In any case, an agriculturist will not be required to pay more than twice the amount of the principal and where he has paid more than twice the amount of the principal whether by way of principal or interest or both the debt shall be deemed to be wholly

discharged.

In the case of debts incurred after the 1st October 1932 interest shall be calculated upto the commencement of the Act at the rate applicable to the debt under law, custom, contract or decree of court under which it arises or at six per cent. per annum simple interest, whichever is less.

Relief to Serfs.- Special provision has been made in the case of debts due by haris to their zamindars and incurred for the purpose of cultivating their lands. All such debts outstanding on the 1st April 1939 shall be deemed to be wholly discharged and as regards debts incurred after the commencement of the Act no interest shall be payable to the zamindar. (It may be pointed out that haris are a class of serf tenants living under conditions analogous to forced labour).

The text of the Bill is published in the Sind Government Gazette, Part IV, dated 1-2-1940, pages 70 to 77 +

1st Session of Indian Society of Agricultural
Economists, Delhi, 24-2-1940. +

The inaugural meeting of the Indian Society of Agricultural Economists, which was formed as a result of a suggestion last year from Mr. Leonard K. Elmhirst, President, International Conference of Agricultural Economists, was held at Delhi on 24-2-1940, Sir Malcolm Darling presiding.

Inaugurating the meeting, Sir Jagdish Pershad, Member in charge of Education, Health and Lands, Government of India, stressed the need for studying the problems of the Indian peasants who constitute 85 per cent. of the population of the country. It was urgently important to raise the standard of living of the rural population and in this task, he said, the Society can play an important part by collecting accurate statistics and data bearing on the subject.

"The Peasant and Politics" was the subject of Sir Malcolm Darling's presidential address; his object was to show how the Indian Society of Agricultural Economists could help the one to fit the other. The basis of village life was inter-dependence and this should be fostered by encouraging the formation of village panchayats (arbitration councils) and co-operative societies. The Indian peasant is illiterate and has been, till recently, following a policy of isolationism. The last economic depression profoundly disturbed his traditional relationship with the land-lord, money-lender and Government. It is during this transitional stage that the Indian peasant has been given the vote. 20 million voters, or more than two-thirds the electorate, are peasants. Aided by interested and disinterested propaganda, the Indian peasant is

fast becoming conscious of his rights but not also of his obligations. In order to lead him into constructive channels what is required is to educate the voter. This is where the student and the economist can render valuable service.

(The Statesman, 25-2-1940). +

Cancellation of Hereditary Rights of Agricultural Tenants
of U.P. Tea Estates: Mr. Mahabir Tyagi's
Criticism of Measure. +

Reference was made at page 32 of our January 1940 report to the implications of a Notification of the U.P. Government (for text vide pages 851 to 861 of Part I of the U.P. Gazette dated 30-12-1939) to the effect that "in the interest of the tea industry hereditary rights shall not accrue under the said (U.P. Tenancy) Act in the areas included in the tea estates in the Dehra Dun district" specified in the schedule annexed to the Notification. In the course of an explanatory letter addressed to the owners of the tea estates, the District Magistrate, Dehra Dun, pointed out that the object of the notification was in the first place, to make fresh land available for planting of tea bushes, should, in future, an extension of cultivation be permissible or a change of soil be necessary without an increase in area, and, secondly, to enable persons employed intermittently on tea estates to maintain a decent standard of living when not so employed, by cultivating their own fields, and at the same time to ensure that an adequate labour supply was available for work on the estates.

Owners not to Misuse Right.- The letter also warned the owners that if it was found that the powers, which by virtue of the notification the owners of tea estates would be able to exercise over their tenants, were abused in the case of any particular estates, the notification would be cancelled in its application to the land of that estate.

Kinds of Misuse to be Penalised.- The following examples of abuses justifying the cancellation of the privilege were pointed out in the letter:

- (1) If an estate were to treat a tenant of land otherwise than as it would treat a hereditary tenant, except for the purpose of extension of tea cultivation or change of soil, such estate would be abusing the powers conferred on it by the notification.
- (2) Rack-renting would be considered by Government as justifying the cancellation of the notification.
- (3) The object underlying the notification would also be defeated where, instead of rack-renting, the rate of wages paid to those tenants who worked in a tea estate was reduced, and their conditions of employment

worsened. It was recognised that the conditions of employment varied greatly from one estate to another and, for that reason, it would be impracticable to lay down an exact standard of pay and conditions, which should be made applicable to all the estates, over a series of years. While, therefore, Government fully appreciated the good treatment accorded by a few enlightened estates, it was made clear to others, who did not belong to this group, and who did the least for their labour, that if they did not raise their standard considerably in this respect, within a reasonable time, Government would not be prepared to continue the benefits of the notification in respect of their estates.

Views of Mr. Mahabir Tyagi.- Mr. Mahabir Tyagi, M.L.A. (U.P.) who, it is understood knows conditions in the Dehra Dun tea estates intimately, criticises the Government Notification and states that while the Government had given protection to labourers of ^{the} tea industry, they had made the position of the agricultural tenants still worse. If the ejection clause was to govern only such labourers of tea estates who had been given a small area of land to cultivate as a subsidiary to their main occupation of labour in the tea estates, there is no objection if the hereditary rights did not accrue on such lands; if they refused to comply with the conditions of labour, the owners had a right to eject them and bring new substitutes to settle on such lands.

Agricultural Tenants Unfairly affected.- As at present, the power to eject affects adversely the rights of all tenants, whether they are labourers or not. So far, the agricultural tenants had not legal liability to render labour, and, in fact, many of them had never been called upon to work in tea gardens, because for all practical purposes they were outside the estates, their lands being only in the vicinity of the tea gardens. The tenants for whom hereditary rights were being demanded were not tea labourers, but agricultural tenants. The District Magistrate's letter now gave to the owners of tea gardens additional right to extract forced labour from these tenants under the threat of ejection, which threat the courts would have to recognise.

(The Hindustan Times, 19-2-1940)

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Industrial Guilds set up in Kashmir State:
Details of Scheme. †

It is understood that the Kashmir Government has approved of the constitution of industrial guilds in the State. The guilds, which are intended to give an opportunity to ~~the~~ artisans in the State to create and own their business, are financed in the co-operative way by share loans and deposits. The bonuses will be divided among the members of the guilds to which women ~~and~~ ^{can} also be admitted on equal terms on the principle of graded merit. The Kashmir experiment, it is pointed out, is probably the first instance of the introduction of the guild system in this country.

The Government has nominated a Board of Control for the Guilds with Shrimati Tandra Devi (Mrs. John Foulds) as Life President, and Mr. Saiyidain (Director of Education, Kashmir), Dr. Radhakamal Mukerjee (Member, National Planning Committee), Mr. B. Shiva Rao and Prof. H.B. Richardson as members.

(The National Call, 24-2-1940) †

Living Conditions.

Nutrition.

Nutrition Survey in Hyderabad State: Government sanctions
3-Year Scheme. +

The Government of the Hyderabad State, Deccan, has recently sanctioned a scheme for conducting a nutritional survey of the State. The survey will be carried out by Dr. C. R. Naidu, who has been specially trained under Dr. W. R. Aykroyd, the Director of the Nutrition Survey Laboratories at Coonoor, and has been appointed Nutrition Officer under the Medical and Public Health Department. The survey will be spread over the next three years.

(The Hindustan Times, 26-2-1940).

Organisation, Congresses, etc.

Workers' Organisation.

Progress of Trade Unionism in Delhi, 1938-39.

The Report on the working of the Trade Unions Act, 1926, in the Delhi Province during the year 1938-39, states that the number of registered trade unions and federations increased from 21 in 1937-38 to 24 in 1938-39. Five new unions were registered and the registration of one federation and one union were cancelled during the year. The total membership of registered unions and federations rose from 15,310 in 1937-38 to 21,492 in 1938-39 and the aggregate closing balance amounted to Rs.12,057-5-9 as against Rs.9,420-5-5 in the previous year.

(The Statesman, 15-2-1940).

Progress of Trade Unionism in the Central Provinces, 1938-39.*

Number of Unions.- According to the Annual Report on the working of the Indian Trade Unions Act, 1926, in the Central Provinces and Berar during the year ending 31-3-1939, the year opened with 27 unions and one federation. 9 new unions were registered and one removed from the register during the year.

Membership.- The total membership of all the unions at the beginning of the year was 11,471. The number joined and left during the year was 6,387 and 4,481 respectively; the net membership at the end of the year stood at 13,377. The increase in enrolment is particularly noticeable in one union viz., the Nagpur Textile Union, wherein 3,405 members joined and none left during the year.

Finances.- No political fund was maintained by any of the registered unions. The assets of the unions were Rs. 4,331 in cash, Rs. 5,401 as unpaid subscriptions, Rs. 448 as loans and Rs. 1,899 miscellaneous. Their liabilities were Rs. 6,899 towards general fund, Rs. 2,893 towards loan and Rs. 3,287 towards miscellaneous items. The outstanding features of the assets are: (1) absence of investments in securities, (2) large

* Government of the Central Provinces and Berar. Annual Report on the working of the Indian Trade Unions Act, 1926, in the Central Provinces and Berar for the year ending the 31st March 1939. Nagpur: Government Printing, C.P and Berar, 1940. Price Annas Six. pp. 7.

proportion of unpaid subscriptions of which one textile union at Hinganghat is responsible for Rs. 3,347, and (3) meagre cash balance of almost all the unions.

Free Audit.- Only 7 out of 36 unions availed themselves of the facility of free audit provided by Government. +

Social Conditions.

Future of Criminal Tribes in U.P.

Government's Plan for Reclamation. +

The reclamation of criminal tribes in the United Provinces, which formed the subject of a special enquiry by a Committee appointed by the U.P. Government (for the Committee's recommendations, vide pages 34 to 35 of our December 1938 report), is, according to the Special Correspondent of the Statesman at Lucknow, now engaging the attention of the local Government.

A scheme for the reform of the tribes is to be launched in the beginning of April 1940. Financial stringency will probably stand in the way of the Government undertaking reclamation on an extensive scale as recommended by the Enquiry Committee, but a beginning is to be made in this direction. At present, work relating to the Criminal Tribes is confined to their registration and surveillance, under the administration of the C.I.D. branch at Allahabad. The question of special treatment of the Scheduled Castes and ameliorative measures for their uplift is also to be provided for, and it is probable that a special officer will be appointed at the Secretariat to be in charge both of the reclamation of criminal tribes and the uplift of the depressed classes.

(The Statesman, 8-2-1940). +

35-

Social Policy in War Times.

Hours of Work.

Bombay.-

The Local Government has exempted workers in glycerine factories in Bombay Province from the operation of sections 35, 36 and 37 (intervals for rest) of the Factories Act, subject to the provisos that workers shall be engaged only on 8-hour shifts and that a day of rest should be given at least once in 14 days.

(Notification No. S.129 dated 22-2-1940: The Bombay Government Gazette, Part IV-A, dated 29-2-1940, page 158).

Wages.

Demand for Dear Food Allowance: Review of Developments.

Workers in almost all industrial centres continued in February 1940 their demands for either increased wages or grant of dear food allowance; the more important developments in this sphere during the month are summarised below:-

Bombay Textile Workers.- The Conciliation Board appointed by the Government of Bombay on 4-2-1940 (vide page 50 of our January 1940 report) reported to Government on 21-2-1940. The majority of the Board recommended for workers getting under Rs. 150 per mensem the grant of dearness allowance at a flat rate of either 10 per cent of the average daily earnings or annas two per day to cover variations in the official cost of living index number between 105 and 123; the allowance was to be given with retrospective effect from 1-12-1939. It was also recommended that cost price grain shops should be established by the mills. The minority report recommended an increase in wages by 20 per cent over the August 1939 level, such increase to be effected from November 1939. The recommendations of the majority report of the Conciliation Board were accepted by the Millowners' Association, Bombay, but the workers have rejected them and decided to call a general strike from 4-3-1940.

(The Bombay Government Gazette, Part IV-B, dated 26-2-1940, pages 202 to 229, and the Statesman, 5-3-1940).

Ahmedabad Textile Workers.- The Special Conciliator appointed by the Bombay Government (vide page 51 of our January 1940 report) submitted his report early in February 1940; he recommended, first, the opening of grain shops by millowners (it was estimated that this

would afford relief to the workers to the extent of 6.3 per cent of their average wage), and secondly, the grant of a cash allowance of Rs. 1-13-7 (representing relief to the extent of 5.3 per cent. of the wages. (The Bombay Government Gazette, Part IV-B, dated 24-2-1940, pages 196 to 201). These recommendations were accepted by the Ahmedabad Textile Labour Association, but were rejected by the Mill-owners' Association. About the middle of February the workers balloted for a general strike to start on 26-2-1940. As a result of further negotiations, both parties agreed to refer the entire issue of dearness allowance to the Industrial Court. Although both sides have agreed to abide by the verdict of the Court, efforts for a private settlement are also being made, which, if brought about, is to be legalised by the Court promulgating the settlement as its own award. (The Times of India, 27-2-1940).

Nagpur Textile Workers.- Textile workers of the Central Provinces were, since the war, demanding restoration of wages to the levels prevailing before the economic depression and, in addition, the grant of a 35 per cent dearness allowance. Since neither the local Government nor the Employers' Association made efforts to meet the demand, it was decided that a general strike should be initiated from 1-3-1940 in the Empress and Model Mills, Nagpur. On 28-2-1940, the Government appointed a Court of Enquiry with Mr. M. N. Clarke, District and Sessions Judge, as presiding officer to go into the question, and pending its decision the workers' union has postponed the strike. (The Times of India, 1-3-1940).

Cawnpore Workers.- The Mazdoor Sabha, Cawnpore, was not satisfied with the dear food allowance already granted by the Employers' Association of Northern India, Cawnpore, (vide pages 49 to 50 of our January 1940 report) and put forward the demand for a 40 per cent increase in wages. This demand has been rejected by the employers, who have also refused to agree to refer the question for conciliation. The workers are understood to be preparing for a general strike. (The Statesman, 28-2-1940).

Bombay Municipal Workers.- The Bombay Municipal Corporation at its meeting on 26-2-1940 adopted a resolution to grant a grain compensation allowance from 1-1-1940 (1) of Rs. 2 each per month to all municipal employees in receipt of fixed pay and drawing a salary of Rs. 50 or less per month, and (2) of anna 1 $\frac{1}{4}$ each per day to employees on daily wages drawing Rs. 50 or less per month, subject to a maximum of Rs. 2 per month in each case. It is stipulated that the allowance will be withdrawn as soon as reduction occurs in prices of foodstuffs. Amendments were moved, one recommending the grant of Rs. 6 per mensem to all permanent employees drawing Rs. 100 per mensem and less and four annas per day to daily wage earners, and another to raise the war allowance by Rs. 6 per mensem to all permanent employees drawing Rs. 150 per mensem and less and four annas per day to the daily wage-earner from September 1939. Both amendments were defeated.

The total number of workers, permanent and temporary, employed by the Bombay Corporation is 13,631 and the total liability on account of this allowance during the two months of the current financial year will approximately be Rs. 52,376 and for the next financial year it will amount to Rs. 314,256.

(The Bombay Chronicle, 28-2-1940).+

Price Control. ↵

During February 1940 the Provincial Governments continued to adopt measures for control of commodity prices which have been rising since the war began. The principal steps taken by the Bombay and U.P. Governments in February 1940 are briefly noticed below:-

Bombay.- Collectors, in their capacity as District Magistrates, have been appointed as Controllers of Prices for their respective areas in Bombay Province. Each Collector will appoint a District Advisory Committee representative of different interests to assist in price control work and, in particular, to collect evidence regarding prices and stocks held in the district, and to advise as regards maximum prices and the commodities to be controlled. Collectors will also publish fair prices obtaining in the wholesale and retail markets in the districts. Price lists would be published separately for the chief marketing centres in the district and these will be revised once a week or oftener if fluctuations in prices necessitated such action. As regards the opening of grain shops, the Government, it is stated, would be prepared to consider such proposals sympathetically.

(Communique dated 26-2-1940, issued
by the Director of Information,
Bombay).

U.P.- The Governor of the Province has constituted a Price Advisory Board for the province, with the Controller of Prices, U.P., as chairman and eleven other members. The duties of the Board will be to advise the Government generally on matters relating to control of prices, and to keep the Government in touch with the course of trade as it affects traders, consumers, and agriculturists.

(The U.P. Gazette, Part VIII,
dated 10-2-1940, page 345). ↵

List of more important publications received in this
Office during the month of February, '40. +

1. Conditions of Work.-

- (a) "The State in Relation to Labour in India" By V. Shiva Ram, M.A., Ph.D., Published by University of Delhi, Delhi. 1939.
- (b) Indian Mines Act, 1923. Annual Report of the Chief Inspector of Mines in India for the year ending 31st December, 1938. Published by Manager of Publications, Delhi. 1939.

2. Economic Conditions.-

- (a) "A General Note on the Excess Profits Tax Bill" by Dr. M.S. Nata Rajan, M.A., Ph.D., Diwanchand Political Information Bureau, 30, Ferozshah Road, New Delhi. 1940.
- (b) The Indian Merchants Chamber, Bombay: Views of the Committee on the Excess Profits Tax Bill. 1940.
- (c) "Some Reflections on the Railway Budget for 1940-41 and Railways in India". by Dr. M.S. Nata Rajan, M.A., Ph.D., Diwanchand Political Information Bureau, 30, Ferozshah Road, New Delhi. 1940.
- (d) Government of India. Railway Department (Railway Board). Report by the Railway Board on Indian Railways for 1938-39. Vol. II. Statistics published by the Manager of Publications, Delhi. 1940.

3. Agriculture.-

- (a) Report on the Operation of the Department of Agriculture, Madras Presidency, for the year 1938-39. Printed by the Superintendent Government Press, Madras. 1940.
- (b) (Fifty-third issue) Agricultural Statistics of India, 1936-37. Volume I. Area, Classification of Area, Area under Irrigation, Area under Crops, Live-stock, Land Revenue Assessment and Harvest Prices in British India. Published by order of the Governor-General in Council. Published by Manager of Publications Delhi. Printed by Manager, Government of India Press, Calcutta. 1939.

4. Navigation.-

Administration Report of the Karachi Port Trust for 1938-39.

5. Organisations, Congresses, Etc.-

- (a) Proceedings of the Annual General Meeting of the Associated Chambers of Commerce of India held in Calcutta on the 18th December 1939. Bengal Chamber of Commerce, Calcutta.
- (b) Speech of Mr. Chunilal B. Mehta, President, Indian Merchants' Chamber, Bombay, at the meeting of the commercial and industrial community, held on the 9th February, 1940, at Bombay, to protest against the Excess Profits Tax Bill.
- (c) Annual Report on the working of the Indian Trade Unions Act, 1926 in the Central Provinces and Berar for the year ending the 31st March 1939. Nagpur, Government Printing, C.P. & Berar. 1940.

- (d) Presidential Address delivered by Mr. G. L. Mehta, President, Indian Chamber of Commerce, Calcutta, at the Fourteenth Annual General Meeting of the Chamber, held on 27-2-1940.

6. Social Conditions.

Annual Report on the Administration of the Criminal Tribes in the Punjab for the year ending 31st December, 1938. Lahore: Printed by the Superintendent, Government Printing.

7. Public Health.

Annual Public Health Report on Delhi Province for the year 1938. Compiled by Major W. H. Crichton, M.B., Ch.B., D.P.H., I.M.S., Chief Health Officer, Delhi Province, Printed by the Manager, Government of India Press, New Delhi, 1939.

8. Education.

- (a) Report on the State and Progress of Education in the C.P. and Berar for the year 1937-38. Government Printing, C.P. and Berar, Nagpur, 1940.
- (b) Annual Report on the Progress of Education in the Delhi Province for the year 1937-38". Printed by Manager, Government of India Press, Calcutta, 1939. Received from the Superintendent of Education, Delhi, Ajmer-Merwara and Central India, Delhi.

9. Miscellaneous.

Government of Bengal, Publicity Department; "Two years of Provincial Autonomy in Bengal". Report of the work done by the Government of Bengal from 1st April 1937 to 31st March 1939. Published by the Director of Public Information, Bengal, August 1939. Superintendent, Government Printing, Bengal Government Press, Alipore, Bengal. 1939. +