

C/6/2/2

INTERNATIONAL LABOUR OFFICE
INDIAN BRANCH

Report for June, 1940.

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

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National Labour Legislation.

Government of India.

Amendments to Coal Mines Safety
(Stowing) Rules, 1939.

The Government of India has published certain amendments to the Coal Mines Safety (Stowing) Rules, 1939; the amendments relate to the qualifications of persons nominated to panels of Committees of Enquiry and the method of nomination.

(Notification No. M-1276, dated 17-6-1940. Gazette of India, Part I, dated 22-6-1940, page 899).

Ajmer-Merwara.-

The Ajmer-Merwara Motor Vehicles Rules, 1940.

Attention is drawn to the above Rules, which the Chief Commissioner, Ajmer-Merwara, has made under the Motor Vehicles Act, 1939. Rules Nos. 4.34, 4.35 and 4.36 relate to hours of work and periods of rest of motor drivers.

(Notification No. 1141/34-W/38-III, dated 12-6-1940: The Gazette of India, Part II-A, dated 29-6-1940, pages 1239 - 1289).

Bengal. -

Select Committee's Report on Bengal Shops
and Establishments Bill, 1939.

Reference was made at pages 1 to 2 of our December 1939 report to the introduction of the Bengal Shops and Establishments Bill, 1939, on 6-12-1939, and its reference to a Select Committee on 11-12-1939. The Select Committee's Report, just published, makes a few changes in the Bill, the more important of which are the following: (1) A new sub-clause is added to define "half-day" as 6 consecutive hours between 8-30 a.m. and 8.30 p.m. (2) Closing time has been prescribed and is fixed as 8.30 p.m. (3) Total over-time is not to exceed 120 hours in any one year. (4) Clause 13 relating to sick leave has been substituted by another which prescribes privilege leave with pay for one month in the year and casual leave with pay for 10 days in the year.

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Minutes of Dissent.- Three minutes of dissent are appended to the Select Committee's report. The first, by Mr. W.B.G. Laidlaw, dissents from the principle of legislation to regulate holidays, hours of work and payment of wages in commercial establishments. The second suggests that establishments connected with the supply of labour to ships should be excluded from the purview of this legislation. The third by Mr. Humayun Kabir considers that stricter provision should have been made for enforcement of regular payment of wages.

(The Calcutta Gazette, Part IV-B.,
dated 27-6-1940, pages 31 to 43).

Bihar.-

Exemptions from Factories Act.

The Bihar Government has published amendments to the Bihar and Orissa Factories Rules, 1936, so as to regulate exemptions under the Factories Act for such needs as urgent repairs, preparatory and complementary work, intermittent work, etc.

(Notification No. 418-If.10/40-Com-R,
dated 20-6-1940: The Bihar Gazette,
Part II, dated 26-6-1940, pages 534
to 542).

Central Provinces and Berar.-

Extension of certain Acts to Excluded
and Partially Excluded Areas.

The Government of the Central Provinces and Berar has by Notification No. 1330-11, dated 3-6-1940, extended the application of the undermentioned Acts to the partially excluded areas in the Central Provinces and Berar specified in the Schedule to the Government of India (Excluded and Partially Excluded Areas) Order, 1936.

- (1) The Payment of Wages (Amendment) Act, 1937 (XXII of 1937)
- (2) The Trade Disputes (Amendment) Act, 1938 (XVII of 1938).
- (3) The Central Provinces and Berar Factories (Amendment) Act, 1939 (XXXVI of 1939).
- (4) The Employment of Children Act, 1938 (XXVI of 1938).
- (5) The Employment of Children (Amendment) Act, 1939 (XV of 1939).
- (6) The Central Provinces and Berar Collection of Statistics Act, 1939 (XXXIV of 1939).

(Notification No. 1330-II, dated 3-6-1940,
C.P. and Berar Gazette, Part I, dated
14-6-1940, pages 482-3).

Delhi.Extension of the Factories Act to Ice
Manufacturing Concerns.

By Notification No. F-10(40)-L.S.G., dated 6-6-1940, the Chief Commissioner, Delhi, has extended the Factories Act to all places wherein ice is manufactured with the aid of power and wherein on any one day of the twelve months preceding the notification ten or more workers were employed.

(The Gazette of India, Part II-A,
dated 8-6-1940, page 1126).

Madras.-Monthly Returns of Holidays by Factories:
Need for Notification dispensed with.

The Government of Madras has issued a notice releasing factories in the province from the obligation imposed by the Factories Act to submit monthly returns of holidays observed.

(Notification No. 470, dated 15-6-1940,
Fort St. George Gazette, Part I, dated
18-6-1940, page 790).

Punjab.-The Punjab Trade Employees Act, 1940.
(Act X of 1940).

The Punjab Trade Employees Act, 1940, as passed by the local Legislative Assembly, received the assent of the Governor on 3-6-1940 and is published at pages 267 to 271 of the Government Gazette (Extraordinary), Punjab, dated 7-6-1940. The Act applies to commercial establishment and shops, and its main provisions are as follows: (1) Persons under 14 (except certified apprentices) are not to be employed in shops and commercial establishments. (2) The hours of employment shall be 10 hours a day and 54 hours a week. (3) The periods of rest shall be not less than one hour. (4) The limits of opening and closing hours of establishments covered (with specified exceptions) are 7 A.M. and 10 P.M. respectively in summer and 8.30 a.m. and 9 p.m. in winter. (5) Leave with full pay is to be granted up to 14 days in a year. (6) Wages are to be given for closed days to daily paid workers employed for 15 or more consecutive working days. (7) The wage period is fixed as a fortnight. (8) Fines are not to exceed one pice per rupee of the employees monthly wages.

Sind.-

Amendment of Maternity Benefit Rules, 1929:
Obligation to employ Women Health Visitors.

The Sind Government has amended the Bombay Maternity Benefit Rules, 1929 (which are in force in Sind), imposing certain obligations on factory owners in respect of the employment of women health visitors. According to the amended rules, managements of factories in which fifty or more women workers are employed or where not less than 25 per cent. of the workers employed are women and where their total number is not less than ten are required to employ either by themselves or in combination with other managements a trained woman health visitor for looking after the welfare of the women workers.

(Notification No. 5-M/37-III, dated 17-6-1940: The Sind Government Gazette, Part IV-A, dated 27-6-1940, page 1182).

Conditions of Work.

General.

Factory Administration in Bombay, 1939.*

Number of Factories.- The number of factories subject to the control of the Factories Act increased from 2,810 to 3,460 (including 1,337 concerns to which the Act has been extended under Section 5. These concerns are referred to as "N" concerns in the report). 875 (178 + 697 "N") factories were added to the register whilst 225 (96 + 129 "N") were removed. There was thus a net increase of 650 (82 + 568 "N"). The number of factories that actually worked was 1,821 + 1,299 "N" compared with 1,741 + 754 "N" in the previous year. ~~Of these 1,821 + 1,299 "N" factories worked during the year compared with 1,741 + 754 "N" in the preceding year.~~ 1,158 + 1,199 "N" were perennial concerns, whilst 663 + 100 "N" worked on a seasonal basis. 251 + 458 "N" of the perennial and 554 + 80 "N" of the seasonal factories were connected with the cotton industry.

Number of Workers.- The number of operatives employed in all industries based on the annual returns received and including a weighted night shift average in the cotton textile mills was 443,713 + 22,327 "N" compared with 487,568 + 21,656 "N" in the previous year. The number of adult shifts worked in the cotton textile industry excluding the "N" concerns was 89,393,809. A few cotton mills were dismantled, but the main cause of the drop from the figure for last year, viz., 100,343,781 was a reduction of night shift activity. Several mills restarted, late in the year, night shifts that had been stopped earlier in the year to meet an anticipated war demand. An abnormal increase did not materialise and night shift working was again curtailed early in the current year.

Inspection.- 1,070 factories were inspected once, 879 twice, 388 thrice and 406 more than thrice, while 379 were not inspected. The total number of inspections made by whole-time and ex-officio inspectors were 3,120.

Accidents.- 10,086 persons were involved in accidents of which 39 died and 2,196 were severely injured, while 7,851 sustained minor injuries. The incidence of accidents on the average was 2.16 per 100 operatives employed daily against the 1938 average of 2.14.

Prosecutions.- 322 cases were instituted against 92 factories by the full-time staff and of these, 311 against 89 concerns were successful whilst one case is undecided. The fines imposed totalled Rs. 9,121. All the pending cases of the preceding year were successful.

* Annual Factory Report, Bombay Province, 1939 (including notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Bombay: Superintendent, Government Printing and Stationery, 1940. Price Rs. 4 or 5d. pp. 74.

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Labour Conditions in Sugar Factories of
U.P. and Bihar.

Towards the middle of 1938 the Governments of the United Provinces and Bihar appointed conjointly a Committee to enquire into the Sugar industry of the province and the terms of reference to the Committee included a direction to enquire into labour conditions in sugar factories. The Report of the Committee, which has recently been published, contains in chapter IV a review of the labour conditions and the recommendations on the subject made by the Committee. The following is a brief summary of the recommendations:

Recruitment.- Recruitment of unskilled labour, as a general practice, is made by the heads of the departments of the factories. Appointments to superior jobs, technical or supervisory, are made by the general manager in consultation with the proprietors. No jobbers or contractors are employed for the recruitment of labour. This method is satisfactory and it is not necessary to have a Labour Officer for the purpose of recruitment.

Wages.- While considering the question of wages, it is necessary to keep in mind the peculiar circumstances of the sugar industry. Most of the unskilled labour employed in sugar factories is drawn from the agricultural population in the neighbourhood of the factories, the crushing season falling when agricultural operations are slack. Wages for unskilled labour in the sugar factories have, therefore, an essential relationship with the agricultural wage level prevailing in the vicinity of the factories. Wages prevailing in sugar factories in almost all cases are much higher than the level of wages obtaining for agricultural labour in their neighbourhood.

Minimum wage legislation should be confined to industries where wages are exceptionally low. Further, such a piece of legislation must be adopted on an all-India basis. It is undesirable to select particular industries for the application of such legislation. There are strong arguments against the fixation of any minimum wage for an industry like the sugar industry in India. But in view of the industry's agreement with the Governments of the United Provinces and Bihar not to pay below five annas per day and in view of the fact that there have been some cases of non-compliance with this recommendation, provision may be made under the United Provinces and Bihar Sugar Factories Control Acts, for fixing a minimum wage of Rs. 9-6-0 per mensem.

Off-Season Allowances.- Technical and skilled labour belonging to the superior grades is in most part engaged for the whole year and such of the employees in these classes as are not required during the off-season are paid retaining remuneration. The practice of giving off-season allowances is gradually increasing and it is not necessary to adopt any legislation

* Report of the Committee appointed to enquire into the working of the Sugarcane Rules and Labour Conditions in Sugar Factories. Volume I. Lucknow: Printed by the Assistant Superintendent-in-charge, Government Branch Press. 1940. Price annas 9. pp. 72 + iii.

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in this connection. Compulsory enforcement of off-season allowances is not expected to result in any net advantage to the workers and may lead to a general lowering down of the scales of pay. As regards unskilled labour, as already pointed out, they belong to agricultural families living in the vicinity of the factories, and they generally revert to agricultural operations after the crushing season. There does not seem to be any force in the contention for off-season allowances for such labour.

Housing.- A large proportion of the workers employed in sugar factories go back to their village homes after the day's work. Such workers should be encouraged to continue to live with their families. Workers having homes within three miles of a factory should be discouraged from living in mill quarters. Such workers cannot claim as a matter of right housing accommodation at the mill premises. Beyond three miles, the workers may be given the choice and those desiring to live at mill premises may be provided with quarters. But those who prefer to live at home should not be discouraged from doing so.

As regards the standard of accommodation for workers, 27 square feet of floor area (including moving space), with separate facilities for cooking meals should be considered sufficient for each worker.

Leave.- The question of leave is not so important in the case of workers in the sugar industry in view of the special circumstances of the industry. It is not necessary to adopt any legislation in this connection. The factories should, however, consider the advisability of allowing sick leave with full pay at the rate of one day per month, leave to accrue in proportion to the length of service of the labourer during the season. As regards permanent workers most factories have leave rules.

Note: The above report is signed only by 3 members of the Committee out of six, and in forwarding the report to the Government, the Secretary to the Committee points out that "having regard to the differences in opinion over fundamental matters there should be two reports and, in as much as each will be signed by 3 members, neither of these be called the majority report".

(A copy of the Report of the Committee was forwarded to Geneva with this Office's minute D.1/566/40, dated 28th June, 1940.)

Reorganisation of Jail Industries and Prison
Labour in Bengal: Government appoints Committee.

After considering the replies received to a questionnaire issued by it in August, 1938, with reference to the reorganisation of jail industries, prison labour and earnings, the Government of Bengal has decided to submit these questions to further investigation in the light of conditions obtaining in jails. Accordingly, the Government has set up a small Committee with Mr. A.R. Siddiqué, M.L.A. (Bengal) as Chairman and Mr. K.C. Sen Gupta, Manager, Jail Depot, Calcutta, as Secretary with directions to submit its report within three months. The terms of reference of the Committee inter

alia are:

(1) To consider and make recommendations on (a) extended instruction to prisoners in handicrafts with a view to imparting to them skill in a craft which they can exercise on release; (b) the institution of a system by which payment of gratuities may be awarded for work done by prisoners ~~with~~ either as part of their punishment or as an addition to their tasks in order that they may leave jail on discharge with some money in hand; (c) the ~~employment~~ employment of prisoners on comparatively unremunerative work now used to provide hard labour for prisoners undergoing rigorous imprisonment; and (d) measures for achieving an increase in the outturn of work, and (e) revision of the minimum and maximum for all work done in jails both in the general and in the manufactory departments after examination of conditions of labour and working hours in jails.

(2) To examine the possibility of making the manufactory department of all jails self-supporting.

(3) In pursuance of (2) above, to consider and make recommendations upon - (a) the expansion and reorganisation of jail industries with a view to increase cash earnings; (b) the existing method of pricing and selling jail-made articles, having special regard to market conditions and the costing of production, so that jail products may be popularised without unfair competition with private enterprise and without detriment to nascent industries; and (c) the necessity or expediency of appointing an agency for the expert supervision of jail industries.

(4) To examine the possibility of reducing working hours as laid down in Jail Code, rule 783 so that time may be set apart for recreation and education.

(Communique dated 29-6-1940 issued by the Director of Public Information, Bengal).

Conditions of Work of Municipal Sweepers in C.P.
Government's Decision on Enquiry Committee's Recommendations.

At pages 20 to 22 of our January 1940 report was given a brief summary of the Report of the Enquiry Committee on the conditions of work of municipal sweepers in the Central Provinces. The Government of the Central Provinces has now completed a preliminary examination of the recommendations of the Committee, and has taken action which falls under three categories:

Action by Local Bodies.- There are certain recommendations which fall entirely within the jurisdiction of the local bodies and these have all now been specifically brought to the notice of the local bodies in the province. Such recommendations relate mostly to the improvement in the conditions of employment, rate of wages, housing of sweepers and the amelioration of their general social life. Government is watching with keen interest the action being taken by local bodies in regard to these recommendations.

Action entailing Expenditure.- There are certain other recommendations on such subjects as hours of work, holidays, leave and allowances, collection and transport of night-soil, privileges of provident fund, etc., which require revision of rules or the framing of byelaws by Government. As any decision on these subjects will affect the finances and the day to day administration of the local bodies, Government has decided to ascertain their views before the suggestions are taken into further consideration.

Action by Government.- Finally there are recommendations relating to such subjects as grant of compensation to disabled sweepers, their protection from the usurious activities of moneylenders, solution of the problem of credit and extension of prohibition to localities inhabited by sweepers which indicate action on the part of Government. These recommendations are now being examined in detail in the departments concerned.

(Press Note dated 18-6-1940: The C.P. and Berar Gazette, Part I, dated 21-6-1940, page 531).

Removal of Caste Handicaps from Recruitment to Bombay Mills: Urged by Backward Class Board, Bombay.

At present workers belonging to the depressed classes experience considerable difficulty because of untouchability in securing employment in the textile mills of Bombay. Mr. G. Jadhav, a member of the Backward Class Board, Bombay, has therefore tabled a resolution advocating removal of this handicap for the meeting of the Board to be held on 7-6-1940. Mr. J.A. Madan, Adviser to the Governor, presiding.

The resolution is to the effect that the Board recommends to the Government of Bombay to bring pressure upon the textile millowners of this province not to observe any distinction of caste and creed in the employment of labourers in the various department of the mill industries. No Scheduled Caste labourer should be prevented on the ground of his caste from employment in any department.

(The Bombay Chronicle, 8-6-1940).
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Industrial Health and Safety.

Scheme for establishing Central Hospital in Jharia Coal-
field Area.

According to a United Press message from Jharia, a scheme for establishing a central hospital for the Jharia coalfield area has been prepared at the suggestion of the local Mines Board of Health. The scheme involves a cost of Rs. 220,000 non-recurring and Rs. 350,000 recurring. To put the scheme in operation and run the hospital, the rates of cesses payable to the Board by the coal trade will be increased.

(The Hindustan Times, dated
29-6-1940).

Industrial Disputes.

Industrial Disputes in British India during the Quarter ending 31-12-1939.

According to a press note recently issued by the Department of Labour of the Government of India on industrial disputes in British India during the quarter ending 31-12-1939, the total number of strikes during the period was 110 and the total number of workers involved was 168,865, as compared with 112 strikes, involving 98,229 workers during the preceding quarter. The total number of working days lost during the quarter was 823,966 as compared with 1,785,860 during the preceding quarter. In all, cotton textile mills and jute mills accounted for 45.5 per cent of the strikes, 80.4 per cent of the workers involved and 77.1 per cent of the total loss of working days.

Provincial Distribution.- During the period under review, there were 52 disputes in Bengal involving 101,951 workers and entailing a loss of 390,938 working days. Next comes Bombay with 23 disputes involving 8,448 workers and entailing a loss of 18,255 working days; the United Provinces and the Central Provinces and Berar with 9 disputes each involving 40,615 and 3,588 workers and entailing losses of 270,020 and 20,618 working days respectively; Bihar with 8 disputes involving 11,701 workers and entailing a loss of 77,890 working days; Madras with 5 disputes involving 1,418 workers and entailing a loss of 28,568 working days; Sind with 3 disputes involving 544 workers and entailing a loss of 4,022 working days; and Punjab with 1 dispute involving 600 workers and entailing a loss of 3,600 working days.

Classification by Industries.- Classified according to industries, there were 27 disputes in jute mills involving 90,810 workers and entailing a loss of 318,011 working days; 23 in cotton and woollen industries involving 44,897 workers and entailing a loss of 317,222 working days; 6 in engineering workshops involving 2,756 workers and entailing a loss of 39,236 working days; 3 in mines involving 5,270 workers and entailing a loss of 17,810 working days. In all other industries together there were 51 disputes involving 25,132 workers and entailing a loss of 131,687 working days. There were no disputes in railways (including railway workshops) during the period under review.

Causes and Results of Strikes.- Of the 110 disputes, 83 were due to questions of wages, 13 to those of personnel, 3 to those of leave and hours of work, 1 to that of bonus, and 10 to other causes. In 13 cases the workers were fully successful, in 23 partially successful and in 60 unsuccessful; 14 disputes were in progress on 31-12-1939.

Industrial Disputes in British India during 1939.

According to a communique dated 23-5-1940 on industrial disputes in British India during 1939, issued by the Department of Labour of the Government of India, the total number of strikes during the year was 406 (including 14 strikes in progress on 31-12-1938), the figure being the highest yet recorded of industrial disputes in British India during the last 20 years, and the total number of workers involved was 409,189 as compared with 399 strikes involving 401,075 workers in 1938. The total number of working days lost during the year was 4,932,795 as compared with 9,198,708 during 1938. In all, cotton textile mills and jute mills accounted for 43.5 per cent. of the strikes, 68.8 per cent. of the workers involved and 49.2 per cent. of the loss of working days. In 234 disputes, or 57.6 per cent. the chief demand related to wages or bonuses. The number of strikes in which the workmen were successful in gaining any concessions was 207 or approximately 52.8 per cent. of the total number of strikes ended during the year.

Provincial Distribution.- During the year under review, there were 157 disputes in the Province of Bengal involving 202,816 workers and entailing a loss of 1,368,480 working days. Next come Bombay with 89 disputes involving 34,036 workers and entailing a loss of 199,981 working days; the United Provinces with 34 disputes involving 58,462 workers and entailing a loss of 909,971 working days; Madras with 33 disputes involving 23,118 workers and entailing a loss of 630,664 working days; the Punjab with 26 disputes involving 9,587 workers and entailing a loss of 25,038 working days; Bihar with 23 disputes involving 29,066 workers and entailing a loss of 267,218 working days; the Central Provinces and Bihar with 21 disputes involving 30,000 workers and entailing a loss of 217,634 working days; Assam with 15 disputes involving 20,187 workers and entailing a loss of 1,346,740 working days; and Sind with 8 disputes involving 2,325 workers and entailing a loss of 7,069 working days.

Causes and Results of Strikes.- Of the 406 disputes during the year, 232 were due to questions to wages, 74 to those of personnel, 12 to those of leave and hours of work, 2 to those of bonus and 86 to other causes. In 63 cases the workers were fully successful, in 144 partially successful, and in 185 unsuccessful; 14 disputes were in progress at the close of the year.

Classification by Industries.- Classified according to industries, there were 126 disputes in cotton and woollen industries involving 126,780 workers and entailing a loss of 1,409,385 working days; 51 in jute mills involving 154,938 workers involving 154,938 workers and entailing a loss of 991,676 working days; 30 in engineering workshops involving 16,499 workers and entailing a loss of 198,437 working days; 7 in mines involving 14,538 workers and entailing a loss of 88,788 working days; 2 in railways (including railway workshops) involving 360 workers and entailing a loss of 240 working days. In all other industries together there were 190 disputes involving 90,091 workers and entailing a loss of 2,264,275 working days.

(The Communique on Industrial Disputes in British India during 1938 was reviewed at pages 18 -19 of our May 1939 report).

Annual Report on the Working of the Trade
Disputes Act, in Bombay 1939.*

According to the annual report on the working of the Trade Disputes Act, 1929, in the Province of Bombay for 1939, no application for the appointment of a Board of Conciliation or a Court of Inquiry under section 3 of the Act was received during the year. As regards the application of the Government Central Press Industrial Employees' Union, Bombay, for the appointment of a Board of Conciliation, which was pending at the close of the previous year, Government did not consider it necessary to appoint a Board of Conciliation as almost all the grievances of the employees were settled by negotiation.

During the year no prosecutions were launched under sections 15 and 17 of the Act.

* Annual Report on the Working of the Trade Disputes Act, 1929, for the year ending 31-12-1939. No. L.O.3870, dated 23-5-1940, issued by the Commissioner of Labour, Labour Office, Secretariat, Bombay. Price Rs-/-/6 or ld.

Economic Conditions.

Working Class Cost of Living Index Numbers for various
Centres in India during March, 1940.

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

Bombay.- The index number (base: year ending June 1934) of the cost of living for working classes in Bombay in March 1940 declined by 2 points to 110. The average for 1939 was 106 as compared with 105 for 1938.

Ahmedabad.- The index number (base: year ending July 1927) of the cost of living in Ahmedabad during March 1940 decreased by 1 point to 78. The average for 1939 was 73 as against 71 for the preceding year.

Sholapur.- The index number (base: year ending January 1928) of the cost of living in Sholapur during March 1940 fell by 4 points to 75. The average for 1939 was 74 as compared with 72 for the preceding year.

Nagpur.- The index number (base: year ending January 1927) of the cost of living in Nagpur in March 1940 remained stationary at 67. The average for 1939 was 63 against 61 for 1938.

Jubbulpore.- The index number (base: January 1927) of the cost of living in Jubbulpore in March 1940 advanced by 1 point to 65. The average for 1939 was 59 as against 57 for 1938.

Madras.- The index number (base: year ending June 1936) of the cost of living in Madras during March 1940 increased by 1 point to 105. The average for 1939 was 100; average for the preceding year was not available.

(Extracted from the March 1940 issue of the Monthly Survey of Business Conditions in India).

Revision of the Nagpur Index Number of Cost of Living:
Note by Professor Mahalanobis.

Reference was made at pages 46-47 of our May 1940 Report to the recommendations of the Mahalanobis Committee which went into the question of the grant of a dearness allowance for Nagpur textile workers. While submitting the report, Professor Mahalanobis, the Chairman of the Committee, submitted a note to the Government making suggestions for the revision of the Nagpur index numbers of the cost of living. A brief summary of these suggestions is given below.

Need for Revision of Index Number.- The Nagpur index number is based on the enquiry into family budgets which was carried out in 1926-27; since then economic conditions as well as patterns of consumption have changed materially all over India; and a fresh enquiry into family budgets is, therefore, essential for reconstructing the index number. The existence of a state of war is in itself a strong reason for undertaking such an enquiry without any further delay.

Method of Revision.- In organising such an enquiry it will be desirable to cover, if possible, about two thousand working class families in Nagpur. In selecting the families included in the sample no special restriction should be imposed in regard to earnings, period of employment, occupation, community, residence or any other factor. It will be desirable to use the method of replicated random sub-samples for this purpose. In the replicated sub-sample method it is essential that information relating to each zone should be collected by more than one investigator. Each sub-sample should be allotted to different sets of investigators. Thus, ^{several} ~~four~~ independent estimates for each zone is obtained. By this method personal equation of the investigators and sampling errors can be very much minimised.

It may be desirable to tabulate the material separately, say, for textile workers or for families in different income groups. This will enable separate index numbers being constructed for textile workers or for families in different income groups; so that the adjustments of wage rates can be made with greater accuracy. After a revised index number is constructed it will be still necessary to keep it up-to-date. This can be done by ~~a~~ periodic revision at intervals of, say, five or ten years.

Alternative Method.- A more flexible and scientific procedure is also available. A comparatively small number of families being surveyed each year may be arranged on a random replicated basis. In this case the relative expenditure on different commodities may be calculated and how far the relative weights change from year to year may be watched. Sudden changes and discontinuities in the index numbers can be completely eliminated in this method. Auxiliary index numbers also become available which enable valid comparisons being made over long intervals of time. Apart from the gradual revision of the index number such an annual survey of family budgets enables a very clear picture being obtained of actual living conditions of industrial workers which is bound to be of great value in handling various labour problems. The most convenient way of organising a continuous sample survey is to employ a small number of permanent investigators who will carry out this work along with other work in the Labour Office. As the actual survey will proceed at a slow rate, the work of inspection and supervision will be more thorough than that in an ad hoc enquiry.

In case a fresh enquiry into family budgets is undertaken it should be emphasised, the need of doing the work on a standardised basis so that valid comparisons may be made between the level of living and of changes in the cost of living at different centres in the country. ^{should be emphasised} For this purpose it is necessary to adopt standard definitions, and standard methods of collection and analysis of the primary material relating to family budgets.

(The C.P. and Berar Gazette, Part I,
dated 7-6-1940, pages 473 to 475).

Import Restrictions Imposed by Government of India:
Conserving Foreign Exchange and Stimulating
Indian Industries - the Objectives.

In exercise of the powers conferred by Rule 84 of the Defence of India Rules, the Government of India has, under Notification No. 1-I.T.C/40 dated 20-5-1940 of the Department of Commerce prohibited the import into British India of some 68 import commodities, including such important items as sugar, raw cotton, fruit, soap, clothing, earthenware, glass, cycles, fire arms, toys and games. (Gazette of India Extraordinary, dated 20-5-1940). The main purpose of the restriction is to conserve the foreign exchange resources of the country; incidentally, it will also stimulate Indian industries.

Industrial Research: 12 Research Committees set up
by Board of Scientific and Industrial Research.

The Board of Scientific and Industrial Research (vide page 13 of our March 1940 Report) at its meetings held at Simla on 8 and 10-6-1940, Sir A. Ramaswami Mudaliar, Commerce Member, presiding, considered the various schemes of research sent up by individuals and institutions and appointed a Committee to arrange the order of priority in which the schemes may be undertaken, the conditions under which grants may be given and the amount of grants that may be allotted for each research scheme. The Committee considered the schemes and made certain recommendations to the Board, which the Board at its last meeting took into consideration. The Board has appointed 12 committees to deal with various research schemes and has given to each a lump sum to be used for the purchase of equipment and chemicals for contingencies and scholarships. The Committees deal with oil, cellulose, fertilisers, drugs, scientific instruments, millasses, etc.

The grants would be placed at the disposal, generally of institutions, such as Universities, with instructions to distribute them to the research scholars working the schemes of research. It was reported that half-yearly reports on the progress of the schemes of research should be submitted to the Chairman of each of the research committees, who will circulate it to the other members and generally keep in touch with the progress of research.

The next meeting of the Board will take place at Bombay in the first week of September 1940.

(The Hindustan Times, 11-6-1940
(and the Hindu, 17-6-1940).

4th Session of National Planning Committee -
Bombay, 21 to 30-6-1940.

The 4th Session of the National Planning Committee was held at Bombay from 21 to 30-6-1940; In the absence of Pandit Jawaharlal Nehru, the Chairman, Professor K.T. Shah presided over some of the earlier sittings, while Pandit Nehru presided over the later sittings. (For a summary of the proceedings of the 3rd session of the Committee see pages 17 to 22 of this Office's May 1940 report).

Agenda.- The first day of the session was devoted to a general discussion, and the later sittings were devoted to consideration of the reports of the following Sub-Committees: Public Finance; Transport; Soil Conservation; Communications; Mining and Metallurgy; General Education; Women's Role in Planned Economy; Trade; Cottage Industries; Land Policy.

Future Programme of Work.- Pandit Nehru, the Chairman, in a statement issued on the closing day of the session reviewed the work hitherto accomplished and outlined the future programme of work of the Committee. It was pointed out that up till then reports from 20 out of 29 Sub-Committees were received and considered. After receipt of the remaining Sub-Committees' reports, the National Planning Committee would proceed to lay down the principles which should govern its final report, but many of these principles have already been laid down in the resolutions adopted on reports of sub-committees. The fifth session of the Committee will meet in Bombay during the last week of August 1940. The draft of the final report will be then prepared, and a further meeting of the Committee towards the end of 1940 to consider the draft of the final report. (The Bombay Chronicle, 2-7-1940).

Resolutions.- Some of the more important resolutions on subjects of interest to this Office adopted by the Committee are briefly noticed below.-

Public Expenditure.- Regarding public expenditure the Committee passed the following resolutions:- In the present system of Public Expenditure there is considerable room for retrenchment by means of:

- (a) Reconsideration of the governing policy regarding nature and object, strength, and equipment of certain services like Defence ~~or charge in connection with public debt~~;
- (b) Reduction in the scales of rates of pay, pensions and allowances to Public Servants, in all departments, in the higher ranks. In conformity with the basic principle of the Plan, and in fairness to the large army of lower paid public servant a minimum living wage will also have to be fixed in all departments and ranks of the Public Service.
- (c) Revision of the basis for fixing the strength and requirements of Public Service and in improving its efficiency in each department, and for leave rules, particularly in higher services.

(The Bombay Chronicle, 29-6)

Transport Services.-

Locomotives and Automobile Manufacture.- ^{The} view that the planning authority must attend to the establishment as soon as possible of the necessary industries for manufacturing locomotives, automobiles, wagons and coaches and their parts and accessories within this country is expressed by the National Planning Committee, after considering the report of the Transport Services Sub-Committee.

Reservation of Coastal Traffic.- The Committee also recommends that all coastal traffic should be reserved for national shipping and that an Indian national mercantile marine should be developed. According to the Committee, the apportionment of the traffic between roads, railways, waterways, inland and coastal and airways will have to be determined by the national planning authority.

(The Hindustan Times, 27-6-1940).

Exploitation of Mineral Resources.- Nationalisation of

Mineral Wealth.- The Committee was of opinion that the mineral wealth of the country belonged to the community collectively and that the exploitation of minerals and development of mining and mineral industries should be reserved exclusively to be carried on as public enterprise. The Committee deplored that no attempts had been made so far to exploit the resources to the fullest advantage.

Fullest Exploitation in Nation's Interest.- India has large deposits of iron ore, manganese, chrome, bauxite and other metals. Except in the case of iron and steel, these resources have not been developed. These industries are essential for the general industrialisation of the country, as well as for defence. Other metals, except copper and gold to some extent, are not being produced in India. Both copper and gold are being exploited by non-Indian concerns. An organised search for deposits of all such metals, which are so far lacking in India, should be made.

Restriction should be imposed on the export of ores of national importance, such as manganese, mica, ilmenite, etc. A definite policy should be laid down in respect of minerals of which India has a virtual monopoly, or of which she has a supply in excess of her requirements.

Safety of Miners: More Stringent Inspection: Improvement of Working Conditions.- The existing rules and regulations regarding mining and prospecting are highly unsatisfactory, and should be revised, especially in regard to inspection of mining plant and working practices, so as to ensure the safety of workers, adequacy of plant, and efficiency of production. Indian nationals should be trained in sufficient numbers for all types of work, so as to be able to replace the foreign personnel, now employed, within a short time.

(The Bombay Chronicle, 1-7-1940).

Social Insurance.

Sickness Insurance for Workers: Government
of India consults Provincial Governments.

Details were given at pages 6 to 8 of our January 1940 Report ~~to~~ the First Labour Ministers' Conference held at Delhi on 22 and 23-1-1940 at which one of the decisions arrived at was that Government of India should enquire from workers' and employers' organisations as to how far workers and employers were willing to contribute to a scheme of sickness insurance.. In pursuance of this decision, the Government of India, it is understood, has recently asked the provincial Governments to consult important associations of employers and workers to find out whether they are willing to accept the principle of compulsory contributions to the proposed sickness insurance fund. The opinions received together with the comments of the provincial Governments are required to be forwarded to the Government of India before September 1940. It is pointed out that contributions from the employees who would benefit by such schemes and from the employers who have a responsibility in the matter of welfare of their workmen are a necessary prerequisite to the formation of any scheme of sickness benefit. In what proportion the two parties should contribute and what the contribution should be are matters of detail which can be gone into once the parties concerned accept the principle of compulsory contribution.

Shops Legislation.- Opinions of provincial Governments and important industrial organisations have also been invited on the proposals of the Labour Ministers' Conference relating to the extension of labour legislation to those employed in commercial establishments and shops, collection of certain statistics with reference to industries and labour, amendment of Payment of Wages Act, amendment of Section 5 of the Factories Act and recognition of trade unions.

(The Statesman, dated 13-8-1940).

Working of the Bombay Maternity Benefit
Act during 1939.*

Returns were received from 552 of the 574 factories employing women to which the Act was applicable. The average number of women employed daily was 47,381. The number of women who claimed maternity benefits was 4,829, of whom 4,382 were paid benefits for actual births. The total amount of benefit paid during the year was Rs. 111,380-7-11. The number of claims paid in 1939 per 100 women employed was 7.47 as against 7.41 in 1938. The number of cases in which pre-maternity benefits were paid was 2,159.

* Annual Factory Report, Bombay Province, 1939 (including Notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Bombay: Superintendent, Government Printing and Stationery, 1940. Price As. 4 or 5d. pp. 14.

Employment, Unemployment and Vocational Training.

Enumeration of India's Employed and Unemployed:
Information to be collected by 1941 Census.

Attempts to determine the supporting power of the country's various industries and the extent of unemployment among the educated classes will be made in the eighth All-India Census, to be conducted under the supervision of Mr. ^MW.M. Yeatts, Census Commissioner, in the spring of 1941.

Present Practice.- Industrial information was in past years secured by a separate schedule of considerable complexity. For reasons of economy and facility this was given up in 1931 and its place taken by a question bearing on organised industry. The difficulties occasioned by this question, particularly in its many translated forms weakened the value of the answers received; which, ~~in any case,~~ for reasons of economy were not tabulated. The form of question now to be put ("If you are employed by some one else, what is his business?") has been chosen so as to ensure the maximum degree of understanding on the part of the enumerator.

Reproduction Rates.- The determination of the number of children born to a married woman and her age at the birth of her first child represents an approach to the important matter of reproduction rates. An attempt was made at the last census to achieve this information by a purely optional inquiry.

Nature of Questions.- Among the questions that have been framed are the following:- Married, unmarried, widowed or divorced. Number of children born to a married woman. Mother's age at birth of first child. Are you wholly or partly dependent on any one else? If so, means of livelihood of person on whom dependent. Do you employ (a) paid assistants (b) members of household? If so, how many? Are you in employment now? If the reply is in the negative: Are you in search of employment? To those who reply in the affirmative the further question will be put:- How long have you been in search of it? (Means of livelihood in order of importance. (To be asked in regard to means of livelihood of a person shown as partly dependent or any subsidiary means of livelihood returned by other persons): Does this means of livelihood exist throughout the year? If not, for what part of the year? If you are employed by some one else, what is his business?

(The Statesman, dated 14-6-1940).

Migration.

Working of the Indian Emigration Act, during 1939.*

Emigration to Malaya.- There was no assisted emigration of unskilled workers in Malaya during the year as the orders of the Government of India prohibiting assisted emigration to Malaya from 15-6-1938 continued to be in force during the year. Assistance to proceed ^{to Malaya was refused} only to non-working dependents, i.e., wives and children joining husbands and fathers in Malaya. It is reported that although there is no actual classification, about 3 percent of the total number of deck passengers who went through Negapatam would be unskilled workers. Unskilled workers were not permitted to proceed even at their own expense if they belong to the category of emigrants under section 2 (c) (1) of the Indian Emigration Act. Only 59 non-working dependents proceeded through the port of Madras and 159 through the port of Negapatam.

Wages in Malaya.- The wages offered during the year in Malaya were 45 and 35 Straits cents (equivalent to 11/4 and 9 annas respectively) per diem for adult able-bodied men and women workers respectively. According to Press reports, these rates were raised unofficially to 50 cents and 40 cents (12 annas and 10 1/2 annas) from 1-10-1939 per diem.

Emigration to Ceylon.- There was no recruitment of labour by ~~means~~ during the year. Up to the end of July 1939, non-emigrants and non-recruited emigrants were permitted to be admitted into the depot and assisted to emigrate to Ceylon. It was found that this system resulted in unlicensed recruitment by ex-labourers from the estates. To prevent this kind of recruitment, certificates from village headmen that the intending emigrant was not induced to emigrate, were introduced. In view of the uncertainty regarding the employment of unskilled workers, the Central Government issued a notification prohibiting the departure of all persons by sea out of British India to Ceylon for the purpose of unskilled work with effect from 1-8-1939. 4,812 emigrants and 23,387 non-emigrants proceeded to Ceylon during the year. After the imposition of the ban 1,060 non-working dependents of male workers in Ceylon were exempted by the Commissioner of Labour under the powers vested in him.

Repatriation.- 11,169 emigrants from Malaya as against 28,496 in 1938 were repatriated or assisted to return to India. Repatriation during the year from Malaya, thus, showed a marked decrease and in the latter half of the year the numbers assisted to return, were fewer. This is probably attributable to the fact that repatriation was confined to labourers who were actually unfit for work, while in 1938 Malaya sent away its surplus Indian labour by way of repatriation.

2,976 emigrants were repatriated from Ceylon as against 3,004 in 1938.

* Annual Report on the working of the Indian Emigration Act, 1939 for the year 1939. Bangalore: Printed at the Mysore Residency Press, and published by the Manager of Publications, Delhi. 1940. pp. 25.

Migration.

Indian Emigrants Abroad: Review of Developments
during 1939-40.

A review recently published by the Government of India gives details of important events relating to or affecting Indians settled in different parts of the British Empire during 1939-40. The review is briefly summarised below:

A. Zanzibar.- The Zanzibar Clove Agreement is working smoothly and as a direct outcome of the Agreement, Indians have now recovered their full share in the trade, which they had in 1934. Also, the Bill to place the alienation of land on equitable and non-racial lines has been passed into law.

B. Kenya.- In Kenya, the Immigration Restriction Bill, to certain provisions of which local Indians had taken objection, was revised so as to divide all immigrants into two classes, the law being left unchanged for one class, including Indians. The revised Bill has received Royal assent. An Indian has also been appointed to the Immigration Advisory Board. The questions, therefore, which agitated Indians in Kenya have, according to the review, been satisfactorily settled.

C. South Africa.- (1) The Asiatics (Transvaal Land and Trading) Act. In South Africa, pending the formulation of final proposals, in spite of repeated representations from the local Indian community and the Government of India, the Asiatics (Transvaal Land and Trading) Act was passed and brought into force in June 1939. This Act prohibits the hiring or occupation by Asiatics of any land or premises not in occupation of Non-Europeans on April 30, 1939, and also the issue of trading licenses except with the permission of the Minister, unless it is proved that the applicant and the person in control of the business are not Asiatics. The Act maintains the status quo for a further period of two years in respect of land in illegal occupation of Asiatics in the area under the Gold Law, as has been given protection since May, 1930.

(2) Segregation of Indians.- The Union Government has now appointed a Commission to investigate whether penetration by Asiatics into European areas has, in fact, taken place and has declared that no fresh statutory measures involving segregation will be introduced during the war.

(3) Mixed Marriages.- That the Union Government did not propose to embark upon legislation on the lines of the recommendations of the Mixed Marriages Commission, the country being in a state of war, was another announcement made in the Union Parliament in the course of a debate, initiated by Dr. Malan, asking for such legislation. The Commission had by a majority recommended that mixed marriages should be prohibited by law and measures adopted to prevent illicit miscegenation.

D. Ceylon.- (1) Restriction on Immigration.- In Ceylon, on the Government of India making increase in wages a condition precedent to the reopening of recruitment, the wages of labourers on mid and low country estates were restored in June 1939, to the levels which prevailed before February, 1932. On the other hand, despite the finding of the Immigration Commission that Indian immigration, far from causing any economic injury has been beneficial to the island, the Board of Ministers is reported to have under consideration certain proposals for the restriction of immigration. On requests made, the Government of India have, however, been given an assurance that they will be consulted on any definite proposals for restricting immigration. The Governor of Ceylon has also declared that any legislation to restrict immigration or to limit employment of immigrants will have to be reserved for His Majesty's pleasure.

(2) Ban on Indian Emigration to Ceylon.- An action of the Ceylon Government which caused prolonged controversy and ultimately led to the ban on Indian emigration to Ceylon, was the dismissal of Indian daily-paid staff in different Government Departments. Under the Ceylon Government's scheme, persons not born in Ceylon who were employed after April 1, 1934, were to be discharged, to give employment to Ceylonese or persons born in Ceylon, and if, as they anticipated, some retrenchment became necessary in 1940, non-Ceylonese will be retrenched before Ceylonese. The Government of India took strong objection to the proposals and suggested that the scheme be kept in abeyance pending discussion at the time of the proposed trade talks; ~~but the suggestion was not acceptable to the Ceylon Government,~~ but the suggestion was not acceptable to the Ceylon Government, though the Government of India drew attention to the impossibility of entering into trade talks with any hope of success in the atmosphere which would be created if the services of Indian employees were to be immediately terminated.

The prohibition of emigration to Ceylon was notified at this juncture. Further discussions to keep the scheme in abeyance pending the trade talks proved fruitless, and the scheme was brought into force by the Ceylon Government. Of 1,354 persons, with less than five years' service, 1,225 have been discharged. Of persons with more than five years' service 1,323 have expressed their willingness to retire under the "voluntary" scheme.

At the time the Ceylon Government announced ^{its} scheme, signs of unrest were noticed among the labourers. The ferment has led to formation of many labour associations, and the organisational movement amongst the labourers appears to have come to stay.

E. Malaya.- The outstanding question in Malaya, which has been the subject of correspondence between the two Governments, was the wages of Indian labourers, but meanwhile the war came, and with the enhancement of production quota of rubber, employers voluntarily raised wages to the level prevailing before April 1937. The Malayan Governments have also sanctioned a graduated scale of war bonus to the labourers and artisans in their employ in view of the increased cost of living. Nine days' leave with pay in a year has also been sanctioned to all daily-paid employees under public authorities.

P. Burma.- (1) Feeling against Indian Immigration.- To ascertain the facts with regard to the alleged penetration of Indian labour into Burma, on which considerable uneasiness appears to have been felt, the Government of Burma have appointed a Commission, with two assessors, one Indian and the other Burmese, to enquire into, among other matters, the volume and nature of Indian immigration, the extent and availability of local labour for the kinds of work for which Indians are in demand, and the need to regulate the immigration of Indian unskilled workers. The Commission has not yet reported.

(2) Legislation affecting Indians.- The Land Purchase Bill, the Rangoon Municipal (Amendment) Bill and the administration of the Tenancy Act were other matters of importance affecting Indian interests in Burma.

(a) Land Purchase Bill.- The Land Purchase Bill required modification in certain respects to satisfy Indian opinion, and the Government of India's representations appear to have been appreciated by the Select Committee, as the changes recommended by them show. The additional compensation for the disturbance of possession caused by the compulsory nature of acquisition recommended by the Select Committee at 5 per cent of the market value and the question of making further representations to secure an increase in the amount are under consideration of the Government of India.

(b) Rangoon Municipal (Amendment) Bill.- The Rangoon Municipal (Amendment) Bill, a private Bill which seeks to increase the total number of seats in the Rangoon Municipal Council from 34 to 50 and to raise Burman representation to 50 per cent of the total strength, has been passed by the House of Representatives and has now been referred to a Select Committee of the House of Senate. The Indian community contends that the Bill will have the effect of reducing Indian representation far below the level justified by their numerical strength and revenue contribution to the Municipality. The Government of India have made representations in the matter.

(c) Cases under Tenancy Act.- On a representation from the Nattukottai Chettyars' Association to the effect that some 50,000 orders had been passed on the basis of certain instructions repugnant to the Tenancy Act, 1938, and that their request to the Burma Government to cancel those orders in the light of the judgment of the High Court in six test cases was not acceded to, the Government of India took up the matter with the Burma Government. A Committee of the Legislature, with representation thereon of experienced Settlement and Revenue Officers, was appointed to go into the question, and as a result of their interim report an Ordinance has been promulgated with a view to restoring cordial relations between landlords and tenants. The final report of the Commission is awaited.

G. Fiji.- In Fiji, to place the system of leasing of Fijian land to non-Fijians on a basis of greater security to the lessees, a proposal has been made in the Fiji Native Land Trust Bill to vest the control of all native lands in a Board, certain lands being allocated for exclusive Fijian use and the remainder being made available by the Board to non-Fijians (including Indians) on lease. To safeguard legitimate Indian interests, suitable representations were made by the Government of India.

The other matter of importance, imposition of a quota for Indians, recommended by the Committee which enquired into the question of Indian immigration into the colony, has been held over, at the suggestion of the Government of India, for discussion after the war.

H. West Indies.- In West Indies, particularly all the demands to which Indians themselves attach importance, except the appointment of an Agent to look after Indian interests, have been conceded by the Royal Commission appointed to go into social and economic conditions in the West Indies.

(Note.- The above review is included in the report as it gives a comprehensive summary of the main events relating to Indian emigrants during 1938-40; references have been made to several of these events in previous reports).

(A summary of the review of ^{developments relating to} Indian emigrants abroad during 1938-39 is given at pages 44 - 47 of our August 1939 report).

Agriculture.

The U.P. Debt Redemption Bill, 1940.

The Governor of the United Provinces proposes to enact a Debt Redemption Bill shortly. The statement of objects and reasons appended to the Bill points out that the provisions of the Acts which were passed for the liquidation of agricultural debt in 1935 have failed to reduce debt to a level which would enable any measures which may be passed to put agricultural credit on a sound basis in future to be effective.

The Bill seeks to reduce agricultural debt; under the Bill debt is reduced by the application of low rates of interest - 4 1/2 per cent. per annum simple interest in the case of secured debt and 6 per cent. per annum simple interest in the case of unsecured debt, where the contractual rate is greater than these rates. The Bill also provides for the application of the law of dandupat (that interest in toto should not exceed the principal) in the form in which it applies to unpaid interest. The Bill does not provide for the application of the principle of dandupat to paid interest as this in many cases amounts to a reduction not only of accumulated interest but even of the principal of the loan, and would mean the extinction of a large number of usufructuary mortgages without any payment by the mortgagor. Decrees passed under the provisions of the Bill will be executable under the ordinary law except as regards execution against land and agricultural produce. If such decrees are sought to be executed by sale of land the Court will, if the debtor so desires, transfer the necessary amount of land at a valuation to the decree-holder and will not sell any land. Furthermore a portion of the debtor's land, the local rate payable in respect of which does not exceed Rs.25, will be altogether protected from sale or transfer in execution of a decree for debt. A decree can however be executed against this protected land by the grant of a self-liquidating mortgage for a period not exceeding twenty years. As regards execution against agricultural produce only a quarter of the agricultural produce of the debtor will be liable to attachment at any one time and the period of limitation for the execution of decrees against such produce is reduced to four years.

The provisions of the Bill relating to transfer of land and the protection of a portion of the debtor's land from transfer in execution of a decree for debt, apply to all agriculturists. The provisions of the Bill apply to agriculturists who pay an annual land revenue which combined does not exceed Rs.1,000 and who pay a tax. The Bill also applies to workmen employed on wages not exceeding Rs.60 per month.

Criticisms and suggestions regarding the Bill were discussed before the Government before 31-7-1940.

The U.P. Regulation of Agricultural Credit Bill, 1939.

The Governor of the United Provinces has decided to enact legislation to prevent excessive borrowing by agriculturists and for the purpose to limit the amount that can be obtained by execution of decrees against agricultural produce and land. The U.P. Regulation of Agricultural Credit Bill provides that no decree can be executed against agricultural produce after four years have expired from the date of the passing of the decree and that no more than one-quarter of an agriculturist's crops can be attached at any one time in satisfaction of any decree or any number of decrees. The effect of these provisions is that the amount that will be lent to a borrower, whose only security is his crop, will be limited to an amount that he can pay without undue hardship. At the same time any credit that he may have by virtue of any other security which he may be able to offer will not be interfered with. In the case of proprietors, the Bill is based on the principle that it is necessary to restrict the amount that can be borrowed on the security of land. If this is not done, proprietors are inclined to over-borrow and lenders, influenced in many cases by the desire to become proprietors, are inclined to over-lend. The Bill therefore provides that the land of a proprietor, who does not pay more than two hundred and fifty rupees land revenue, is protected and cannot be sold in execution of a decree for debt unless the court is satisfied that sale would not be adverse to the interest of the judgment-debtor, and his heirs, and that the judgment-debtor has other sufficient means of livelihood. All that the creditor can obtain is a self-extinguishing usufructuary mortgage for twenty years. At the expiry of that period the land reverts to the judgment-debtor, without any payment by him.

Criticisms and suggestions regarding the Bill are to be sent to Government before 31-7-1940.

(The U.P. Gazette Extraordinary, dated 26-6-1940, pages 13 to 22).

Navigation.

Amendments to Rules re. Granting of Certificates
of Competency to Masters and Mates.

Attention is directed to page 797 of Part I of the Gazette of India, dated 1-6-1940 where are published certain amendments to the rules regulating the granting of certificates of competency to masters and mates in the mercantile marine. The rules relate to subjects for examination of candidates.

Proposed Home for Indian Seamen in Calcutta:
Scheme under Consideration of Government.

For some time past the Government of India have been considering the question of the measures to be adopted for the welfare of Indian seamen in Calcutta. They now propose that a committee consisting of representatives of the Government of India, the Bengal Government and other interests concerned, should be appointed with as little delay as possible to consider the question of establishing a home and suggest ways and means of raising the necessary funds for the purpose.

(The Statesman, dated 7-6-1940).

Public Health.

Opium Smoking in Assam: Government orders
Closure of Shops.

According to a Communique issued by the Government of Assam, the Government has decided to continue the policy of accelerated reduction of opium rations in the included areas of the province with a view to stopping completely all issues by the Government of raw opium to the opium shops from March 1, 1941. Necessary arrangements are being made in district and sub-divisional headquarters for the treatment of such opium addicts as may offer themselves voluntarily for treatment to get rid of the opium habit. The Government, while fully alive to the fact that this stoppage of licit supply of opium involves the danger of an increase in the illicit supply, are determined to take vigorous steps to prevent smuggling.

(The Statesman, dated 26-6-1940).

Sind Opium Smoking Bill, 1940.

The text of a Bill which the Government of Sind intends introducing shortly to put an end to opium smoking in the province is published at pages 499 to 509 of Part IV of the Sind Government Gazette, dated 20-6-1940. The object of the Bill is to stop opium smoking except in the case of addicts who will be exempted subject to certain conditions to be prescribed by rules. The Bill provides penalties for smoking opium and for keeping opium "dens".

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Social Policy in War Time.

Wages.

Dearness Allowance for Nagpur Textile Workers: Workers reject

Recommendations of Mahalanobis Committee:

Threat of General Strike.

Reference was made at pages 42 to 45 of our May 1940 report to the recommendations of the Mahalanobis Committee in regard to payment of dearness allowance on ~~6-6-1940~~ ^{Aug-1940} to Nagpur textile workers. The Nagpur Textile Labour Union rejected the recommendations as inadequate. The Union maintained that the rate of dearness allowance recommended by the Committee - one pie per day per one per cent average rise in the cost of living for the previous three months - was insufficient, and that the rate should be raised to three pias per day per one per cent average rise. (The Hitavada, 7-6-1940). The C.P. Government considered the Report of the Committee and the representations thereon received from the mill-owners and the Nagpur Textile Union, and came to the conclusion that the Committee's recommendations are reasonable and fair. (The C.P. and Berar Gazette Extraordinary, dated 12-6-1940, page 247 - 248). The Council of Representatives of the Union expressed disapproval of the Government's decisions. (The Hitavada, dated 14-6-1940) and on 25-6-1940, the Union gave notice of its intention to declare a general strike on 3-7-1940. (The Hindustan Times, dated 26-6-1940).

The Government of the Central Provinces issued a statement on 23-6-1940 explaining that the quantum of relief recommended by the Mahalanobis Committee was worked out scientifically and it has been found adequate to neutralise the rise in the cost of living since the outbreak of the war. (The Statesman, dated 24-6-1940).

Demand for Dearness Allowance by Indore Workers:

Prime Minister's Award.

Rai Bahadur Col. Dinanath, Prime Minister of Indore, sole arbitrator in the dispute relating to wages in Indore mills, in giving his award has held that in the interest of both employers and employed, the wages of labour should be increased. He has declared that with effect from 1-11-1939, the dearness allowance per rupee in case of the Valwa, Rukunchand and Kalyanmal, and Rajkumar Mills should be 5 annas, 3 annas and 1 anna 3 pias, respectively. In the basic wages of the Bhandari and Swadeshi Mills, an increase of 1 anna 3 pias and 1 anna per rupee respectively has been granted.

Restoration of old Dearness Allowance.- In the case of operatives whose dearness allowance, or total wage was partially cut in 1936, the arbitrator has declared that the actual cut made in the case of Valwa Mills, Rukunchand Mills and Kalyanmal Mills should be fully restored with a view not to reduce their total consolidated wage to less than Rs. 15. In the case of Rajkumar Mills and Swadeshi Mills it should be restored by half.

Rise in Cost of Living and Dearness Allowance in War Time.- It is directed that a four-monthly review should be made of the cost of living of the textile workers and that war dearness allowance should be granted from the date of the award to those operatives who receive Rs. 25 per month or less.

Special Allowance for Night Shift Refused.- As regards the operatives' demand for a special allowance of 5 per cent for the night-shift workers, the arbitrator states that no special case has been made out for doing so.

(The Statesman, dated 25-6-1940).

Demand of War Allowance by Railway Workers :

Government agrees to set up Court of Enquiry.

Representatives of the All-India Railwaymen's Federation, led by Mr. Jannadas Mehta, met the officials of the Labour Department of the Government of India on 24 and 25-6-1940 to discuss the workers' demand for dearness allowance. It is understood that the deputationists urged the setting up of a machinery under the Trades Disputes' Act for the purpose, despite the official contention that the case for enquiry has been greatly weakened by the recent fall in prices.

As a result of the discussions, the Government of India has provisionally agreed to constitute a Court of Enquiry to go into the question of dearness allowance for railway workers.

(The Hindustan Times, dated 26-6-1940).

Cost of Living.

Variations in Cost of Living of Cawnpore

Mill Workers: Increase of 8 per
cent since August 1940.

According to details published in the Leader, Allahabad, dated 12-6-1940, indices based on a sample of 300 family budgets and worked out with a view to obtaining an approximate measure of the variations in the cost of living of mill-workers at Cawnpore since the outbreak of the war indicate that as compared to August 6, 1939, cost of living had increased by 8 per cent. on May 19, 1940. The fortnightly variations in the cost of living since the beginning of this year are, on the same basis, as shown below:

1940.	August, 6, 1939.	...	100
	January, 14	...	112
	28	...	112
	February 11	...	112
	25	...	109
	March, 10	...	110
	24	110
	April, 7	...	109
	21	...	110
	May, 5	...	109
	19	...	108

During the fortnights in the months of April and May, 1940, the rise in the prices of foodstuffs, as a whole, did not exceed 7 per cent; the rise in the prices of non-food articles, as a whole, varied from 15 per cent. to 18 per cent.

(The Leader, dated 12-6-1940).

Employment.

National Service (Technical Personnel) Ordinance, 1940.

The Governor General issued on 29-6-1940 the National Service (Technical Personnel) Ordinance, 1940, investing the Governor General with power to control the employment and distribution of technical personnel in British India. The reason for the Ordinance is the war emergency "which renders it necessary to take power to require industrial undertakings to release technical personnel for employment in factories under the Crown or declared to be engaged on work of national importance, and to require technical personnel to undertake employment in any such factory". The ordinance came into force from the date of its promulgation.

The following is a brief summary of the main provisions of the Ordinance:-

All technical personnel above 18 years of age, and under 60 who are British subjects, with certain exceptions (persons in the fighting services, etc) are liable under the Ordinance to undertake employment in the national service. According to the schedule appended to the Ordinance, technical personnel include (a) managerial staff (civil and mechanical engineers, works and production managers, etc) (b) supervisory staff (foremen, inspectors, chargemen, etc) and (c) skilled and semi-skilled employees classified under 64 heads (brick-layers, carpenters, crane drivers, electricians, fitters, masons, plumbers, turners, vulcanisers, etc). Notified factories, namely factories notified by the Government as engaged in the production of munitions or other war supplies or in work which, is likely to assist the efficient prosecution of the war are eligible to apply to the National Service Labour Tribunals (set up under the Ordinance) for technical personnel. The Tribunals may^(a) require the owner or manager of any industrial undertaking other than a notified factory to release such technical personnel as it may specify for employment in the national service in notified factories, and (b) direct technical personnel, who are either unemployed or are not already employed in a notified factory, to undertake employment in the national service in any notified factory.

Employers are required to reinstate in their former employment technical personnel released from national service.

- Gazette
(The ~~Government~~ of India Extra-ordinary, dated 29-6-1940, pages 267 - 274).

The National Service (Technical Personnel)
Rules, 1940.

The National Service (Technical Personnel) Rules, 1940, issued under section 19 of the National Service (Technical Personnel) Ordinance, 1940, are published at pages 275 to 287 of the Gazette of India Extraordinary, dated 29-6-1940.

Training of Skilled workers for Munitions and
other War Industries: Government
Orders Enquiry.

The question of securing and maintaining an adequate supply of skilled personnel for ordnance factories in India as well as for firms engaged in the production of munitions and other supplies essential for the prosecution of war has been engaging the attention of the Government of India. The demand for skilled workmen for ordnance and other factories is growing and in view of the necessity for increased production of war materials in ~~INDIA~~ India this demand is likely to grow still more. Government are taking certain measures to meet in this regard the immediate needs of munitions and other factories engaged in essential war work but they feel that they must also take prompt action to adapt the present system of technical education in the country so as to ensure an increased supply of trained men of the required skill. The Government of India have accordingly decided to set up a Committee with the Educational Commissioner with the Government as chairman with the following terms of reference:-

- (1) To examine the training at present imparted in the technical institutions in India and to report (a) in what respects this training is defective for the needs of war time industry, and for what reasons; (b) how the training can be brought up to such a standard as will fit the student for employment as skilled artisans as quickly as possible, and
- (2) To consider and report - (a) what institutions could most usefully be assisted and whether particular institutions should be asked to train for particular industries. (b) what form the assistance should take, e.g., financial or advisory or both, and (c) what requirements if any should be fulfilled as a condition for the grant of such assistance.

The object of the enquiry is not to review technical education generally but to ascertain to what extent technical institutions can be used or adapted for training skilled men for industrial purposes.

The Committee is required to submit its report to the Department of Labour in one month.

(The Gazette of India Extraordinary, dated 29-3-1940, pages 265 to 266).

List of more important Publications received in this Office

during June, 1940.

Conditions of Labour.

1. Annual Report on the Working of the Workmen's Compensation Act, 1923, in the Province of Sind, for the year 1939. Printed at the Government Press, Karachi. 1940. Price Rs. 0-8-0 or 3d.
2. Report of the Committee appointed to enquire into the working of the Sugarcane Rules and Labour Conditions in Sugar Factories, Volume I. Printed by the Assistant Superintendent-in-Charge, Government Press, Lucknow. 1940. Price Rs. 0-9-0.
3. Annual Factory Report of the Bombay Province for 1939. (Including Notes on the Administration of the Bombay Maternity Benefit Act and the Payment of Wages Act). Printed at the Government Central Press, Bombay. Obtainable from the Superintendent, Government Printing and Stationery, Bombay, or through the High Commissioner for India, India House, Aldwych, London, W.C.2, or through any recognised bookseller. Price Rs. 0-4-0 or 3d.

Economic Conditions.

1. The Proceedings of the Meeting of the Standing Finance Committee for Railways, 9th April, 1940. Volume XVII No.1. Published by the Manager of Publications, Delhi. 1940.
2. Report on the working of the Department of Industries in the Central Provinces and Berar for the year ending 31st March 1939. Government Printing, C.P. and Berar. 1939. Price 1-4-0.
3. Statistical Tables relating to Banks in India. 24th issue. 1937. Published by order of the Governor-General in Council. Published by Manager of Publications, Delhi. Printed by the Manager, Government of India Press, Calcutta. 1940. Price Rs. 4-0-0 or 6s. 6d.

Migration.

1. Annual Report on the Working of the Indian Emigration Act, 1922 for the year 1939. Printed at the Mysore Residency Press. Published by the Manager of Publications, Delhi. 1940. Price Rs. 0-10-0 or 18 shillings.
2. Annual Report of the Agent-General for India in the Union of South Africa for the year ending 31st December, 1938. Published by the Manager of Publications, Delhi. 1940. Price Rs. 1-0-0 or 1s. 6d.

Agriculture.

1. Proceedings of the Third Meeting of the Animal Husbandry wing of the Board of Agriculture and Animal Husbandry in India, held at New Delhi from the 20th to the 23rd February, 1939 (with appendix) Printed by the Manager, Government of India Press, Simla. 1940.
2. Agriculture and Animal Husbandry in India, 1937-38, Issued under the authority of the Imperial Council of Agricultural Research, published by the Manager of Publications, Delhi. Printed by the Manager, Government of India Press, Calcutta. 1940.
3. Agricultural Statistics of India, 1936-37. Volume II. Eighty-third issue. Area, classification of area, area under irrigation, area under crops, live-stocks, and land revenue.

assessment in certain Indian States. Published by order of the Governor-General in Council. Published by Manager of Publication Delhi. Printed by Manager, Government of India Press, Calcutta, 1940. Price Rs. 4-12-0.

4. Report on the Land Revenue Administration and on the operations of the Land Records and Settlements Departments in the Central Provinces for the year ending the 30th September, 1938. Government Printing, Central Provinces and Bihar, Nagpur, 1940.

Co-operation.

1. Annual Report on the Working of Co-operative Societies and Rural Development in the Province of Bombay for the year 1938-39. Printed at the Government Central Press, Bombay. Obtainable from the Superintendent, Government Printing and Stationery, Bombay, or through the High Commissioner for India, India House Aldwych, London, W.C.2, or through any recognised bookseller. Price Rs. 0-7-0. or 9d.
2. Report of the Superintendent of Cottage Industries, Burma, for the year ending the 30th June, 1939. Superintendent, Government Printing and Stationery, Burma, 1940. ~~XXXXXXXXXX~~ Price Rs. 0-8-0 or 9d.

Organisations, Congresses, etc.

1. The Employers' Federation of India. Summary of the Conclusions of the First Conference of Provincial Labour Ministers held in January, 1940. Patel House, Churchgate Street, Fort, Bombay.
2. Report of the Committee of the Bengal Chamber of Commerce for the year 1939. Volume I. Printed at the Criterion Printing Works, 8- Jackson Lane, Calcutta. 1940.
3. Indian Jute Mills Association, Calcutta: Report of the Committee for the year ended 31-12-1939. Printed at the Star Printing Works, 30-Shibnarain Das Lane, Calcutta.

Miscellaneous.

1. Administration Report of the North-West Frontier Province for the year 1937-38. Printed and published by the Manager, Government Stationery and Printing, N.W.F.P., Peshawar. 1940. Price Rs. 5-0-0 or £ 0-8-3.
2. A Hand Book of Information of the School of Economics and Sociology, University of Bombay. 1940-41.

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